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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





NATIONAL DEFENSE RESEARCH INSTITUTE

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Prepared for the Joint Staff and OSD/CAPE

Approved for public release; distribution unlimited

This research was sponsored by the Joint Staff J5 and the Office of Cost Assessment and Program Evaluation (CAPE) in the Office of the Secretary of Defense and conducted within the International Security and Defense Policy Center of the RAND National Defense Research Institute, a federally funded research and development center sponsored by the Office of the Secretary of Defense, the Joint Staff, the Unified Combatant Commands, the Navy, the Marine Corps, the defense agencies, and the defense Intelligence Community.

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## Preface

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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.

This research was sponsored by the Joint Staff J5 and the Office of Cost Assessment and Program Evaluation (CAPE) in the Office of the Secretary of Defense and conducted within the International Security and Defense Policy Center of the RAND National Defense Research

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## Summary

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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,<sup>1</sup> 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

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<sup>1</sup> 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.<sup>2</sup> 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.

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<sup>2</sup> 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.<sup>3</sup>

*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.<sup>4</sup> Section 1206 authority requires the involvement of both DoD and DoS, including high-level approvals before funds are spent.

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

<sup>4</sup> 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 narcotrafficking 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

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|         |                                                  |
|---------|--------------------------------------------------|
| 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                          |
| SOC SOUTH | 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

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### 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.”<sup>1</sup> 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

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<sup>1</sup> 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

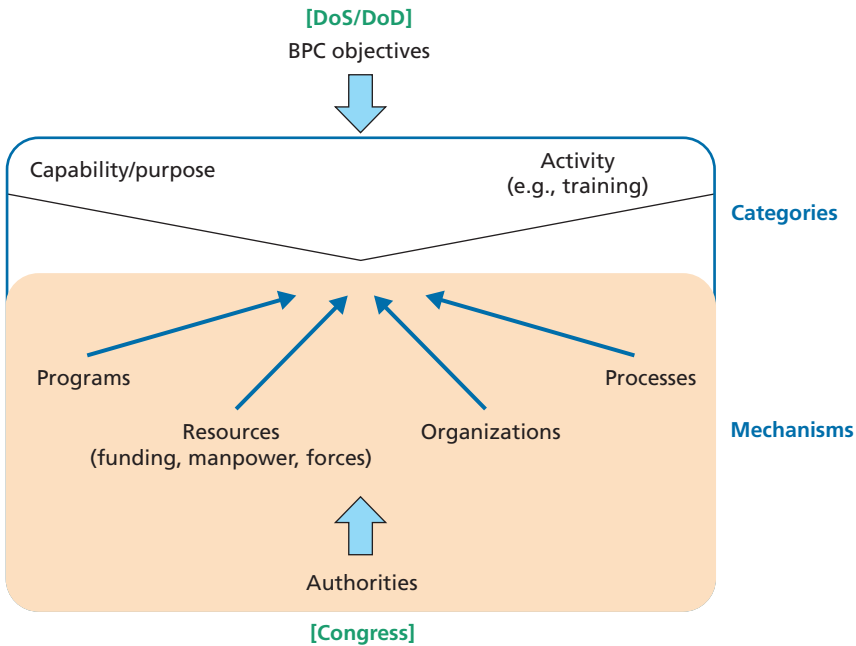
as well. We do not include activities that are designed primarily to enhance relationships or secure access, and other activities that are not focused on developing partners' defense/security sectors. Examples would include senior meetings to secure an access agreement, a conference set up to explore 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.”<sup>2</sup> 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

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<sup>2</sup> 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.<sup>3</sup> 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-

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<sup>3</sup> 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.<sup>4</sup> 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.<sup>5</sup> 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.

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

<sup>5</sup> U.S. Government Printing Office, Title 10, 2012; U.S. Government Printing Office, Title 22, 2012.



## **Characterizing Security Cooperation Mechanisms**

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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.<sup>1</sup> 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

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<sup>1</sup> 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.<sup>2</sup> 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:<sup>3</sup>

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

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<sup>2</sup> The database is available to U.S. government practitioners.

<sup>3</sup> 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.<sup>4</sup> 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.<sup>5</sup> 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

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<sup>4</sup> See Appendix A for lists of unique BPC authorities.

<sup>5</sup> 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*.<sup>6</sup> 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*.<sup>7</sup>

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.<sup>8</sup> Other Title 10 authorities are similarly used broadly to enable BPC activities.

Section 1051, *Multilateral, Bilateral, or Regional Cooperation Programs: Payment of Personnel Expenses*,<sup>9</sup> 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

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<sup>6</sup> U.S. Government Printing Office, Title 10, 2012; U.S. Government Printing Office, Title 22, 2012.

<sup>7</sup> U.S. Government Printing Office, U.S. Code website, Washington, D.C., undated.

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

<sup>9</sup> 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.<sup>10</sup> 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<br>(65%)         | 4<br>(33%)   | 5<br>(26%)   | 4<br>(31%)   |
| Number/percentage of programs that use additional authorities      | 12<br>(35%)         | 8<br>(67%)   | 14<br>(74%)  | 9<br>(69%)   |

<sup>10</sup> 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.<sup>11</sup>

*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.<sup>12</sup> 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,

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<sup>11</sup> 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.

<sup>12</sup> 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**

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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.<sup>1</sup> 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

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<sup>1</sup> 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?<sup>2</sup>
- 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.

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<sup>2</sup> 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.<sup>3</sup> This provides a good basis for com-

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<sup>3</sup> 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]).<sup>4</sup> 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

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<sup>4</sup> 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<br>Counterterrorism |                    | Effectiveness                                |                         |                                               |             |
|-----------------------------|--------------------|----------------------------------------------|-------------------------|-----------------------------------------------|-------------|
|                             |                    | High                                         | Moderately high         | Moderately low                                | Low/failure |
| Efficiency                  | High               | Traditional<br>Commander's<br>Activity (TCA) |                         | Joint Combined<br>Exchange<br>Training (JCET) |             |
|                             | Moderately<br>high |                                              | FMF<br>OEF-TS<br>PREACT | Sec 1206<br>Sec 1203                          |             |
|                             | Moderately<br>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 PREACT 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.<sup>5</sup>

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

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<sup>5</sup> 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<br>Counterterrorism |                 | Effectiveness |                       |                                               |             |
|---------------------------|-----------------|---------------|-----------------------|-----------------------------------------------|-------------|
|                           |                 | High          | Moderately high       | Moderately low                                | Low/failure |
| Efficiency                | High            |               | CTFP<br>APCSS<br>APRI | JCET                                          |             |
|                           | Moderately high |               | IMET                  |                                               |             |
|                           | Moderately low  |               | Sec 1206              | FMF<br>“Indirect”<br>mechanisms               |             |
|                           | Low/failure     |               |                       | Global Security<br>Contingency<br>Fund (GSCF) |             |

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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)<br>Latin American Cooperation (LATAM COOP)<br>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.<sup>6</sup> 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 (SOC SOUTH) 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 SOC SOUTH to do assessments, observations, seminars, and other activities that failed to build the units. SOUTHCOM and SOC SOUTH 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)

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<sup>6</sup> 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.<sup>7</sup> 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.<sup>8</sup> 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.<sup>9</sup> This should reduce response times,

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<sup>7</sup> 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.

<sup>8</sup> 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.

<sup>9</sup> 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.<sup>10</sup> 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).

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<sup>10</sup> 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<br>CTOC |                 | Effectiveness |                                                                                                              |                |             |
|------------------|-----------------|---------------|--------------------------------------------------------------------------------------------------------------|----------------|-------------|
|                  |                 | High          | Moderately high                                                                                              | Moderately low | Low/failure |
| Efficiency       | High            | Sec 1033      | IMET                                                                                                         |                |             |
|                  | Moderately high |               | Sec 1004<br>Personnel expenses<br>Latin American Cooperation<br>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.<sup>11</sup> 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.

<sup>11</sup> 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.<sup>12</sup> 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

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<sup>12</sup> 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.<sup>13</sup>

### **European Command: SC Mechanisms for Building Partner Coalition Operations Capacity**

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

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<sup>13</sup> 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<br>Coalition Ops |                 | Effectiveness |                         |                |             |
|------------------------|-----------------|---------------|-------------------------|----------------|-------------|
|                        |                 | High          | Moderately high         | Moderately low | Low/failure |
| Efficiency             | High            |               | CRSP<br>CCIF            |                |             |
|                        | Moderately high |               | Sec 1202<br>FMF         | Sec 168        |             |
|                        | Moderately low  |               | PE<br>DCCEP<br>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.<sup>14</sup> 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-

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<sup>14</sup> 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.<sup>15</sup> 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

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<sup>15</sup> 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.<sup>16</sup> 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

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<sup>16</sup> 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.<sup>17</sup>

**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<br>BMD |                 | Effectiveness |                 |                                          |             |
|--------------|-----------------|---------------|-----------------|------------------------------------------|-------------|
|              |                 | High          | Moderately high | Moderately low                           | Low/failure |
| Efficiency   | High            |               |                 |                                          |             |
|              | Moderately high |               |                 |                                          |             |
|              | Moderately low  |               |                 | TCA<br>CCIF                              |             |
|              | Low/failure     |               |                 | Missile Defense<br>Agency (MDA)<br>funds |             |

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<sup>17</sup> 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

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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 PREACT—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 narcotrafficking 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 Bureaus (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.<sup>1</sup>

### **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,

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<sup>1</sup> 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.<sup>2</sup> 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-

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<sup>2</sup> 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 PREACT.

## 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

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### 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*.<sup>1</sup> 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-

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<sup>1</sup> 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<br>Information Exchanges<br>Conferences, Workshops | Defense Institution Building                                             |
| 10 U.S. Code §1050, Latin American cooperation: payment of personnel expenses                                                                                           | Latin American Cooperation                     | Defense/Military Contacts<br>Information Exchanges<br>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<br>Personnel Exchanges                             | Interoperability<br>Defense Institution Building<br>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<br>Education                                                        | Interoperability<br>Cyber<br>Defense Institution Building                |
| 10 U.S. Code §1051, Multilateral, bilateral, or regional cooperation programs: payment of personnel expenses                                                            | African Partnership Station                    | Training                                                                     | Law Enforcement<br>Maritime Security<br>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<br>Defense Institution Building<br>Missile Defense<br>Port Security<br>Health<br>Coalition Operations<br>Demining<br>Counter Threat<br>Finance<br>Interoperability<br>Law Enforcement<br>Counterinsurgency<br>Counter WMD<br>Counterterrorism<br>Disaster Relief<br>Counternarcotics<br>Stabilization and Reconstruction<br>Border Security<br>Research and Development<br>Maritime Security<br>Intelligence, Surveillance, Reconnaissance<br>Peacekeeping |
|                                                                                                                      | Center for Army Lessons Learned International Engagements | Conferences, Workshops Information Exchanges           | Interoperability<br>Coalition Operations<br>Counterinsurgency<br>Humanitarian Assistance<br>Peacekeeping<br>Intelligence, Surveillance, Reconnaissance<br>Disaster Relief<br>Border Security<br>Defense Institution Building<br>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<br>Training<br>Defense/Military Contacts<br>Needs/Capability Assessments<br>Exercises                                                   | Counter WMD<br>Stabilization and Reconstruction<br>Humanitarian Assistance<br>Coalition Operations<br>Border Security<br>Interoperability<br>Defense Institution Building<br>Disaster Relief |
|                                                                                                                      | Defense Institution Reform Initiative               | Conferences, Workshops<br>Exercises<br>Information Exchanges                                                                                                   | Defense Institution Building                                                                                                                                                                 |
|                                                                                                                      | Defense Resource Management Study Program           | Education<br>Training<br>Information Exchanges<br>Research, Development, Testing and Evaluation (RDT&E)<br>Defense/Military Contacts<br>Conferences, Workshops | Defense Institution Building                                                                                                                                                                 |
|                                                                                                                      | U.S. Army European Security Agreements              | Conferences, Workshops                                                                                                                                         | Defense Institution Building                                                                                                                                                                 |
|                                                                                                                      | U.S. Army Medical Department International Programs | Training<br>Personnel Exchanges                                                                                                                                | Interoperability<br>Research and Development<br>Coalition Operations<br>Counter WMD<br>Disaster Relief<br>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<br>Training<br>Exercises<br>Conferences, Workshops<br>Needs/Capability Assessments<br>Defense/Military Contacts | Humanitarian Assistance<br>Stabilization and Reconstruction<br>Peacekeeping<br>Intelligence, Surveillance, Reconnaissance<br>Health<br>Disaster Relief<br>Demining<br>Defense Institution Building<br>Counterterrorism<br>Counternarcotics<br>Law Enforcement<br>Counter WMD<br>Coalition Operations<br>Border Security<br>Counterinsurgency |
| 10 U.S. Code §127(c), Purchase of weapons overseas: force protection                                                                                 | Coalition Readiness Support Program                                                                                                                                                     | Equipment<br>Supplies<br>Training                                                                                                     | Coalition Operations<br>Counterterrorism<br>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)<br><br>Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as "Global Lift & Sustain") | Supplies<br><br>Provide Air/ Sealift                                                                                                  | Coalition Operations<br><br>Coalition Operations<br>Counterinsurgency                                                                                                                                                                                                                                                                        |

**Table A.1—Continued**

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

Table A.1—Continued

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

Table A.1—Continued

| Authority                                                                           | Implementing Program(s)                                                                                                                             | Types of Activities                                                                                                   | Purpose/Mission Area                                                                                                                                                                                                                                                               |
|-------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10 U.S. Code §168,<br>Military-to-military<br>contacts and comparable<br>activities | Army-to-Army<br>staff talks                                                                                                                         | Information<br>Exchanges<br>Defense/Military<br>Contacts<br>Conferences,<br>Workshops                                 | Defense Institution<br>Building<br>Interoperability                                                                                                                                                                                                                                |
|                                                                                     | Authority for<br>Assignment<br>of Civilian<br>Employees of<br>the Department<br>of Defense<br>as Advisors<br>to Foreign<br>Ministries of<br>Defense | Personnel<br>Exchanges                                                                                                | Coalition<br>Operations<br>Defense Institution<br>Building<br>Interoperability                                                                                                                                                                                                     |
|                                                                                     | Center for Army<br>Lessons Learned<br>International<br>Engagements                                                                                  | Conferences,<br>Workshops<br>Information<br>Exchanges                                                                 | Interoperability<br>Coalition<br>Operations<br>Counterinsurgency<br>Humanitarian<br>Assistance<br>Peacekeeping<br>Intelligence,<br>Surveillance,<br>Reconnaissance<br>Disaster Relief<br>Border Security<br>Defense Institution<br>Building<br>Stabilization and<br>Reconstruction |
|                                                                                     | Civil-Military<br>Emergency<br>Preparedness                                                                                                         | Conferences,<br>Workshops<br>Training<br>Defense/Military<br>Contacts<br>Needs/Capability<br>Assessments<br>Exercises | Counter WMD<br>Stabilization and<br>Reconstruction<br>Humanitarian<br>Assistance<br>Coalition<br>Operations<br>Border Security<br>Interoperability<br>Defense Institution<br>Building<br>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<br>Personnel Exchanges                                                            | Defense Institution Building<br>Interoperability<br>Coalition Operations |
|                                                                                    | Defense Resource Management Study Program                                                     | Education Training<br>Information Exchanges<br>RDT&E<br>Defense/Military Contacts<br>Conferences, Workshops | Defense Institution Building                                             |
|                                                                                    | Engineer and Scientist Exchange Program                                                       | Personnel Exchanges<br>RDT&E                                                                                | Research and Development                                                 |
|                                                                                    | Joint Contact Team Program                                                                    | Needs/Capability Assessments<br>Defense/Military Contacts<br>Education                                      | Defense Institution Building                                             |
|                                                                                    | Non-Reciprocal Exchanges of Defense Personnel between the United States and Foreign Countries | Personnel Exchanges                                                                                         | Defense Institution Building<br>Interoperability<br>Coalition Operations |
|                                                                                    | Operator Engagement Talks (formerly “Ops-Ops Talks”)                                          | Conferences, Workshops<br>Defense/Military Contacts<br>Information Exchanges                                | Defense Institution Building<br>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<br>Personnel Exchanges<br>Training                 | Defense Institution Building                                                                                                                                                                                                                                                          |
|                                                                                    | Senior National Representative (Army) Meetings                      | Information Exchanges                                                        | Research and Development                                                                                                                                                                                                                                                              |
|                                                                                    | Service Chief Counterpart Visit Program                             | Defense/Military Contacts<br>Information Exchanges<br>Conferences, Workshops | Health<br>Stabilization and Reconstruction<br>Intelligence, Surveillance, Reconnaissance<br>Missile Defense<br>Humanitarian Assistance<br>Counterinsurgency<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Defense Institution Building<br>Peacekeeping<br>Disaster Relief |
|                                                                                    | U.S. Army Center of Military History Intern Program                 | Information Exchanges                                                        | Interoperability<br>Defense Institution Building                                                                                                                                                                                                                                      |
|                                                                                    | U.S. Army Center of Military History International History Programs | Conferences, Workshops<br>Information Exchanges                              | Interoperability<br>Defense Institution Building<br>Coalition Operations                                                                                                                                                                                                              |
|                                                                                    | U.S. Army Corps of Engineers Interagency and International Services | Training                                                                     | Disaster Relief<br>Research and Development<br>Stabilization and Reconstruction<br>Interoperability<br>Humanitarian Assistance<br>Defense Institution Building<br>Port Security<br>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<br>Coalition Operations<br>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<br>Information Exchanges | Counter Threat<br>Finance<br>Defense Institution Building<br>Missile Defense<br>Port Security<br>Health<br>Coalition Operations<br>Humanitarian Assistance<br>Counterinsurgency<br>Maritime Security<br>Demining<br>Interoperability<br>Intelligence, Surveillance, Reconnaissance<br>Research and Development<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>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<br>Research and Development<br>Coalition Operations<br>Counter WMD<br>Disaster Relief<br>Humanitarian Assistance                                                                                                                                                                                                                                                                                                                   |
|                                                                                    | U.S. Army Reciprocal Unit Exchange Program                                                       | Information Exchanges<br>Personnel Exchanges                           | Interoperability<br>Coalition Operations                                                                                                                                                                                                                                                                                                                                                                                                            |
|                                                                                    | U.S. Army Security Cooperation Training Teams                                                    | Information Exchanges                                                  | Stabilization and Reconstruction<br>Counter Threat Finance<br>Counterinsurgency<br>Demining<br>Coalition Operations<br>Health<br>Port Security<br>Missile Defense<br>Defense Institution Building<br>Interoperability<br>Peacekeeping<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Humanitarian Assistance |
|                                                                                    | U.S. Army Senior Reserve Officer Training Corps Cadet Culture and Language Immersion Deployments | Training Education<br>Personnel Exchanges<br>Defense/Military Contacts | Defense Institution Building<br>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<br>Exercises<br>Training<br>Needs/Capability Assessments<br>Conferences, Workshops<br>Information Exchanges<br>Personnel Exchanges | Health<br>Port Security<br>Maritime Security<br>Law Enforcement<br>Humanitarian Assistance<br>Disaster Relief<br>Demining<br>Counternarcotics<br>Counter WMD<br>Coalition Operations<br>Aviation Expertise<br>Interoperability<br>Defense Institution Building<br>Counterterrorism<br>Intelligence, Surveillance, Reconnaissance |
|                                                                                    | U.S. Navy Continuing Promise         | Training<br>Information Exchanges<br>Exercises<br>Needs/Capability Assessments<br>Personnel Exchanges<br>Defense/Military Contacts<br>Conferences, Workshops | Disaster Relief<br>Health<br>Port Security<br>Humanitarian Assistance<br>Coalition Operations<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Law Enforcement<br>Counterterrorism<br>Counter WMD<br>Aviation Expertise<br>Interoperability<br>Defense Institution Building<br>Counternarcotics<br>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<br>Needs/Capability Assessments<br>Training<br>Education<br>Exercises<br>RDT&E                                                     | Intelligence, Surveillance, Reconnaissance<br>Aviation Expertise<br>Counter Threat<br>Finance<br>Cyber<br>Counterinsurgency<br>Demining<br>Health<br>Humanitarian Assistance<br>Maritime Security<br>Disaster Relief<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Interoperability<br>Port Security |
|                                                                                    | U.S. Navy Maritime Engagements | Training<br>Exercises<br>Information Exchanges<br>Personnel Exchanges<br>Defense/Military Contacts<br>Needs/Capability Assessments<br>Conferences, Workshops | Demining<br>Counterinsurgency<br>Port Security<br>Maritime Security<br>Intelligence, Surveillance, Reconnaissance<br>Humanitarian Assistance<br>Health<br>Interoperability<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Coalition Operations<br>Border Security<br>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<br>Conferences, Workshops<br>Personnel Exchanges<br>Needs/Capability Assessments<br>Training<br>Exercises<br>Information Exchanges | Demining<br>Port Security<br>Maritime Security<br>Law Enforcement<br>Intelligence, Surveillance,<br>Reconnaissance<br>Humanitarian Assistance<br>Disaster Relief<br>Defense Institution Building<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Coalition Operations<br>Aviation Expertise<br>Interoperability<br>Health |
|                                                                                            | U.S. Navy Southern Partnership Station                                  | Conferences, Workshops<br>Information Exchanges<br>Exercises<br>Training<br>Personnel Exchanges<br>Defense/Military Contacts<br>Needs/Capability Assessments | Health<br>Humanitarian Assistance<br>Intelligence, Surveillance,<br>Reconnaissance<br>Law Enforcement<br>Port Security<br>Disaster Relief<br>Defense Institution Building<br>Maritime Security<br>Aviation Expertise<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Coalition Operations<br>Interoperability<br>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<br>Education<br>RDT&E<br>Training                                                                                                     | Humanitarian Assistance<br>Research and Development<br>Disaster Relief                                                                                                                                                                                                                                                              |

Table A.1—Continued

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

**Table A.1—Continued**

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

| <b>Authority</b>                                                                                                                                                                           | <b>Implementing Program(s)</b>                                                                                                                                      | <b>Types of Activities</b>       | <b>Purpose/Mission Area</b>                                                                           |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------|-------------------------------------------------------------------------------------------------------|
| 10 U.S. Code §2111(b), Senior military colleges                                                                                                                                            | DoD Senior Military College International Student Program                                                                                                           | Education                        | Interoperability<br>Defense Institution Building<br>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<br>Personnel Exchanges | Humanitarian Assistance<br>Disaster Relief<br>Defense Institution Building<br>Health Interoperability |
| 10 U.S. Code §2166, Western Hemisphere Institute for Security Cooperation (WHINSEC)                                                                                                        | Western Hemisphere Institute for Security Cooperation                                                                                                               | Training<br>Education            | Defense Institution Building<br>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<br>Training            | Counter WMD<br>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<br>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<br>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<br>Interoperability<br>Aviation Expertise<br>Maritime Security<br>Missile Defense<br>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<br>Equipment Experimentation<br>RDT&E                | Interoperability<br>Coalition Operations                                                                                |
|                                                                                                                                                        | Cooperative RDT&E & Production                                                          | Defense/Military Contacts<br>Training<br>RDT&E<br>Experimentation<br>Equipment | Interoperability<br>Research and Development<br>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<br>Contacts<br>Equipment<br>Training                 | Stabilization and Reconstruction<br>Counter Threat<br>Finance<br>Cyber<br>Counterinsurgency<br>Demining<br>Health<br>Port Security<br>Aviation Expertise<br>Humanitarian Assistance<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Interoperability<br>Missile Defense<br>Peacekeeping |
|                                                                                                                                           | Foreign Comparative Testing Program                        | Equipment<br>Experimentation<br>RDT&E<br>Defense/Military<br>Contacts | Interoperability<br>Research and Development<br>Defense Institution Building                                                                                                                                                                                                                                                                                                                                                  |
|                                                                                                                                           | International Cooperative Research and Development Program | RDT&E<br>Defense/Military<br>Contacts<br>Equipment<br>Experimentation | Interoperability<br>Research and Development                                                                                                                                                                                                                                                                                                                                                                                  |
|                                                                                                                                           | International Engine Management Program                    | Defense/Military<br>Contacts<br>Equipment                             | Aviation Expertise                                                                                                                                                                                                                                                                                                                                                                                                            |
|                                                                                                                                           | Technical Coordination Program                             | Information<br>Exchanges<br>Equipment<br>RDT&E                        | Interoperability<br>Research and Development<br>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<br>Information Exchanges<br>Defense/Military Contacts<br>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<br>Interoperability                                                                                                                                                                                                                                                                                                                                                                                                        |
|                                                                                                                                           | U.S. Army Security Cooperation Training Teams           | Information Exchanges                                                          | Stabilization and Reconstruction<br>Counter Threat Finance<br>Counterinsurgency<br>Demining<br>Coalition Operations<br>Health<br>Port Security<br>Missile Defense<br>Defense Institution Building<br>Interoperability<br>Peacekeeping<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>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<br>Education                                                                         | Counterterrorism<br>Humanitarian Assistance<br>Interoperability<br>Stabilization and Reconstruction<br>Peacekeeping<br>Disaster Relief<br>Coalition Operations<br>Intelligence, Surveillance, Reconnaissance                                                                                                     |
|                                                                                                                                           | U.S. Navy FMS Training Support                                                                                                | Defense/Military Contacts<br>Needs/Capability Assessments<br>Training<br>Education<br>Exercises<br>RDT&E | Intelligence, Surveillance, Reconnaissance<br>Aviation Expertise<br>Counter Threat<br>Finance<br>Cyber<br>Counterinsurgency<br>Demining<br>Health<br>Humanitarian Assistance<br>Maritime Security<br>Disaster Relief<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Interoperability<br>Port Security |
| 10 U.S. Code §2350(c), Cooperative military airlift agreements: allied countries                                                          | Cooperative military airlift agreements                                                                                       | Provide Air/ Sealift                                                                                     | Defense Institution Building<br>Interoperability<br>Coalition Operations                                                                                                                                                                                                                                         |
| 10 U.S. Code §2350(d), Cooperative logistic support agreements: NATO countries                                                            | Education and Training in Information Security                                                                                | Training<br>Education                                                                                    | Interoperability<br>Cyber<br>Defense Institution Building                                                                                                                                                                                                                                                        |
|                                                                                                                                           | Weapon System Partnership Agreements                                                                                          | Equipment Supplies                                                                                       | Defense Institution Building<br>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<br>Equipment                                                                                    | Cyber<br>Intelligence, Surveillance, Reconnaissance                                                                                                                                                                                                                                                              |

Table A.1—Continued

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

**Table A.1—Continued**

| <b>Authority</b>                                                                                                                                                 | <b>Implementing Program(s)</b>                      | <b>Types of Activities</b>                                                           | <b>Purpose/Mission Area</b>                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|--------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10 U.S. Code §2350(l),<br>Cooperative agreements<br>for reciprocal use<br>of test facilities:<br>foreign countries<br>and international<br>organizations (cont.) | Technical<br>Coordination<br>Program                | Information<br>Exchanges<br>Equipment<br>RDT&E                                       | Interoperability<br>Research and<br>Development<br>Aviation Expertise                                                                                                                                                                                                                                                                                                                                                                                                    |
|                                                                                                                                                                  | The Technical<br>Cooperation<br>Program             | RDT&E<br>Information<br>Exchanges<br>Defense/Military<br>Contacts<br>Experimentation | Research and<br>Development                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|                                                                                                                                                                  | U.S. Army Security<br>Cooperation<br>Training Teams | Information<br>Exchanges                                                             | Stabilization and<br>Reconstruction<br>Counter Threat<br>Finance<br>Counterinsurgency<br>Demining<br>Coalition<br>Operations<br>Health<br>Port Security<br>Missile Defense<br>Defense Institution<br>Building<br>Interoperability<br>Peacekeeping<br>Intelligence,<br>Surveillance,<br>Reconnaissance<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Humanitarian<br>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<br>Needs/Capability Assessments<br>Training<br>Education<br>Exercises<br>RDT&E                 | Intelligence, Surveillance, Reconnaissance<br>Aviation Expertise<br>Counter Threat<br>Finance<br>Cyber<br>Counterinsurgency<br>Demining<br>Health<br>Humanitarian Assistance<br>Maritime Security<br>Disaster Relief<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Interoperability<br>Port Security |
| 10 U.S. Code §2350(m), Participation in multinational military centers of excellence                                                           | Multinational Military Centers of Excellence | Conferences, Workshops<br>Defense/Military Contacts<br>Education<br>Information Exchanges<br>Training<br>Experimentation | Interoperability<br>Coalition Operations<br>Defense Institution Building                                                                                                                                                                                                                                         |
| 10 U.S. Code §2358, Research and development projects                                                                                          | Coalition Warfare Program                    | Defense/Military Contacts<br>Equipment<br>Experimentation<br>RDT&E                                                       | Interoperability<br>Coalition Operations                                                                                                                                                                                                                                                                         |
|                                                                                                                                                | Cooperative RDT&E & Production               | Defense/Military Contacts<br>Training<br>RDT&E<br>Experimentation<br>Equipment                                           | Interoperability<br>Research and Development<br>Coalition Operations                                                                                                                                                                                                                                             |
|                                                                                                                                                | Defense RDT&E Information Exchange Program   | Information Exchanges<br>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<br>Experimentation<br>RDT&E<br>Defense/Military Contacts                                                       | Interoperability<br>Research and Development<br>Defense Institution Building                                                                                                                                                                                                                                     |

**Table A.1—Continued**

| <b>Authority</b>                                                                       | <b>Implementing Program(s)</b>                                          | <b>Types of Activities</b>                                                        | <b>Purpose/Mission Area</b>                                                                                     |
|----------------------------------------------------------------------------------------|-------------------------------------------------------------------------|-----------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------|
| 10 U.S. Code §2365,<br>Global research watch<br>program                                | Global Research<br>Watch Program                                        | Information<br>Exchanges<br>RDT&E<br>Experimentation                              | Defense Institution<br>Building<br>Interoperability<br>Research and<br>Development                              |
| 10 U.S. Code §2531,<br>Defense memoranda<br>of understanding and<br>related agreements | Coalition Warfare<br>Program                                            | Defense/Military<br>Contacts<br>Equipment<br>Experimentation<br>RDT&E             | Interoperability<br>Coalition<br>Operations                                                                     |
|                                                                                        | Cooperative<br>RDT&E &<br>Production                                    | Defense/Military<br>Contacts<br>Training<br>RDT&E<br>Experimentation<br>Equipment | Interoperability<br>Research and<br>Development<br>Coalition<br>Operations                                      |
|                                                                                        | Defense RDT&E<br>Information<br>Exchange<br>Program                     | Information<br>Exchanges<br>RDT&E                                                 | Research and<br>Development                                                                                     |
|                                                                                        | Electronic Combat<br>International<br>Security<br>Assistance<br>Program | Equipment<br>Supplies                                                             | Intelligence,<br>Surveillance,<br>Reconnaissance<br>Counterterrorism<br>Counterinsurgency<br>Aviation Expertise |
|                                                                                        | Exchange of<br>mapping,<br>charting, and<br>geodetic data               | Information<br>Exchanges                                                          | Intelligence,<br>Surveillance,<br>Reconnaissance<br>Defense Institution<br>Building<br>Interoperability         |
|                                                                                        | Foreign<br>Comparative<br>Testing Program                               | Equipment<br>Experimentation<br>RDT&E<br>Defense/Military<br>Contacts             | Interoperability<br>Research and<br>Development<br>Defense Institution<br>Building                              |
|                                                                                        | International<br>Cooperative<br>Research and<br>Development<br>Program  | RDT&E<br>Defense/Military<br>Contacts<br>Equipment<br>Experimentation             | Interoperability<br>Research and<br>Development                                                                 |
|                                                                                        | International<br>Engine<br>Management<br>Program                        | Defense/Military<br>Contacts<br>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<br>Information Exchanges<br>Needs/Capability Assessments<br>RDT&E                                 | Interoperability<br>Coalition Operations<br>Research and Development |
|                                                                                                                      | Service Participation in Bilateral and Multilateral International Armaments Cooperation Forums | Needs/Capability Assessments<br>RDT&E<br>Information Exchanges<br>Defense/Military Contacts<br>Equipment Experimentation | Research and Development                                             |
|                                                                                                                      | Technical Coordination Program                                                                 | Information Exchanges<br>Equipment<br>RDT&E                                                                              | Interoperability<br>Research and Development<br>Aviation Expertise   |
|                                                                                                                      | The Technical Cooperation Program                                                              | RDT&E<br>Information Exchanges<br>Defense/Military Contacts<br>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<br>Equipment<br>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<br>Supplies                                                                                                    | Disaster Relief<br>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<br>Disaster Relief<br>Health<br>Humanitarian Assistance<br>Stabilization and Reconstruction |
|                                                                                                                                                                   | Humanitarian Daily Rations                        | Supplies                                             | Disaster Relief<br>Health<br>Humanitarian Assistance<br>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<br>Humanitarian Assistance<br>Disaster Relief                       |
| 10 U.S. Code §2667, Leases: non-excess property of military departments and defense agencies                                                                      | Air and Trade Shows                               | Defense/Military Contacts<br>Equipment<br>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<br>Stabilization and Reconstruction<br>Counter Threat Finance<br>Cyber<br>Counterinsurgency<br>Demining<br>Health<br>Port Security<br>Missile Defense<br>Humanitarian Assistance<br>Interoperability<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Aviation Expertise<br>Border Security<br>Disaster Relief<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Peacekeeping |
|                                                                                                             | U.S. Army Corps of Engineers<br>Interagency and International Services | Training                                                        | Disaster Relief<br>Research and Development<br>Stabilization and Reconstruction<br>Interoperability<br>Humanitarian Assistance<br>Defense Institution Building<br>Port Security<br>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<br>Needs/Capability Assessments | Disaster Relief<br>Health<br>Humanitarian Assistance<br>Stabilization and Reconstruction                                                                                                                                                                                                                                                                                                                                   |
|                                                                                                             | Humanitarian Mine Action Program                                       | Training<br>Equipment<br>Supplies                               | Demining<br>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<br>Space Available Transportation                                         | Provide Air/ Sealift                                                                                     | Disaster Relief<br>Health<br>Humanitarian Assistance                                                                                                              |
| 10 U.S. Code §404, Foreign disaster assistance                                                                                                                 | Disaster Relief<br>Small Arms/<br>Light Weapons Program                                           | Equipment<br>Needs/Capability Assessments<br>Conferences, Workshops<br>Information Exchanges<br>Training | Disaster Relief<br>Stabilization and Reconstruction<br>Border Security<br>Counter WMD<br>Counterterrorism<br>Counterinsurgency<br>Law Enforcement<br>Peacekeeping |
| 10 U.S. Code §407, Humanitarian demining assistance: authority; limitations                                                                                    | Humanitarian Demining<br>Research and Development Program<br><br>Humanitarian Mine Action Program | RDT&E<br><br>Training<br>Equipment Supplies                                                              | Research and Development<br>Demining<br>Humanitarian Assistance<br><br>Demining<br>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<br>Accounting for Missing U.S. Government Personnel                     | Equipment Supplies<br>Training                                                                           | Interoperability                                                                                                                                                  |
| 10 U.S. Code §421, Funds for foreign cryptologic support                                                                                                       | Funds for foreign cryptologic support                                                             | Information Exchanges                                                                                    | Intelligence, Surveillance, Reconnaissance<br>Defense Institution Building<br>Interoperability                                                                    |
| 10 U.S. Code §4344, Foreign cadets attending the military academy                                                                                              | Foreign Students Attendance at the Service Academies                                              | Education                                                                                                | Interoperability<br>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<br>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**

| <b>Authority</b>                                                                          | <b>Implementing Program(s)</b>                                     | <b>Types of Activities</b>                | <b>Purpose/Mission Area</b>                                                              |
|-------------------------------------------------------------------------------------------|--------------------------------------------------------------------|-------------------------------------------|------------------------------------------------------------------------------------------|
| 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<br>Border Security<br>Stabilization and Reconstruction<br>Humanitarian Assistance<br>Missile Defense<br>Port Security<br>Demining<br>Cyber<br>Counter Threat<br>Finance<br>Peacekeeping<br>Health<br>Disaster Relief<br>Maritime Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Aviation Expertise<br>Interoperability<br>Defense Institution Building<br>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<br>Information Exchanges<br>Defense/Military Contacts<br>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<br>Training                                                          | Defense Institution Building |

**Table A.2—Continued**

| <b>Authority</b>                                                                                                         | <b>Implementing Program(s)</b>                                                                         | <b>Types of Activities</b>                                                                                               | <b>Purpose/Mission Area</b>                                                                                               |
|--------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------|
| 22 U.S. Code §2291(a), Authorization of appropriations                                                                   | International Narcotics Control and Law Enforcement Program                                            | Equipment Training                                                                                                       | Aviation Expertise<br>Border Security<br>Counternarcotics<br>Cyber<br>Law Enforcement<br>Stabilization and Reconstruction |
| 22 U.S. Code §2292, Policy and general authority                                                                         | Transition Initiatives                                                                                 | Construction<br>Equipment Supplies                                                                                       | Stabilization and Reconstruction<br>Demining<br>Disaster Relief<br>Health<br>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<br>Training                                                                                                    | Defense Institution Building                                                                                              |
| 22 U.S. Code §2301, Congressional statement of policy                                                                    | Participation in NATO Forums                                                                           | Conferences, Workshops<br>Information Exchanges<br>Needs/Capability Assessments<br>RDT&E                                 | Interoperability<br>Coalition Operations<br>Research and Development                                                      |
|                                                                                                                          | Service Participation in Bilateral and Multilateral International Armaments Cooperation Forums         | Needs/Capability Assessments<br>RDT&E<br>Information Exchanges<br>Defense/Military Contacts<br>Equipment Experimentation | Research and Development                                                                                                  |
|                                                                                                                          | Service-Sponsored Exercises and Competitions                                                           | Needs/Capability Assessments<br>RDT&E<br>Information Exchanges<br>Defense/Military Contacts<br>Equipment Experimentation | Research and Development                                                                                                  |

**Table A.2—Continued**

| <b>Authority</b>                                                             | <b>Implementing Program(s)</b>         | <b>Types of Activities</b>      | <b>Purpose/Mission Area</b>                                                                                                                                                                                                                                                                                                                                                                                                   |
|------------------------------------------------------------------------------|----------------------------------------|---------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 22 U.S. Code §2302, Utilization of defense articles and defense services     | Commander's Emergency Response Program | Construction Equipment Supplies | Counterinsurgency<br>Disaster Relief<br>Humanitarian Assistance<br>Peacekeeping<br>Stabilization and Reconstruction                                                                                                                                                                                                                                                                                                           |
| 22 U.S. Code §2318, Special authority                                        | Drawdown Special Authority             | Equipment Supplies Training     | Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Disaster Relief<br>Health<br>Humanitarian Assistance<br>Peacekeeping<br>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<br>Humanitarian Assistance<br>Missile Defense<br>Health<br>Peacekeeping<br>Cyber<br>Port Security<br>Counter Threat<br>Finance<br>Counterinsurgency<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Aviation Expertise<br>Interoperability<br>Demining<br>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<br>Finance<br>Humanitarian Assistance<br>Missile Defense<br>Port Security<br>Health<br>Demining<br>Cyber<br>Law Enforcement<br>Stabilization and Reconstruction<br>Counterinsurgency<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Interoperability<br>Border Security<br>Disaster Relief<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Aviation Expertise<br>Peacekeeping |
|                                                                 | Proliferation Security Initiative         | Training<br>Education<br>Equipment Supplies | Interoperability<br>Counter WMD                                                                                                                                                                                                                                                                                                                                                                                               |
| 22 U.S. Code §2346, Economic support fund authority             | Proliferation Security Initiative         | Training<br>Education<br>Equipment Supplies | Interoperability<br>Counter WMD                                                                                                                                                                                                                                                                                                                                                                                               |
| 22 U.S. Code §2347(c), Exchange training; reciprocity agreement | Aviation Leadership Program               | Information Exchanges<br>Training           | Defense Institution Building<br>Aviation Expertise                                                                                                                                                                                                                                                                                                                                                                            |
|                                                                 | Flight Training Exchanges                 | Personnel Exchanges<br>Training             | Aviation Expertise                                                                                                                                                                                                                                                                                                                                                                                                            |
|                                                                 | Professional Military Education Exchanges | Education<br>Personnel Exchanges            | Coalition Operations<br>Interoperability<br>Defense Institution Building                                                                                                                                                                                                                                                                                                                                                      |

**Table A.2—Continued**

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

**Table A.2—Continued**

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

**Table A.2—Continued**

| <b>Authority</b>                                                                                                                                        | <b>Implementing Program(s)</b>                                                                         | <b>Types of Activities</b>                                                                                   | <b>Purpose/Mission Area</b>                                                           |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------|
| 22 U.S. Code §2396, Availability of funds                                                                                                               | Distinguished Visitors Orientation Tours and Orientation Tour Program                                  | Education Training<br>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<br>Defense Institution Building<br>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<br>Cyber<br>Aviation Expertise<br>Stabilization and Reconstruction<br>Peacekeeping<br>Missile Defense<br>Intelligence, Surveillance, Reconnaissance<br>Health<br>Counterinsurgency<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Coalition Operations<br>Interoperability<br>Humanitarian Assistance                                                                                           |
|                                                                                                                                                                 | The Technical Cooperation Program            | RDT&E<br>Information Exchanges<br>Defense/Military Contacts<br>Experimentation | Research and Development                                                                                                                                                                                                                                                                                                                                                                                                   |
|                                                                                                                                                                 | War Reserve Stocks for Allies                | Equipment Supplies                                                             | Stabilization and Reconstruction<br>Humanitarian Assistance<br>Missile Defense<br>Health<br>Peacekeeping<br>Cyber<br>Port Security<br>Counter Threat Finance<br>Counterinsurgency<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Aviation Expertise<br>Interoperability<br>Demining<br>Intelligence, Surveillance, Reconnaissance |

**Table A.2—Continued**

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

Table A.2—Continued

| Authority                                           | Implementing Program(s)                     | Types of Activities            | Purpose/Mission Area                                                                                                                                                                                                                                                                                                                                                                                                                               |
|-----------------------------------------------------|---------------------------------------------|--------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 22 U.S. Code §2761,<br>Sales from stocks<br>(cont.) | Leases of Defense Equipment                 | Equipment<br>RDT&E<br>Supplies | Peacekeeping<br>Counterinsurgency<br>Aviation Expertise<br>Cyber<br>Demining<br>Health<br>Port Security<br>Missile Defense<br>Humanitarian Assistance<br>Stabilization and Reconstruction<br>Interoperability<br>Coalition Operations<br>Intelligence, Surveillance, Reconnaissance<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Law Enforcement<br>Border Security<br>Disaster Relief<br>Maritime Security<br>Counter Threat Finance |
|                                                     | Worldwide Warehouse Redistribution Services | Supplies<br>Equipment          | Aviation Expertise<br>Counterterrorism<br>Counternarcotics<br>Law Enforcement<br>Border Security<br>Disaster Relief<br>Intelligence, Surveillance, Reconnaissance<br>Peacekeeping<br>Stabilization and Reconstruction<br>Humanitarian Assistance<br>Missile Defense<br>Demining<br>Counterinsurgency<br>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<br>Equipment<br>Supplies                                     | Cyber<br>Peacekeeping<br>Stabilization and Reconstruction<br>Humanitarian Assistance<br>Missile Defense<br>Port Security<br>Demining<br>Intelligence, Surveillance, Reconnaissance<br>Counterinsurgency<br>Health<br>Defense Institution Building<br>Maritime Security<br>Interoperability<br>Aviation Expertise<br>Counterterrorism<br>Counter narcotics<br>Counter WMD<br>Law Enforcement<br>Border Security<br>Disaster Relief<br>Counter Threat<br>Finance |
| 22 U.S. Code §2763, Credit sales                                                                              | Electronic Combat International Security Assistance Program | Equipment<br>Supplies                                                 | Intelligence, Surveillance, Reconnaissance<br>Counterterrorism<br>Counterinsurgency<br>Aviation Expertise                                                                                                                                                                                                                                                                                                                                                      |
|                                                                                                               | Proliferation Security Initiative                           | Training<br>Education<br>Equipment<br>Supplies                        | Interoperability<br>Counter WMD                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries | Coalition Support Funds                                     | Defense/Military<br>Contacts<br>Equipment<br>Supplies                 | Coalition<br>Operations<br>Interoperability<br>Counterterrorism<br>Counterinsurgency                                                                                                                                                                                                                                                                                                                                                                           |
|                                                                                                               | Coalition Warfare Program                                   | Defense/Military<br>Contacts<br>Equipment<br>Experimentation<br>RDT&E | Interoperability<br>Coalition<br>Operations                                                                                                                                                                                                                                                                                                                                                                                                                    |

**Table A.2—Continued**

| <b>Authority</b>                                                                                                      | <b>Implementing Program(s)</b>                                                         | <b>Types of Activities</b>                                                     | <b>Purpose/Mission Area</b>                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br>Training<br>RDT&E<br>Experimentation<br>Equipment | Interoperability<br>Research and Development<br>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<br>Equipment<br>Training                             | Stabilization and Reconstruction<br>Counter Threat<br>Finance<br>Cyber<br>Counterinsurgency<br>Demining<br>Health<br>Port Security<br>Aviation Expertise<br>Humanitarian Assistance<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Interoperability<br>Missile Defense<br>Peacekeeping |
|                                                                                                                       | Foreign Comparative Testing Program                                                    | Equipment<br>Experimentation<br>RDT&E<br>Defense/Military Contacts             | Interoperability<br>Research and Development<br>Defense Institution Building                                                                                                                                                                                                                                                                                                                                                  |
|                                                                                                                       | International Engine Management Program                                                | Defense/Military Contacts<br>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<br>Education<br>Training | Intelligence, Surveillance, Reconnaissance<br>Cyber<br>Stabilization and Reconstruction<br>Missile Defense<br>Counterinsurgency<br>Counter Threat<br>Finance<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Aviation Expertise<br>Defense Institution Building<br>Peacekeeping |
|                                                                                                                       | Technical Coordination Program                          | Information Exchanges<br>Equipment<br>RDT&E        | Interoperability<br>Research and Development<br>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<br>Interoperability                                                                                                                                                                                                                                              |

**Table A.2—Continued**

| <b>Authority</b>                                                                                                      | <b>Implementing Program(s)</b>                                                                                                | <b>Types of Activities</b>       | <b>Purpose/Mission Area</b>                                                                                                                                                                                                                                                                                                                                                                                                                         |
|-----------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------|----------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br>Counter Threat Finance<br>Counterinsurgency<br>Demining<br>Coalition Operations<br>Health<br>Port Security<br>Missile Defense<br>Defense Institution Building<br>Interoperability<br>Peacekeeping<br>Intelligence, Surveillance, Reconnaissance<br>Maritime Security<br>Disaster Relief<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Humanitarian Assistance |
|                                                                                                                       | U.S. Army and U.S. Marine Corps Participation in the American, British, Canadian, Australian, and New Zealand Armies' Program | Personnel Exchanges<br>Education | Counterterrorism<br>Humanitarian Assistance<br>Interoperability<br>Stabilization and Reconstruction<br>Peacekeeping<br>Disaster Relief<br>Coalition Operations<br>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<br>Needs/Capability Assessments<br>Training<br>Education<br>Exercises<br>RDT&E | Intelligence, Surveillance, Reconnaissance<br>Aviation Expertise<br>Counter Threat<br>Finance<br>Cyber<br>Counterinsurgency<br>Demining<br>Health<br>Humanitarian Assistance<br>Maritime Security<br>Disaster Relief<br>Counter WMD<br>Counternarcotics<br>Counterterrorism<br>Interoperability<br>Port Security                                                                                                                          |
| 22 U.S. Code §2769, Foreign military construction sales                                                               | Electronic Combat International Security Assistance Program | Equipment Supplies                                                                                       | Intelligence, Surveillance, Reconnaissance<br>Counterterrorism<br>Counterinsurgency<br>Aviation Expertise                                                                                                                                                                                                                                                                                                                                 |
|                                                                                                                       | Foreign Military Construction Sales                         | Construction                                                                                             | Counterinsurgency<br>Stabilization and Reconstruction<br>Cyber<br>Aviation Expertise<br>Demining<br>Health<br>Port Security<br>Missile Defense<br>Humanitarian Assistance<br>Defense Institution Building<br>Counter Threat<br>Finance<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Border Security<br>Disaster Relief<br>Maritime Security<br>Intelligence, Surveillance, Reconnaissance<br>Law Enforcement<br>Peacekeeping |

**Table A.2—Continued**

| <b>Authority</b>                                                | <b>Implementing Program(s)</b>                                           | <b>Types of Activities</b>                            | <b>Purpose/Mission Area</b>                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------------------------------------|--------------------------------------------------------------------------|-------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 22 U.S. Code §2769, Foreign military construction sales (cont.) | Foreign Military Sales                                                   | Training<br>Equipment<br>Supplies                     | Cyber<br>Peacekeeping<br>Stabilization and Reconstruction<br>Humanitarian Assistance<br>Missile Defense<br>Port Security<br>Demining<br>Intelligence, Surveillance, Reconnaissance<br>Counterinsurgency<br>Health<br>Defense Institution Building<br>Maritime Security<br>Interoperability<br>Aviation Expertise<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Law Enforcement<br>Border Security<br>Disaster Relief<br>Counter Threat<br>Finance |
| 22 U.S. Code §2770(a), Exchange of training and related support | Distinguished Visitors<br>Orientation Tours and Orientation Tour Program | Education<br>Training<br>Defense/Military<br>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<br>Supplies<br>Training                                                 | Disaster Relief<br>Humanitarian Assistance<br>Cyber<br>Counter Threat<br>Finance<br>Counterinsurgency<br>Demining<br>Health<br>Port Security<br>Missile Defense<br>Aviation Expertise<br>Counternarcotics<br>Interoperability<br>Intelligence,<br>Surveillance,<br>Reconnaissance<br>Border Security<br>Law Enforcement<br>Counter WMD<br>Counterterrorism<br>Stabilization and Reconstruction<br>Peacekeeping |
| 22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes | Coalition Support Funds                                                       | Defense/Military<br>Contacts<br>Equipment<br>Supplies                             | Coalition<br>Operations<br>Interoperability<br>Counterterrorism<br>Counterinsurgency                                                                                                                                                                                                                                                                                                                           |
|                                                                                                         | Coalition Warfare Program                                                     | Defense/Military<br>Contacts<br>Equipment<br>Experimentation<br>RDT&E             | Interoperability<br>Coalition<br>Operations                                                                                                                                                                                                                                                                                                                                                                    |
|                                                                                                         | Cooperative RDT&E & Production                                                | Defense/Military<br>Contacts<br>Training<br>RDT&E<br>Experimentation<br>Equipment | Interoperability<br>Research and Development<br>Coalition<br>Operations                                                                                                                                                                                                                                                                                                                                        |
|                                                                                                         | Deputy Assistant Secretary for Research and Technology/Chief Scientist Forums | Conferences,<br>Workshops                                                         | Research and Development                                                                                                                                                                                                                                                                                                                                                                                       |

**Table A.2—Continued**

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

Table A.2—Continued

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

**Table A.2—Continued**

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

**Table A.2—Continued**

| <b>Authority</b>                                                                      | <b>Implementing Program(s)</b>                                                                        | <b>Types of Activities</b>                                                         | <b>Purpose/Mission Area</b>    |
|---------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|--------------------------------|
| 22 U.S. Code §5952, Authority for programs to facilitate cooperative threat reduction | Cooperative Threat Reduction Biological Threat Reduction Project                                      | Conferences, Workshops<br>Equipment<br>Personnel<br>Exchanges<br>RDT&E<br>Training | Counter WMD                    |
|                                                                                       | Cooperative Threat Reduction Chemical Weapons Destruction                                             | Construction<br>Equipment<br>Training                                              | Counter WMD                    |
|                                                                                       | Cooperative Threat Reduction Defense and Military Contacts Program                                    | Defense/Military<br>Contacts                                                       | Counter WMD                    |
|                                                                                       | Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative          | Exercises<br>Training<br>Equipment                                                 | Border Security<br>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<br>Contacts<br>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<br>Contacts<br>Supplies                                           | Health                         |
| 22 U.S. Code §8424, Pakistan counterinsurgency capability fund                        | Pakistan Counterinsurgency Capability Fund                                                            | Construction<br>Equipment<br>Supplies<br>Training                                  | Coalition<br>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<br>Training<br>Equipment                                                                                                    | Counter WMD<br>Port Security<br>Counterterrorism<br>Border Security<br>Maritime Security                                                                                                                                                                                                                                                     |
| 32 U.S. Code §107, Availability of appropriations | State Partnership Program     | Information Exchanges<br>Training<br>Exercises<br>Conferences, Workshops<br>Needs/Capability Assessments<br>Defense/Military Contacts | Humanitarian Assistance<br>Stabilization and Reconstruction<br>Peacekeeping<br>Intelligence, Surveillance, Reconnaissance<br>Health<br>Disaster Relief<br>Demining<br>Defense Institution Building<br>Counterterrorism<br>Counternarcotics<br>Law Enforcement<br>Counter WMD<br>Coalition Operations<br>Border Security<br>Counterinsurgency |

**Table A.3—Continued**

| <b>Authority</b>                                                                                                                                          | <b>Implementing Program(s)</b>                    | <b>Types of Activities</b>                                                                                                           | <b>Purpose/Mission Area</b>                                                                                                                                                                  |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 42 U.S. Code §5195, Emergency preparedness                                                                                                                | Civil-Military Emergency Preparedness             | Conferences, Workshops<br>Training<br>Defense/Military Contacts<br>Needs/Capability Assessments<br>Exercises                         | Counter WMD<br>Stabilization and Reconstruction<br>Humanitarian Assistance<br>Coalition Operations<br>Border Security<br>Interoperability<br>Defense Institution Building<br>Disaster Relief |
| 46 U.S. Code §70109, Notifying foreign authorities                                                                                                        | Container Security Initiative                     | Education<br>Training<br>Equipment                                                                                                   | Counter WMD<br>Port Security<br>Counterterrorism<br>Border Security<br>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<br>Training<br>Supplies<br>Equipment<br>Conferences, Workshops<br>Needs/Capability Assessments<br>Information Exchanges | Counter WMD                                                                                                                                                                                  |
| 50 U.S. Code §2562(a), Initiative for proliferation prevention program                                                                                    | Program for Proliferation Prevention              | RDT&E                                                                                                                                | Research and Development<br>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<br>Construction<br>Equipment<br>Supplies<br>Training<br>Needs/Capability Assessments                            | Counter WMD                                                                                                                                                                                  |
| 50 U.S. Code §2911, Proliferation security initiative improvements and authorities                                                                        | Proliferation Security Initiative                 | Training<br>Education<br>Equipment<br>Supplies                                                                                       | Interoperability<br>Counter WMD                                                                                                                                                              |

**Table A.3—Continued**

| <b>Authority</b>                                                                                       | <b>Implementing Program(s)</b>    | <b>Types of Activities</b>                                                                  | <b>Purpose/Mission Area</b>                                                                                                                    |
|--------------------------------------------------------------------------------------------------------|-----------------------------------|---------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------|
| 50 U.S. Code §2912, Authority to provide assistance to cooperative countries                           | Proliferation Security Initiative | Training<br>Education<br>Equipment<br>Supplies                                              | Interoperability<br>Counter WMD                                                                                                                |
| Executive Order 12966, Foreign disaster assistance                                                     | Small Arms/Light Weapons Program  | Needs/Capability Assessments<br>Conferences, Workshops<br>Information Exchanges<br>Training | Stabilization and Reconstruction<br>Border Security<br>Counter WMD<br>Counterterrorism<br>Counterinsurgency<br>Law Enforcement<br>Peacekeeping |
| Executive Order 13388, Further strengthening the sharing of terrorism information to protect Americans | Terrorism Information Sharing     | Information Exchanges                                                                       | Counterterrorism<br>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<br>Defense/Military Contacts<br>Equipment<br>Experimentation              | Interoperability<br>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<br>Equipment<br>Personnel Exchanges<br>RDT&E<br>Training | Counter WMD                                       |
|                                                                                             | Cooperative Threat Reduction Chemical Weapons Destruction                                    | Construction<br>Equipment<br>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<br>Training<br>Equipment                                              | Border Security<br>Counter WMD                    |
| P.L. 102-484 §1082, Limitation on support for U.S. contractors selling arms overseas        | Air and Trade Shows                                                                          | Defense/Military Contacts<br>Equipment<br>Supplies                              | Aviation Expertise                                |
| P.L. 103-337 §1504(e), Use of funds for technology development                              | International Counterproliferation Program                                                   | Equipment<br>Exercises<br>Training<br>Conferences, Workshops                    | Counter WMD<br>Law Enforcement<br>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<br>Equipment<br>Personnel Exchanges<br>RDT&E<br>Training | Counter WMD                                                                                          |
|                                                                                                                                                           | Cooperative Threat Reduction Chemical Weapons Destruction                                    | Construction<br>Equipment<br>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<br>Training<br>Equipment                                              | Border Security<br>Counter WMD                                                                       |
|                                                                                                                                                           | International Counterproliferation Program                                                   | Equipment<br>Exercises<br>Training<br>Conferences, Workshops                    | Counter WMD<br>Law Enforcement<br>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<br>Supplies<br>Training                                               | Border Security<br>Counternarcotics<br>Intelligence, Surveillance, Reconnaissance<br>Law Enforcement |
| P.L. 106-246 §3202, Regional strategy                                                                                                                     | Andean Counterdrug Initiative                                                                | Equipment<br>Supplies<br>Training                                               | Border Security<br>Counternarcotics<br>Intelligence, Surveillance, Reconnaissance<br>Law Enforcement |

**Table A.4—Continued**

| <b>Authority</b>                                                                                                                                         | <b>Implementing Program(s)</b>                                                              | <b>Types of Activities</b>                                               | <b>Purpose/Mission Area</b>                                                                                         |
|----------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|--------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| 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<br>Training<br>Information Exchanges<br>Equipment               | Counterterrorism<br>Intelligence, Surveillance, Reconnaissance<br>Counternarcotics<br>Interoperability              |
|                                                                                                                                                          | National Guard Counterdrug School Program (NGB Title 10 Program)                            | Education<br>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<br>Contacts<br>Equipment<br>Supplies                    | Coalition Operations<br>Interoperability<br>Counterterrorism<br>Counterinsurgency                                   |
| P.L. 108-375 §1211, Defense international counterproliferation programs                                                                                  | International Counterproliferation Program                                                  | Equipment<br>Exercises<br>Training<br>Conferences, Workshops             | Counter WMD<br>Law Enforcement<br>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<br>Supplies                                                    | Interoperability<br>Coalition Operations<br>Counterterrorism<br>Counterinsurgency                                   |
| P.L. 109-163 §1202, Commanders' Emergency Response Program                                                                                               | Commander's Emergency Response Program                                                      | Construction<br>Equipment<br>Supplies                                    | Counterinsurgency<br>Disaster Relief<br>Humanitarian Assistance<br>Peacekeeping<br>Stabilization and Reconstruction |
| P.L. 109-163 §1207, Security and stabilization assistance                                                                                                | Security and Stabilization Assistance                                                       | Education<br>Equipment<br>Supplies<br>Training<br>Conferences, Workshops | Stabilization and Reconstruction<br>Defense Institution Building<br>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<br>RDT&E                                                  | Counter WMD<br>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<br>Provide Air/ Sealift<br>Construction<br>Equipment Exercises<br>Supplies | Law Enforcement<br>Intelligence, Surveillance, Reconnaissance<br>Border Security<br>Counternarcotics |
| P.L. 109-364 §1201, Logistic support for allied forces participating in combined operations                                                                                                                                              | Coalition Readiness Support Program                                                                      | Equipment<br>Supplies<br>Training                                                   | Coalition Operations<br>Counterterrorism<br>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<br>Peacekeeping<br>Humanitarian Assistance<br>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<br>Supplies<br>Training                                                   | Coalition Operations<br>Counterterrorism<br>Counterinsurgency                                        |
|                                                                                                                                                                                                                                          | Coalition Support Funds                                                                                  | Defense/Military Contacts<br>Equipment<br>Supplies                                  | Coalition Operations<br>Interoperability<br>Counterterrorism<br>Counterinsurgency                    |

**Table A.4—Continued**

| <b>Authority</b>                                                                                                                 | <b>Implementing Program(s)</b>                                             | <b>Types of Activities</b>                            | <b>Purpose/Mission Area</b>                                                                                                                                                                                                                                                                     |
|----------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------|-------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br>Equipment<br>Supplies                 | Counterinsurgency<br>Disaster Relief<br>Humanitarian Assistance<br>Peacekeeping<br>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<br>Supplies<br>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<br>Contacts<br>Education<br>Training | Intelligence,<br>Surveillance,<br>Reconnaissance<br>Cyber<br>Stabilization and Reconstruction<br>Missile Defense<br>Counterinsurgency<br>Counter Threat<br>Finance<br>Counterterrorism<br>Counternarcotics<br>Counter WMD<br>Aviation Expertise<br>Defense Institution Building<br>Peacekeeping |
| P.L. 110-181 §1233, Reimbursement of certain coalition nations for support provided to United States military operations         | Coalition Support Funds                                                    | Defense/Military<br>Contacts<br>Equipment<br>Supplies | Coalition Operations<br>Interoperability<br>Counterterrorism<br>Counterinsurgency                                                                                                                                                                                                               |

**Table A.4—Continued**

| <b>Authority</b>                                                                                                                                                                                                                          | <b>Implementing Program(s)</b>                                                                                                               | <b>Types of Activities</b>                         | <b>Purpose/Mission Area</b>                                                        |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|------------------------------------------------------------------------------------|
| P.L. 110-181 §1234, Logistical support for coalition forces supporting operations in Iraq and Afghanistan                                                                                                                                 | Coalition Support Funds                                                                                                                      | Defense/Military Contacts<br>Equipment<br>Supplies | Coalition Operations<br>Interoperability<br>Counterterrorism<br>Counterinsurgency  |
|                                                                                                                                                                                                                                           | Logistics Support, Supplies, and Services for Allied Forces Participating in Combined Operations (formerly known as “Global Lift & Sustain”) | Provide Air/ Sealift                               | Coalition Operations<br>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<br>Peacekeeping<br>Humanitarian Assistance<br>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<br>Counterinsurgency                                          |
| P.L. 110-252 Title IX, Defense Matters: Afghanistan Security Forces Fund                                                                                                                                                                  | Afghanistan Security Forces Fund                                                                                                             | Construction<br>Equipment<br>Supplies<br>Training  | Counterinsurgency                                                                  |

**Table A.4—Continued**

| <b>Authority</b>                                                                                                                                                                        | <b>Implementing Program(s)</b>                       | <b>Types of Activities</b>                                         | <b>Purpose/Mission Area</b>                                                                                            |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------|--------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------|
| P.L. 110-252 Title IX, Defense Matters:<br>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<br>Equipment Supplies                    | Coalition Operations<br>Interoperability<br>Counterterrorism<br>Counterinsurgency                                      |
| P.L. 110-252 Title IX, Defense Matters:<br>Iraq Security Forces Fund                                                                                                                    | Coalition Readiness Support Program                  | Equipment Supplies<br>Training                                     | Coalition Operations<br>Counterterrorism<br>Counterinsurgency                                                          |
|                                                                                                                                                                                         | Iraq Security Forces Fund                            | Construction<br>Equipment Supplies<br>Training                     | Counterinsurgency<br>Interoperability<br>Coalition Operations                                                          |
| P.L. 110-329 §8012, Transfer of funds for humanitarian and civic assistance costs                                                                                                       | Humanitarian and Civic Assistance                    | Construction<br>Equipment Supplies<br>Needs/Capability Assessments | Disaster Relief<br>Health<br>Humanitarian Assistance<br>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<br>Training                                     | Border Security<br>Counterterrorism<br>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<br>Peacekeeping<br>Humanitarian Assistance<br>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<br>Training                                     | Coalition Operations<br>Counterterrorism<br>Counterinsurgency<br>Maritime Security<br>Stabilization and Reconstruction |

**Table A.4—Continued**

| <b>Authority</b>                                                                                               | <b>Implementing Program(s)</b>                                                               | <b>Types of Activities</b>                                                            | <b>Purpose/Mission Area</b>                                                                                         |
|----------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| P.L. 110-417 §1207, Extension of authority and increased funding for security and stabilization assistance     | Security and Stabilization Assistance                                                        | Education<br>Equipment<br>Supplies<br>Training<br>Conferences,<br>Workshops           | Stabilization and Reconstruction<br>Defense Institution Building<br>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<br>Equipment<br>Supplies                                                 | Counterinsurgency<br>Disaster Relief<br>Humanitarian Assistance<br>Peacekeeping<br>Stabilization and Reconstruction |
| P.L. 110-417 §1301, Specification of cooperative threat reduction programs and funds                           | Cooperative Threat Reduction Biological Threat Reduction Project                             | Conferences,<br>Workshops<br>Equipment<br>Personnel<br>Exchanges<br>RDT&E<br>Training | Counter WMD                                                                                                         |
|                                                                                                                | Cooperative Threat Reduction Chemical Weapons Destruction                                    | Construction<br>Equipment<br>Training                                                 | Counter WMD                                                                                                         |
|                                                                                                                | Cooperative Threat Reduction Defense and Military Contacts Program                           | Defense/Military<br>Contacts                                                          | Counter WMD                                                                                                         |
|                                                                                                                | Cooperative Threat Reduction Weapons of Mass Destruction-Proliferation Prevention Initiative | Exercises<br>Training<br>Equipment                                                    | Border Security<br>Counter WMD                                                                                      |

**Table A.4—Continued**

| <b>Authority</b>                                                                                                 | <b>Implementing Program(s)</b>                                                               | <b>Types of Activities</b>                                                      | <b>Purpose/Mission Area</b>                                                                            |
|------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|
| 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<br>Equipment<br>Personnel Exchanges<br>RDT&E<br>Training | Counter WMD                                                                                            |
|                                                                                                                  | Cooperative Threat Reduction Chemical Weapons Destruction                                    | Construction<br>Equipment<br>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<br>Training<br>Equipment                                              | Border Security<br>Counter WMD                                                                         |
| P.L. 110-417 §1505, Limitations on Iraq Security Forces Fund                                                     | Iraq Security Forces Fund                                                                    | Construction<br>Equipment<br>Supplies<br>Training                               | Counterinsurgency<br>Interoperability<br>Coalition Operations                                          |
| P.L. 110-417 §1506, Limitations on Afghanistan Security Forces Fund                                              | Afghanistan Security Forces Fund                                                             | Construction<br>Equipment<br>Supplies<br>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<br>Training<br>Information Exchanges<br>Equipment                      | Counterterrorism<br>Intelligence, Surveillance, Reconnaissance<br>Counternarcotics<br>Interoperability |
|                                                                                                                  | National Guard Counterdrug School Program (NGB Title 10 Program)                             | Education<br>Training                                                           | Counternarcotics                                                                                       |
| 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<br>Supplies<br>Equipment<br>Information Exchanges                      | Counternarcotics<br>Counterterrorism<br>Intelligence, Surveillance, Reconnaissance                     |

**Table A.4—Continued**

| <b>Authority</b>                                                                                                                                                                                                                                                                                                         | <b>Implementing Program(s)</b>      | <b>Types of Activities</b>                                                                            | <b>Purpose/Mission Area</b>                                                                    |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------|-------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------|
| P.L. 111-118 §8094, Asia Pacific Regional Initiative Program                                                                                                                                                                                                                                                             | Asia-Pacific Regional Initiative    | Conferences, Workshops<br>Defense/Military Contacts<br>Exercises<br>Information Exchanges<br>Training | Defense Institution Building<br>Interoperability<br>Disaster Relief<br>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<br>Supplies<br>Training                                                                     | Coalition<br>Operations<br>Counterterrorism<br>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<br>Supplies<br>Training                                                                     | Coalition<br>Operations<br>Counterterrorism<br>Counterinsurgency                               |

**Table A.4—Continued**

| <b>Authority</b>                                                                                                                                                                                               | <b>Implementing Program(s)</b>                     | <b>Types of Activities</b>                        | <b>Purpose/Mission Area</b>                                                                                                                                   |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|---------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------|
| P.L. 111-32 Title III, Department of Defense Operation and Maintenance: Afghanistan Security Forces Fund                                                                                                       | Afghanistan Security Forces Fund                   | Construction<br>Equipment<br>Supplies<br>Training | Counterinsurgency                                                                                                                                             |
| P.L. 111-32 Title III, Department of Defense Operation and Maintenance: Pakistan counterinsurgency fund                                                                                                        | Pakistan Counterinsurgency Fund                    | Construction<br>Equipment<br>Supplies<br>Training | Counterinsurgency<br>Humanitarian Assistance                                                                                                                  |
| P.L. 111-32 Title XI, International security assistance: Pakistan counterinsurgency capability fund                                                                                                            | Pakistan Counterinsurgency Capability Fund         | Construction<br>Equipment<br>Supplies<br>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<br>Peacekeeping<br>Humanitarian Assistance<br>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<br>Supplies                              | Maritime Security<br>Counterinsurgency<br>Coalition Operations<br>Stabilization and Reconstruction<br>Border Security<br>Counterterrorism<br>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<br>Humanitarian Assistance<br>Counterinsurgency                                                                              |

**Table A.4—Continued**

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

**Table A.4—Continued**

| <b>Authority</b>                                                                                                                                                                       | <b>Implementing Program(s)</b>                     | <b>Types of Activities</b>        | <b>Purpose/Mission Area</b>                                                                                                                                                   |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br>Peacekeeping<br>Humanitarian Assistance<br>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<br>Supplies<br>Training | Coalition Operations<br>Counterterrorism<br>Counterinsurgency<br>Maritime Security<br>Stabilization and Reconstruction                                                        |
| P.L. 112-81 §1207, Global Security Contingency Fund                                                                                                                                    | Global Security Contingency Fund                   | Supplies<br>Training<br>Equipment | Stabilization and Reconstruction<br>Border Security<br>Interoperability<br>Coalition Operations<br>Counterinsurgency<br>Maritime Security<br>Counterterrorism<br>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<br>Humanitarian Assistance<br>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 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>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> <p>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> <p>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> <p>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> <p>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</p> |
| Afghanistan Infrastructure Program                    | <p>P.L. 111-383 §1217, Authority to establish a program to develop and carry out infrastructure projects in Afghanistan</p> <p>P.L. 112-81 §1217, Authority to establish a program to develop and carry out infrastructure projects in Afghanistan</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Afghanistan Security Forces Fund                      | <p>P.L. 110-252 Title IX, Defense Matters: Afghanistan Security Forces Fund</p> <p>P.L. 110-417 §1506, Limitations on Afghanistan Security Forces Fund</p> <p>P.L. 111-32 Title III, Department of Defense Operation and Maintenance: Afghanistan Security Forces Fund</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| 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                                                                      | 10 U.S. Code §9626, Aircraft supplies and services: foreign military or other state aircraft                                                                                                                                                                                                                                      |
| 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                                                                                        | 22 U.S. Code §2349aa-10, Antiterrorism assistance                                                                                                                                                                                                                                                                                 |
| Army-to-Army Staff Talks                                                                                                 | 10 U.S. Code §168, Military-to-military contacts and comparable activities                                                                                                                                                                                                                                                        |
| Asia-Pacific Regional Initiative                                                                                         | P.L. 111-118 §8094, Asia Pacific Regional Initiative Program                                                                                                                                                                                                                                                                      |
| Authority for Assignment of Civilian Employees of the Department of Defense as Advisors to Foreign Ministries of Defense | 10 U.S. Code §168, Military-to-military contacts and comparable activities                                                                                                                                                                                                                                                        |

**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<br><br>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<br><br>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<br><br>10 U.S. Code §166(a), Combatant Commands: Funding Through the Chairman of Joint Chiefs of Staff<br><br>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<br><br>10 U.S. Code §113, Secretary of Defense<br><br>10 U.S. Code §168, Military-to-military contacts and comparable activities<br><br>10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses<br><br>42 U.S. Code §5195, Emergency preparedness |
| Coalition Readiness Support Program                                                                                     | 10 U.S. Code §127(c), Purchase of weapons overseas: force protection<br><br>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**

| <b>Implementing Program</b>                                         | <b>Authority</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|---------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Commander's Emergency Response Program (cont.)                      | <p>P.L. 110-181 §1205, Reauthorization of Commanders' Emergency Response Program</p> <p>P.L. 110-417 §1214, Commanders' Emergency Response Program</p> <p>P.L. 112-81 §1201, Commanders' Emergency Response Program in Afghanistan</p>                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Container Security Initiative                                       | <p>6 U.S. Code §945, Container Security Initiative</p> <p>46 U.S. Code §70109, Notifying foreign authorities</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Cooperative Military Airlift Agreements                             | 10 U.S. Code §2350(c), Cooperative military airlift agreements: allied countries                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Cooperative Research, Development, Testing, Evaluation & Production | <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> |
| Cooperative Threat Reduction Biological Threat Reduction Project    | <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>                                                                                                                                                                                                                                                                                                          |

**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                         | <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> <p>22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes</p> |
| Defense HIV/AIDS Prevention Program in support of the U.S. President's Emergency Plan for AIDS Relief | <p>22 U.S. Code §7611, Development of a comprehensive, five-year, global strategy</p> <p>22 U.S. Code §7631, Assistance to combat HIV/AIDS</p>                                                                                                                                                                                                                                                                                                                 |
| Defense Institution Reform Initiative                                                                 | <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>                                                                                                                                                                                                                    |
| 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              | <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>                                                                                                                                                                                                                                                                                                              |
| Defense Resource Management Study 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>                                                                                                                                                                                                                                                          |
| Developing Country Combined Exercise Program                                                          | 10 U.S. Code §2010, Participation of developing countries in combined exercises: payment of incremental expenses                                                                                                                                                                                                                                                                                                                                               |
| Direct Commercial Sales                                                                               | <p>22 U.S. Code §2761, Sales from stocks</p> <p>22 U.S. Code §2776, Reports and certifications to Congress on military exports</p>                                                                                                                                                                                                                                                                                                                             |

**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 counter-drug 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**

| <b>Implementing Program</b>                        | <b>Authority</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
|----------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br>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<br><br>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<br><br>22 U.S. Code §2349bb-1, Nonproliferation and Export Control Assistance: Authorization of Assistance<br><br>22 U.S. Code §5853, Nonproliferation and disarmament activities in independent states<br><br>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<br><br>10 U.S. Code §2350(l), Cooperative Agreements for Reciprocal Use of Test Facilities: Foreign Countries and International Organizations<br><br>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries<br><br>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 | <p>22 U.S. Code §2271, Central America Democracy, Peace, and Development Initiative</p> <p>22 U.S. Code §2295, Support for Economic and Democratic Development of the Independent States of the Former Soviet Union</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>                                                                                                                                                                                                                           |
| Flight Training Exchanges                                                                              | 22 U.S. Code §2347(c), Exchange Training; reciprocity agreement                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
| Foreign Comparative Testing 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 §2360, Research and development laboratories: contracts for services of university students</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> |
| Foreign Military Construction Sales                                                                    | 22 U.S. Code §2769, Foreign military construction sales                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| Foreign Military Sales                                                                                 | <p>22 U.S. Code §2761, Sales from stocks</p> <p>22 U.S. Code §2762, Procurement for cash sales</p> <p>22 U.S. Code §2769, Foreign military construction sales</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| 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**

| <b>Implementing Program</b>                                                       | <b>Authority</b>                                                                                                                                                                                                                                                                                                                             |
|-----------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br>10 U.S. Code §6957(a), Naval Academy exchange program with foreign military academies<br>10 U.S. Code §9344, Selection of persons from foreign countries, Air Force Academy<br>10 U.S. Code §9345, Exchange program with foreign military academies |
| Foreign Students Attendance at the Service Academies                              | 10 U.S. Code §4344, Foreign cadets attending the Military Academy<br>10 U.S. Code §6957, Foreign midshipmen attending the Naval Academy<br>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<br>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**

| <b>Implementing Program</b>                            | <b>Authority</b>                                                                                                                                                                                     |
|--------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br><br>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<br><br>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<br><br>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<br><br>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                 | <p>22 U.S. Code §2349bb-1, Nonproliferation and Export Control Assistance: Authorization of Assistance</p> <p>22 U.S. Code §5853, Nonproliferation and disarmament activities in independent states</p> <p>22 U.S. Code §5854, Nonproliferation and disarmament fund</p>                                                                                                                                                                                                                         |
| International Container Security Project                   | P.L. 109-347 §231, Pilot Integrated Scanning System                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| International Cooperative Research and Development 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 §2531, Defense memoranda of understanding and related agreements</p> <p>P.L. 101-189 §3133, Authority to enter into cooperative research and development agreements</p>                                                                                                                                                                 |
| International Counterproliferation Program                 | <p>P.L. 103-337 §1504(e), Use of funds for technology development</p> <p>P.L. 104-201 §1501, Specification of Cooperative Threat Reduction programs</p> <p>P.L. 108-375 §1211, Defense International Counterproliferation Programs</p>                                                                                                                                                                                                                                                           |
| International Engine Management 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> |

**Table A.5—Continued**

| Implementing Program                                                                        | Authority                                                                                                                                                                                                                                                                                                                                                                                                      |
|---------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| International Military Education and Training                                               | <p>22 U.S. Code §2347, International Military Education and Training: General authority</p> <p>22 U.S. Code §2382, Coordination with Foreign Policy</p> <p>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries</p> <p>P.L. 110-181 §1212, Repeal of limitations on military assistance under the American Servicemembers' Protection Act of 2002</p> |
| 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>P.L. 110-252 Title IX, Defense Matters: Iraq Security Forces Fund</p> <p>P.L. 110-417 §1505, Limitations on Iraq Security Forces Fund</p> <p>P.L. 112-10 Title IX Operations and Maintenance, Iraq Security Forces Fund</p>                                                                                                                                                                                 |
| 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>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>                                                                                                                        |
| Latin American Cooperation                                                                  | 10 U.S. Code §1050, Latin American cooperation: payment of personnel expenses                                                                                                                                                                                                                                                                                                                                  |
| Leases of Defense Equipment                                                                 | <p>22 U.S. Code §2761, Sales from stocks</p> <p>22 U.S. Code §2796, Leasing authority</p>                                                                                                                                                                                                                                                                                                                      |
| 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**

| <b>Implementing Program</b>                                                                   | <b>Authority</b>                                                                                                                                                                                                                                                                                                                                                                                 |
|-----------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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<br>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<br>22 U.S. Code §2301, Congressional statement of policy<br>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<br>22 U.S. Code §2346, Economic Support Fund Authority<br>22 U.S. Code §2347, International Military Education and Training: General authority<br>22 U.S. Code §2763, Credit sales<br>50 U.S. Code §2911, Proliferation Security Initiative improvements and authorities<br>50 U.S. Code §2912, Authority to provide assistance to cooperative countries |

**Table A.5—Continued**

| <b>Implementing Program</b>                              | <b>Authority</b>                                                                                                                                                                                                                     |
|----------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Regional Centers for Security Studies                    | 10 U.S. Code §113, Secretary of Defense<br>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<br>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<br>P.L. 109-163 §1207, Security and stabilization assistance<br>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<br>10 U.S. Code §6957(b), Naval Academy Foreign and cultural exchange activities<br>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                                              | <p>Executive Order 13388, Further Strengthening the Sharing of Terrorism Information to Protect Americans</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |
| 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<br>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<br>10 U.S. Code §168, Military-to-military contacts and comparable activities<br>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<br>10 U.S. Code §2350(a), Cooperative Research and Development Agreements: NATO organizations; allied and friendly foreign countries<br>22 U.S. Code §2767, Authority of President to enter into cooperative projects with friendly foreign countries<br>22 U.S. Code §2796(d), Loan of materials, supplies, and equipment for research and development purposes |

**Table A.5—Continued**

| <b>Implementing Program</b>                                               | <b>Authority</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|---------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 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**

| <b>Implementing Program</b>                           | <b>Authority</b>                                                                                                                                                                                                                            |
|-------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| War Reserve Stocks for Allies                         | 22 U.S. Code §2321(h), Stockpiling of defense articles for foreign countries<br><br>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

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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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                                                             | Overall<br>Rating | Justification for<br>Overall Rating                                                                                                                                                                                                                                                                                                                                                                                               |
|-----------------|--------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Section<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                         | Overall<br>Rating | Justification for<br>Overall Rating                                                                                                                                                                                          |
|--------------------------|--------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| OEF-TS/<br>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/<br>Section<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                         | Overall<br>Rating | Justification for<br>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.                                                                                                                                                                                                     |                   |                                                                                                                                                |
|              | 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.                                                                                          | Efficiency        | Justification process involves a lot of staff work.                                                                                            |
|              | 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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                                                                                                   | Overall<br>Rating | Justification for<br>Overall Rating                                                                                                                                                             |
|---------------------------|--------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| JCETs/<br>Section<br>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<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                                              | Overall<br>Rating | Justification for<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                                                                                                                                                | Overall<br>Rating | Justification for<br>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.                                                                                                                                                                                                                                                                                                                                                                        | Efficiency        | No issues with efficiency.                                                                                                                                                                                                                      |
|           | Resources          | No issues with resources.                                                                                                                                                                                                                                                                                                                                                                          |                   |                                                                                                                                                                                                                                                 |
|           | 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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                                                                                                     | Overall<br>Rating | Justification for<br>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          | SOCAP finds inadequate resource support for proposals. PACOM had no issues with resources.                                                                                                                                                                                                                                                              |                   |                                                                                                                                           |
|                                                                                                                                        | Processes          | No issues with processes.                                                                                                                                                                                                                                                                                                                               | Efficiency        | No issues with efficiency.                                                                                                                |
|                                                                                                                                        | Organizations      | No issues with organizations.                                                                                                                                                                                                                                                                                                                           |                   |                                                                                                                                           |
| "Indirect"<br>(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.                                                                                                                                                                                                 |                   |                                                                                                                                           |
|                                                                                                                                        | Processes          | No issues with processes.                                                                                                                                                                                                                                                                                                                               | Efficiency        | Indirect means of CT BPC, especially with Ministry of Interior/police forces, but not most effective because dedicated to other purposes. |
|                                                                                                                                        | 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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                         | Overall<br>Rating | Justification for<br>Overall Rating                                                                                                                          |
|---------------------------|--------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|
| JCETs/<br>Section<br>2011 | Program            | SOC SOUTH 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<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                          | Overall<br>Rating | Justification for<br>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<br>O&M<br>(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<br>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.                                                                                                                                    |                   |                                                                                                 |

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

| Mechanism    | Element/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                           | Overall<br>Rating | Justification for<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                          | Overall<br>Rating | Justification for<br>Overall Rating                                                         |
|----------------------------|--------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|---------------------------------------------------------------------------------------------|
| PE/LATAM<br>Coop/<br>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<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                          | Overall<br>Rating | Justification for<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                 | Overall<br>Rating | Justification for<br>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.                                                                                                          |                   |                                                                                                                           |
|           | 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. | Efficiency        | No efficiency issues identified.                                                                                          |
|           | 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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                    | Overall<br>Rating | Justification for<br>Overall Rating                                                                                                                   |
|-----------------|--------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------|
| Section<br>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<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                                    | Overall<br>Rating | Justification for<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                                                                                  | Overall<br>Rating | Justification for<br>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/<br>Rating | Justification for<br>Element Rating                                                                                                                                                                                                           | Overall<br>Rating | Justification for<br>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        | High level of effort required to obtain minimal resources for BMD. Last resort.                                                                                                                                                      |
|                | Organizations      | No organizational issues identified.                                                                                                                                                                                                          |                   |                                                                                                                                                                                                                                      |
| MDA<br>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.                                                                                                                                                                                                              |                   |                                                                                                                                                                                                                                      |
|                | 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. | Efficiency        | Organizational challenges are significant. Better coordination between EUCOM and MDA could create efficiencies to achieve DoD BMD objectives in the Europe.                                                                          |

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

| Mechanism | Element/<br>Rating | Justification for<br>Element Rating                                                                                                                                                        | Overall<br>Rating | Justification for<br>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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