BULLETIN

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SECURITY COOPERATION

Lessons and Best Practices

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Security Cooperation Bulletin

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Center For Army Lessons Learned

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The Secretary of the Army has determined that the publication of this periodical is necessary in the transaction of the public business as required by law of the Department.

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Introduction

The routine military and interagency security cooperation (SC) activities the U.S. Army performs to deter potential adversaries and solidify our relationships with allies and partners are often described as shaping activities. Shaping the security environment is a cost-effective way to ensure peace and stability and prevent conflict. Our relationships with international partners are essential to protecting the national security interests of the United States and our allies. By helping to build the capacity and interoperability of our partners, the Army contributes to a more secure world.

The Guidance for Employment of the Force (GEF) issues both the President's guidance for contingency planning and the Secretary of Defense's guidance for near-term, steady-state and defense posture. The GEF also tasks campaign plans. To support their combatant commands in the development of integrated campaign support plans for the execution of steady-state shaping activities, the theater Armies (and other Service components) normally develop campaign support plans. These support plans focus on activities that promote the achievement of combatant command objectives and contribute to campaign and GEF regional, functional, and global end states. U.S. Army strategic planners must be able to effectively plan, execute, and assess SC activities in campaigns and operations that are consistent with Department of Defense (DOD) SC policy to achieve combatant command objectives. One of the key strategic tasks in successful security cooperation is the transition of select authorities across the range of multinational operations, whether to the Department of State, other U.S. Government agencies, or the partner nation upon the end of the conflict.

Security cooperation activities such as international training exercises provide additional opportunities to enhance the Army's overall readiness, training, and leader development and build interoperability with allied and partner armies. These activities support the current strategic priority to shape and set theaters for regional commanders employing unique total Army characteristics and capabilities to influence the security environment, build trust, develop relationships, and gain access through rotational forces, multilateral exercises, military-to-military engagements, coalition training, and other opportunities.

Shaping the operational environment is a relationship-based and human-focused endeavor. Army support to the combatant command provides landpower capabilities and develops an understanding of the operational environment, while exporting professionalism, leadership, and experience that contribute to partner capacity and trust building. Regionally aligned forces (RAF) further enhance security cooperation by providing deployable

and scalable region-focused Army forces in direct support of geographic and functional combatant commands and joint priorities.

Security cooperation is a core competency that the U.S. Army must sustain to ensure strategic success in the operating environment. Insights from Army and joint security operations examined in this bulletin provide observations, analysis, lessons, and best practices gleaned from the past decade of war that can be applied toward future theaters of operations.

Chapter 1

Security Cooperation Overview

> *"Our Army must help shape the international environment so our friends are enabled and our enemies contained. We do that by engaging with our partners, fostering mutual understanding through military-to-military contacts, and helping partners build the capacity to defend themselves. This is an investment in the future, and an investment we cannot afford to forgo. It is cultivating friends before you need them, being a reliable, consistent, and respectful partner."*
>
> — GEN (Ret.) Raymond T. Odierno [1]

Theater Army strategy and the execution of security cooperation (SC) activities in support of the geographic combatant command (GCC) have taken on new significance with the guidance of the 38th Chief of Staff of the Army (CSA) to be regionally engaged and globally responsive. Presidential Policy Directive (PPD) 23, Security Sector Assistance (05 APR 2013), indicates that the Army is conceptually on track. The 38th CSA's direction for Army SC strategy is straightforward: Engage with our partners; foster mutual understanding through military-to-military contacts; and help partners to build the capacity to defend themselves, all while developing new partners. In this guidance, SC has a threefold purpose: It builds partner capacity to prevent conflict; it shapes the international security environment while maintaining a stabilizing presence; and it forges strategic relationships that are critical for winning the peace. The challenge for an Army Service component command (ASCC) will be to arrange ways and means to build partner capacity in a manner consistent with national and military strategy. The purpose of this overview is to illuminate some of the considerations or challenges the ASCC, as the Army's main effort for SC around the globe, faces as we reorient to execute this guidance.

It should be noted that the U.S. Army has had major SC successes over the years. The most significant example is the North Atlantic Treaty Organization; NATO-focused SC has brought great change to Europe and its security sector. Security cooperation activities had been focused on the Soviet Union and Warsaw Pact. After the collapse of the USSR, SC was a significant factor in reintegrating Europe. The participation and capability of the International Security Assistance Force (ISAF) in Afghanistan were greatly aided by NATO standard agreements.

In Asia, South Korea is a notable success story. The U.S. and Republic of Korea (ROK) Armies are very closely linked in training and equipment, and the ROK's economic rise is unprecedented. The Korean Augmentation to

the United States Army program has reduced required U.S. troop strength on the peninsula and spread understanding of both cultures. Meanwhile, Japan has only recently seen the need for a more robust Army. U.S. Army SC with Japan has been significant, and has resulted in substantial improvements to the Japan Ground Self-Defense Force.

Mongolia is an example of a small but critically important SC and engagement plan that bears success for U.S. interests in the region. Positioned between China and Russia, Mongolia is a pro-U.S. nation with a nascent democratic tradition. Shedding the weight of Soviet political and military malfeasance, Mongolia was able, with U.S. support, to build the capacity to join U.S. and international forces in Iraq and Afghanistan. Mongolia even offered to send more troops at a time when many countries where planning transitions out of theater.

In South America, Plan Colombia has been a huge success. Guerrillas from the Revolutionary Armed Forces of Colombia, known as FARC, went to the bargaining table in Cuba. After emerging from an all-encompassing narco-war, Colombia today is a prosperous, thriving country with one of the best regional armies. This is clearly the outcome of U.S. Army SC and engagement.

In the U.S. Army and the Department of Defense (DOD), SC planning and execution are steadily maturing. New Army doctrine, regulations, and the Army Security Cooperation Handbook[2] have been released, and Department of the Army G-3/5/7 has launched an SC planner's course. Recently and significantly, the Army created the regionally aligned forces (RAF) concept and is executing the program. The Army also has decided to tailor its force generation process to improve the capacity of selected Army units to conduct SC, with the overarching intent being to provide a low-cost, small-footprint approach to the GCC's SC requirements. This is a dramatic improvement for theaters that lacked assigned forces because it avoids having to make hard-to-fill requests for forces.

With all these initiatives, a huge challenge remains: executing activities in theater that support the GCC and national requirements. PPD 23 directs the establishment of national-level guidance and implementation of a strategic planning process for security sector assistance. The problem, in simple terms, is to create a system that links foreign policy objectives, theater security objectives, and partner nation requirements in purposeful activity on the ground. While the task may seem clear, it is anything but simple. The large number of activities and actors, authorities, funding sources, varied agencies, country team agendas, and regional politics all conspire to create a difficult environment in which to execute a meaningful plan.

In PPD 23, the Department of State (DOS) is tasked to develop an interagency process that will synchronize all the efforts. In a friction-free environment, all SC activity would be driven by theater security and foreign policy objectives, informed by collaboration with DOS, and captured in the Guidance for Employment of the Force (GEF). In reality, the requirements for these activities come from a variety of sources. Security cooperation events may be nominated by the host country or by the DOS country team. They may be at the request of an international organization (the United Nations or NATO) or a regional organization (the European Union, African Union, etc.). They may be directed by the Office of the Secretary of Defense, Service headquarters, or GCC, or requested by a sister Service component. With the large number of activities and agendas, it is a difficult enough task to manage them from an administrative purview, let alone ensure that they are derived from and support theater strategic and foreign policy objectives.

This understanding brings other challenges: Developing detailed regional and country support plans; identifying authority gaps; and integrating RAF units, all while meeting the GCC's theater security cooperation (TSC) objectives and the desires of the various stakeholders. The key task for the theater Army's staff is to plan, develop, align, and prioritize SC activities within the theater and the GCC's SC planning process. Veterans of TSC synchronization meetings know that the difficulty is in integrating the various planning inputs and resources into a coherent plan that will support the objectives of the GCC, the country team, and the theater Army.

From the Army perspective, the key inputs for SC planning at the ASCC level are the Integrated Country Strategy; the GEF and its companion document, the Joint Strategic Capabilities Plan (JSCP); and the GCC's theater campaign plan. The GEF translates the strategic guidance into a single document and transitions DOD planning from a contingency-centric approach to a strategy-centric approach. The JSCP provides the implementation guidance of the Chairman of the Joint Chiefs of Staff and formally tasks the development of specific campaign, campaign support, and contingency plans. Much like the 38th CSA's focus on "shape," the GEF's emphasis is on "steady-state" activities to achieve strategic end states and objectives. This focus reflects the importance of "shape" or SC activities in our national strategic guidance documents, and should guide theater planners as they develop concepts to support the GCC.

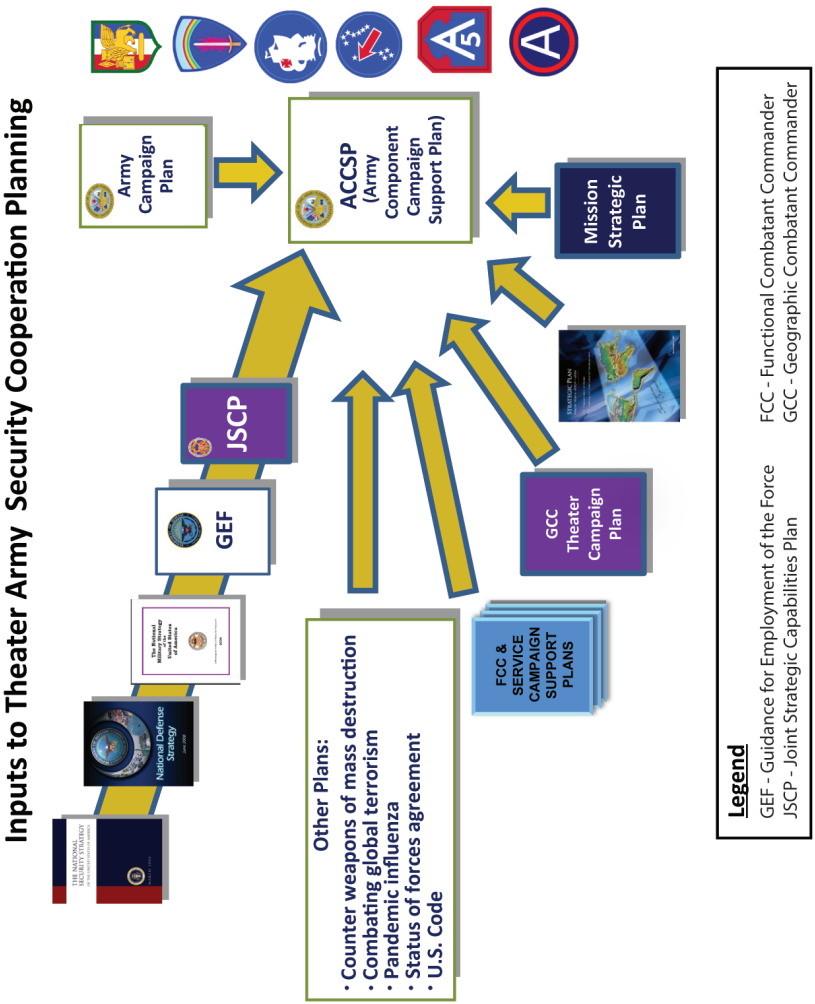

Figure 1-1. Inputs to theater Army security cooperation planning.

A critical ingredient for success at the ASCC level is a process for TSC planning. The process should focus on four key areas: Identify supporting objectives; identify actual requirements; prioritize countries and resources; and assess the activity and its impact on the theater security objective. Directly affecting this is the extent to which officers and senior noncommissioned officers may be unfamiliar with working at an ASCC. Local ASCC 101, the Army Security Cooperation Planners Course; new doctrine; and the use of Army civilians can mitigate any lack of experience

and facilitate the development of systems and processes. Regardless of whether the SC planning team uses design methodology, the military decisionmaking process, or the joint operation planning process, the basic parts will look the same. A requirement of theater campaign support plans is the development of supporting "shape" (or SC) objectives. The intent of these subordinate objectives is to facilitate the synchronization of the myriad efforts. The development of ASCC objectives is necessary to facilitate and encourage the linkage of action to GCC theater security objectives. These purpose-focused objectives that meet the 38th CSA's "shape" guidance should include gaining access; improving regional U.S. force readiness; building partner capacity; increasing interoperability in assigned regions; strengthening partner relationships; and improving partner nation leadership and ministries.

A critical aspect of shaping the theater will be the employment of regionally aligned forces (RAF). The RAF concept aims to provide a consistent supply of general-purpose forces that can be used for many of these SC activities, but the concept remains problematic from a theater Army viewpoint. Conceptually, the RAF unit is a brigade identified to support SC missions in a steady-state (Phase 0) environment while maintaining proficiency in the full spectrum of operations. At present, most forces are considered regionally aligned. They can be divisions or brigades and may be augmented in the future with Reserve Component (RC), institutional Army, and individual personnel. (In the United States Army South area of operations, an RC brigade combat team is already being utilized.) Divisions and corps are habitually aligned, as well. Integrating RAF units in the ASCCs' TSC planning systems and processes will greatly improve efficiency and impact in theater.

Because of huge demands and ever-dwindling resources, prioritization will present a challenge for the ASCC. The prioritization process should rank activities and countries in order to determine where the command's SC funds are best spent. Although the criteria for measuring SC activities may vary from theater to theater, a generic template could resemble the following:

- Alignment with the GEF
- Support of specific theater objectives and outcomes or end states
- Service partnership guidance
- Guidance from the GCC
- Country prioritization
- Commander's intent
- Fiscal resources/budget

- Authorities to conduct the engagement
- Linkage to other events
- The source of the requirement
- Potential opportunity for "real world" linkage [3]

The intent at the ASCC level is for prioritization to result in a list of TSC events linked to national and theater strategic objectives. Military-to-military relationships, foreign military sales, senior leader engagements, and traveling contact teams and exercises are the types of events that need prioritizing. [4] A process to sort through this challenge is critical to focusing the command's fiscal and planning efforts on those activities deemed valid.

Assessments are yet another challenge. Theater Army staff officers who have accessed the Global Theater Security Cooperation Management Information System understand the difficulty of assessments. TSC events sometimes are executed with little or no feedback to the ASCC staff or members of the security cooperation office in the U.S. embassy. After action reports (AARs) and trip reports are vital to the ASCC's strategy and plan development efforts. These AARs and lessons learned, if done well, can inform campaign plans and facilitate ASCC-recommended adjustments to the integrated priority list and comprehensive joint assessment, while refining resource requirements. Archiving and analyzing these lessons learned could be the purview of an organization such as the Center for Army Lessons Learned. In this era of fiscal austerity, the challenges to execute a successful global and theater shaping concept will be numerous. The ASCC commander's most important SC decisions concern how and where to expend resources most effectively. The development of processes that support GCC and PPD 23 requirements will help ensure that ASCC planning efforts are not wasted. Fine-tuning these processes in accordance with the specific personnel and organizational needs of the command will help develop priorities, requirements, and assessments to support objectives at all levels. Properly executed Phase 0 operations are critical for avoiding further conflict. Embracing a "shape" philosophy, and making it a priority, will allow us to better define the Army's role in developing SC strategy beyond our most recent experiences.

Endnotes

1. "CSA Editorial: Prevent, Shape, Win," GEN Raymond T. Odierno, 16 DEC 2011; http://www.army.mil/article/71030/CSA_Editorial__Prevent__shape__win/

2. Department of the Army Pamphlet (DA PAM) 11-31, *Army Security Cooperation Handbook*, 06 FEB 2015.

3. United States Army Africa Assessment Brief, November 2010.

4. See DA PAM 11-31, Chapter 6, for a complete list.

Chapter 2

Security Cooperation Observations and Insights

> Security cooperation is all Department of Defense interactions with foreign defense establishments to build defense relationships that promote specific U.S. security interests, develop allied and friendly military capabilities for self-defense and multinational operations, and provide U.S. forces with peacetime and contingency access to a host nation (Joint Publication [JP] 3-22, *Foreign Internal Defense*). Security cooperation (also called SC) includes all security assistance programs administered by Department of Defense (DOD) that build defense and security relationships that promote specific U.S. security interests. Security assistance programs include all international armaments cooperation activities and other security assistance activities.
>
> Field Manual (FM) 3-22, *Army Support to Security Cooperation*

Security cooperation is the primary tool the Army uses to shape the security environment. Simply put, SC is any activity that involves direct interaction between U.S. armed forces and partners' armed forces. The interaction can come in many forms, such as advising, building interoperability, training, assisting, equipping, and assessing. Security cooperation is an Army function that directly supports the combatant command. As noted previously, SC is a key element of global and theater shaping operations; it also is a critical aspect of countering weapons of mass destruction. It is likely that as the U.S. defense budget decreases, SC programs, activities, and missions that build partnerships and partner capacity will become the method by which a geographic combatant command (GCC) seeks to understand and influence the theater.

The Army has a long history of conducting SC activities. This chapter is intended to highlight insights and best practices to assist the Army Service component command (ASCC) and its GCC as they plan for a period of reduced resourcing in security cooperation and the programs that support it.

Observation: Guided by the requirements of its GCC, the ASCC must consider numerous other inputs or impact documents. Documents such as regional engagement plans, the GCC theater campaign plan, mission strategic plans, the Department of State (DOS) and United States Agency for International Development (USAID) Joint Strategic Plan, the Army Campaign Plan, as well as contingency and other plans all influence the development of the Army Component Campaign Support Plan to some

degree. (See Figure 1-1, Page 6.) At the ASCC level, the "shape" effort must complement other essential tasks. The tasks assigned to the theater Army in FM 3-94, *Theater Army, Corps, and Division Operations*, can be placed in four overarching categories:

- Support ongoing operations.
- Fulfill the theater Army's Title 10, U.S. Code, responsibilities.
- Deploy a contingency command post.
- Execute theater security cooperation (TSC) missions.

Importantly, the shaping operation is the condition setter and enabler for all the ASCC seeks to accomplish in its Army Component Campaign Support Plan.

Insight: A critical ingredient for success at the ASCC level is a well-developed process for theater security cooperation planning. The process should focus on four key areas: Identify supporting objectives; identify actual requirements; prioritize countries and resources; and assess the activity and its impact on the theater strategic or supporting objectives. Directly affecting this is the extent to which officers and senior noncommissioned officers may be unfamiliar with working at an ASCC. Local ASCC 101, the Army Security Cooperation Planners Course for new staff officers; new doctrine; and the use of Army civilians can mitigate this lack of experience and help develop systems and processes. Regardless of whether the SC planning team uses design methodology, the military decisionmaking process, or the joint operations planning process, the basic parts will look the same.

Observation: Army SC doctrine requires updating and alignment with joint doctrine.

Insight: Army SC doctrine (FM 3-22) should be aligned with joint doctrine and should better represent the current steady-state SC environment worldwide (as opposed to past experiences in Iraq and Afghanistan). As the SC field evolves, the Army will have to update its SC doctrine. This doctrine has not provided SC practitioners with a consistent frame of reference with common lexicon, clear missions and requirements, and guidance for understanding and resolving the challenges. Even the term "security cooperation" and related terms have been subject to much debate without resolution. The definition in JP 3-22 (beginning of this chapter) is so broad as to be unhelpful. The SC guidance in the 2015 Guidance for Employment of the Force (GEF) is very comprehensive, but the way ahead is to support it with doctrine.

Observation: Implementing the regionally aligned forces (RAF) policy to support combatant command (COCOM)-validated requirements, the assignment of forces, and other organizations would greatly increase the rate at which these forces can be accessed by the ASCC.

Insight: The GEF promotes SC as a major mission set. Changes will be required in the organizational design of U.S. Army forces forward stationed and deployed in support of COCOMs. ASCCs are not necessarily structured to perform SC as a main effort. To move beyond the warfighting functions, ASCCs must address how to organize for SC, fund it, dedicate forces to it, and evaluate the results. The seven-billet Plans and Exercise Branch of the Security Cooperation Division in the present design is not capable of handling the requirements. TSC planning takes as much if not more effort than preparing numbered operation plans. United States Army Europe conducted approximately 80 multinational exercises last year.

Observation: Training and educating the force (and its leaders) require a significant effort to better prepare the Army for SC planning, resourcing, execution, and assessments. Staff officers assigned to ASCCs typically arrive with little or no knowledge of what they will be doing or what the headquarters does.

Insight: The operational and strategic effects of the SC engagement depend on the expertise of the Army personnel who conduct it. Failure to understand the nuances involved can lead to poor execution, planning, or assessment of Army SC efforts. The results can hinder interagency cooperation, damage bilateral or multilateral relationships, and unknowingly violate U.S. Code. If RAF units are habitually aligned at echelons below corps level, language, regional expertise, and cultural awareness (LREC) training may be easier to implement in a more cost-effective manner and can address specific LREC requirements of each theater.

Observation: Successful SC planners leverage others in the SC community and improve coordination between Army commands (ACOMs) and direct reporting units (DRUs) with ASCCs.

Insight: To date, United States Army Pacific is the only ASCC with a liaison officer (LNO) from the U.S. Army Security Assistance Command (USASAC) on staff; all other USASAC LNOs reside at the GCCs. The topic of where LNOs should reside was discussed at the Fiscal Year 2014 Army Security Cooperation Strategy Workshop at Carlisle Barracks, PA. One ASCC recommended placing Security Assistance Training Management Organization (SATMO) teams (including USASAC LNOs)

at the ASCC level instead of at the GCC. This sentiment was echoed by several other ASCCs. Several ACOMs and DRUs noted the potential loss of influence at the GCCs if their LNOs were relocated to the ASCC staffs; the ASCCs echoed current Army policy and guidance that all Army activities supporting GCCs shall be conducted by, with, or through the ASCCs. Therefore, locating all Army LNOs at the ASCCs would ensure and improve overall ASCC coordination of Army support to the GCCs. In accordance with the Institutional Support Cell concept mentioned in the RAF execute order from Headquarters, Department of the Army (HQDA), and in conjunction with the Deputy Assistant Secretary of the Army for Defense Exports and Cooperation and USASAC, the Army should seriously consider relocating USASAC LNOs from the GCCs to ASCCs. This would greatly increase ASCC knowledge, participation, and support of Title 22 efforts, and meet the guidance of "by, with, or through" the ASCCs.

Observation: With dwindling resources, it is critical to synchronize the array of SC activities such as LREC training.

Insight: LREC training should be dictated by factors such as theater requirements and specific activities; for example, determining what type of activity is taking place (training, exchange, or consultation), how frequently Army personnel engage with foreign partners, the level of engagement, and/or the theater where the SC engagements are taking place. Depending on the region and whether RAF have been utilized, ASCC LREC requirements for RAF vary considerably. The Army needs to focus on commonalities across all theaters and incorporate consistent training at RAF units and within Army professional military education (PME). In most cases, Soldiers who are culturally aware and sensitive are strategically very important; their knowledge will influence the success of a mission more than language proficiency, which can be accomplished by the use of interpreters. Given the current and future demand for a high level of language and cultural training, the Army should examine how to incorporate these skill sets throughout a Soldier's career, and possibly across the Army's personnel management.

Observation: Funding for ASCC security cooperation is complex and requires expertise.

Insight: Staff officers who operate outside the G-8 realm typically have little experience with funding authorities. At the ASCC, an understanding of the differences between Title 10 security cooperation and Title 22 security assistance funding and authorities is critical. A lack of knowledge in these areas results in poor planning and integration of SC funding authorities. In the current battle rhythm, SC planning and resourcing are not synchronized

with TSC requirements. Current SC planning timelines among the ASCC, HQDA, and our SC partners are not optimized for execution in the planning, programming, budgeting, and execution system. In order to meet the intent of Presidential Policy Directive 23 to reform the security sector, and DOD's intent to ensure that SC is part of regular DOD planning processes, the Office of the Secretary of Defense and HQDA must align the GCCs. Currently, COCOMs and HQDA are not on the same timelines. Some GCCs operate from a "next year" planning horizon to a two-year cycle for their country cooperation plans. ASCCs then are tasked to feed both processes with assessments, requirements, and supporting plans.

Observation: The multiple funding authorities involved in SC are difficult to understand and plan for.

Insight: An ASCC planning to resource TSC activity must draw upon multiple funding authorities with differing timelines. Many HQDA SC programs have an annual agreement-to-execution timeline (staff talks, cadet exchanges, etc.). Some funding streams are tied to budgeting cycles, while others are part of the budget process. Commanders in active or combat theaters, meanwhile, generate requirements for immediate execution. The other ASCCs, in a supporting command role, are tasked to contribute their share to meet these requirements. With Global Force Management Allocation Plan requirements for one year already submitted to the Joint Staff for validation, the budgeting process working the out years, and the commander's narrative assessment already submitted, there is room for better synchronization. Educating the staff, units, and leadership is critical to optimizing efforts.

Observation: Managing funds and authorities at the ASCC level requires a level of sophistication that the Army does not support in its PME.

Insight: GCCs currently lack sufficient dedicated resources to support their SC strategy, despite having the authority to plan and conduct SC within their theater. DOD lacks a single authority or funding source to accomplish the wide variety of TSC tasks that the GCC desires. Many resources are limited by numerous and sometimes conflicting policies and laws. Up to 30 sources of funding regulated by various authorities and guidelines are required to implement GCC SC strategies. Title 22 security assistance programs such as foreign military financing and international military education and training are funded with State Department coordination, and COCOMs have significant influence over how this money is spent through their representatives (defense attaché and Office of Defense Cooperation chief) on the country team of each embassy. However, year to year the

funding is always in question. Other sources like Warsaw Initiative Funds and Office of Cooperative Threat Reduction funding support military exercises and capacity-building efforts but continue to come under increased scrutiny. In the past, SC funding by Service components, using training and readiness money, has contributed significantly to the execution of a COCOM SC plan. In the future, this spare capacity will not be available.

Observation: An ASCC's theater security cooperation authorities and funding derive mostly from the GCC. For the most part, these are single-year funding authorities.

Insight: United States European Command's Security Cooperation Handbook identifies 30 different authorities and funding sources, each with its own rules and application. In 2006, Section 1206 of the National Defense Authorization Act, Global Train and Equip authority, allowed ASCCs to train and equip partner nation military forces to conduct counterterrorism or stability operations in which U.S. Armed Forces are participating, such as the International Security Assistance Force (ISAF) in Afghanistan. Traditional COCOM Activities (TCA) funds can be applied to a variety of TSC activities that promote regional stability and other national security goals. Military-to-Military funds are TCA funds that allow the ASCC to send small teams for familiarization training with partner nation armies. Most ASCC exercise programs are actually supported with Joint Chiefs of Staff funding provided through the GCC. Overseas Contingency Operations authority allowed Army forces assigned to ASCCs to conduct theater predeployment training with partner nations providing operational mentor and liaison teams to ISAF, as well as enabler support to partner nation mission rehearsal exercises such as the Bagram series in Poland. The Coalition Readiness Support Program authority provides specialized training and equipment on loan to partner nations supporting operations in Afghanistan.

Observation: Training the staff to maximize its capability and capacity is a critical aspect of SC planning and funding.

Insight: To meet theater planning requirements, ASCC planning teams must understand and synchronize the entire array of authorities and funding sources, all of which have different planning cycles and conditions of application. This takes a massive amount of time and staff capacity, both of which are limited. An ongoing challenge is the lack of a single, combined (DOD/DOS) multiyear authority that arms the GCC and the ASCC with predictable, long-term funding, which would allow flexibility to take advantage of emerging training opportunities to build partner capacity and

attain specific country objectives. GCCs must receive more dedicated and predictable resources and authorities. Funding streams must be consolidated and reforms initiated to provide GCCs more influence in the allocation of fiscal resources for theater security cooperation. Improved resourcing also must include a re-examination of the existing Cold War legislative authorities under which the U.S. Government conducts its TSC efforts. Legislative initiatives to streamline the authorities in which GCCs are able to build the capabilities and capacity of partner nations must be articulated and fully funded. In the long term, the United States must re-examine the Foreign Assistance Act and reform the framework with which we provide security assistance.

Observation: Senior leader engagements arguably are the most cost-effective activities for making a difference in immature theaters.

Insight: These engagements are a critical component of executing SC and achieving strategic objectives. There currently exist no PME or specialized training courses that prepare Army leaders to plan, direct, and/or conduct SC. The Army needs to better prepare these leaders, prior to assignment, to effectively communicate and coordinate with their foreign counterparts in order to achieve desired strategic objectives and effects.

Observation: The ASCC commanding general (CG) is a vital player in the conduct of SC activities and the ability to influence partners.

Insight: It is important for the CG to develop touch points in the process. Each CG almost certainly will have a different focus area, and the updates to the campaign support plan and steady-state operational efforts reflect those differences. Often the CG's biggest role in SC execution is participating in senior leader engagements, command-sponsored visits, and the "land forces" or regional Army summits. Using the CG to engage with critical partners to build relationships, gain access, and advance key strategic efforts of the ASCC and COCOM makes him the most valuable tool in the SC tool bag.

Observation: The ASCC translates the geographic combatant commander's theater strategic objectives into activity on the ground. Using combat training centers (CTCs) and similar venues for SC activities pays large dividends.

Insight: ASCC and GCC commanders and staffs consider bilateral and multinational training opportunities a critical component of SC. The Army

should consider increasing the use of CTCs and host nation training areas to conduct multinational exercises. Using these facilities has been beneficial in establishing and strengthening relationships with partner nations.

Observation: ASCCs and COCOMs face continued challenges in finding sufficient military personnel to conduct TSC programs.

Insight: The Joint Strategic Capabilities Plan does not apportion forces specifically for SC, and they must come from theater-assigned forces within the COCOM's area of responsibility or those that deploy temporarily for engagement activities. United States Army Europe (USAREUR) traditionally has provided more than 60 percent of the support for GCC engagement efforts through its forward-stationed forces. In the current operating tempo, most theater-assigned forces have not been available for TSC activity. Predeployment, deployment, and reset all take precedence over TSC activities. Since 2003, the Reserve Component has executed most of the TSC events in the USAREUR theater that required Army forces. The State Partnership Program, intended to be an Army National Guard and COCOM program, has been a great benefit to USAREUR and its TSC program by addressing personnel shortfalls.

Observation: Theater-assigned forces are significant SC force multipliers. Their forward location enables them to respond quickly to requirements, avoiding a 120-day lag with a request for forces, and they do not require a deployment order from the Secretary of Defense.

Insight: The main advantage of theater-assigned forces is that they are geographically nearby. Also critical is the fact that they can be used during the "ready/train" phase as well as the "available" phase of Army Force Generation (ARFORGEN), now the Sustainable Readiness Model. This process utilizes units, leaders, and Soldiers who have an understanding of the operational environment (OE); living and working in the theater gives these forces cultural and situational awareness. DOD also provides forces to GCCs for operational use in TSC activities through the Global Force Management Allocation Plan (GFMAP). This plan allocates assigned forces from one COCOM to another COCOM for operational missions. The GFMAP process as currently configured is time-consuming and not particularly responsive to supporting TSC requirements.

Observation: The GFMAP and TSC processes use different systems to request and track requirements.

Insights: The GFMAP and TSC systems currently do not interact. This results in duplications of effort in requesting and tracking TSC requirements. The GFMAP process at the Joint Staff level uses Joint Capabilities Requirements Manager (JCRM) to process COCOM requests for forces. Previously, the Army used the ARFORGEN Synchronization Tool (AST) to manage its GFMAP requirements. Although these programs were compatible, current HQDA and United States Forces Command business rules prevented ASCCs with GCC-assigned Army forces from having the full range of sourcing options. Theater security cooperation requirements for forces are managed and tracked in the Global Theater Security Cooperation Management Information System (G-TSCMIS), which currently does not interact with either JCRM or AST. Additionally, some commands have their own systems; for instance, United States European Command uses a process called Strategy for Active Security (SASPLAN) to track TSC requirements. SASPLAN and G-TSCMIS do share some compatibility, but neither is compatible with JCRM or AST. Fixing the incompatibility of the various systems used to request forces and track and manage TSC requirements will require a joint solution. The Army also must determine if assigning forces through "forces for" or allocating forces by individual mission or for a fiscal year via GFMAP will be the standard method to provide forces to COCOMs to conduct TSC.

Observation: It is difficult to properly assess TSC activities and evaluate program effectiveness in terms of supporting theater strategic objectives.

Insights: With ever-decreasing defense resources, COCOMs will need to evaluate their TSC programs to establish priorities, defend funding, and expend resources where they will do the most good. Even though Phase 0 activities are deemed critical, TSC plans have served more as a tool for the United States Strategic Command. The Army directs itself to establish measures of performance and measures of effectiveness for those activities as a basis for evaluating their progress toward specified SC objectives. No effective assessment guidance has been published by DOD, but it is important to note that the subjective nature of TSC makes it difficult to measure. Typically, assessments have consisted of capturing and reporting everyday outputs, including details such as the number of exercises, conferences, and people trained. Assessments should require addressing measures of performance. Although it is important to know how well a plan was executed, it is more important to understand how well those activities supported theater strategic objectives in terms of gaining access, understanding the operational environment, and creating and building partner capacity as outlined in the Security Cooperation Guidance. Lastly, assessments should evaluate activities and programs against the larger regional strategy or concept; GCCs will need to measure in terms of strategic objectives or end states.

Observation: Measuring effectiveness is difficult enough. It is even harder to assess our partners. Assessing the activities and progress of our partner nations is difficult without direct and frequent observation, and often this is not practical or even permitted. Determining how to collect data and observations generates challenges because the collection plan and techniques must be tailored to each country and must have the partner's agreement and cooperation.

Insight: The U.S. culture of candid after action reviews and the (now inherent) development and sharing of lessons and best practices are not widespread. Some nations may profess a lessons-learned culture or program, but they often are averse to losing face. This tendency inhibits an assessment of the partner military establishment. Although partner nation military personnel may intend to improve their DOTLMPF (doctrine, organization, training, materiel, leadership and education, personnel, and facilities) functions, airing any such problems could harm careers.

Observation: Proper assessments are vitally important to prioritizing GCC and ASCC resources.

Insight: Assessments must take a long-term view. Aligning these assessments against theater strategic objectives and the GEF will help accomplish this. After all, the long-term benefits from engagement programs that build partner capacity through trust and mutual understanding usually exceed the scope of any single program or activity. More often than not, progress comes from multiple programs and activities conducted over the long term. Post-World War II SC activities in Europe are an example of how U.S. military cooperation efforts have achieved valuable outcomes.

Observation: Developing a common operational picture of Army SC activity in a region or country is very difficult.

Insight: At the theater Army level, we have difficulty seeing ourselves. A great deal of activity goes unnoticed by the ASCC; worse still, it is not synched to theater strategic objectives. That is not to say such activity is not useful. Army Regulation 11-31 lists about 50 SC programs. National Guard units are executing State Partnership Program activities, and HQDA and Army commands routinely engage with regional partners in pursuit of their own objectives. Some ASCCs and GCCs conduct annual or biannual SC coordination conferences in an attempt to bring in the myriad SC actors and synchronize their efforts to better support theater strategic objectives, but it is a difficult proposition. Most of these programs and actors can

contribute to TSC efforts in support of the GCC, either directly or indirectly. By understanding theater objectives, the planner can better guide them. Many of these actors do not use the same business rules and automation systems for sending forces and resources into a given area of responsibility. (The Army Security Cooperation Planner's Course goes a long way toward fixing this.) Currently, it is difficult for an ASCC to know which Army units are in the theater executing security cooperation. G-TSCMIS was created and updated to fix this problem. It currently acts mainly as a system to record events more than as a tool to plan and synchronize future events. Numerous ASCCs report being challenged to stay abreast of engagements by subordinate units.

Observation: Recent SC efforts were geared toward troop-contributing nations and building partnership capacity in Iraq and Afghanistan, and now the SC focus is on Ukraine.

Insight: The Army's priorities for activities and partner countries have been driven by Operation Iraqi Freedom, Operation Enduring Freedom, and International Security Assistance Force in Afghanistan requirements. Troop-contributing nations are no longer first priority in the competition for SC resources. Now that the focus has shifted to the Pacific, Russian aggression in Ukraine, and the Islamic State in Iraq and Syria, DOD and the Army will need new multi-year authorities and TSC resource planning. This is crucial to support a long-term strategy for maintaining and developing the capability of partner nations. One way to do this is to use the Joint Operation Planning and Execution System and time-phased force and deployment data development. This helps understand the operational environment and gain cultural knowledge and access, which are key aspects of our goals in SC planning and Phase 0 in general.

Observation: The Global Theater Security Cooperation Management Information System (G-TSCMIS) should be used to facilitate planning, execution, and assessment of SC activities.

Insight: Use of G-TSCMIS is mandated by AR 11-31, GEF, and DOD directives and issuances. The G-TSCMIS tool is essential for coordinating and overseeing SC activities within the AOR, across joint and Army partners. Make G-TSCMIS part of a command's business rules and policies for use; leverage the system for operational reporting/tracking and coordination of events with both internal and external ASCC stakeholders. Making the use of G-TSCMIS mandatory in the execute order or operation order is critical in order to track SC and RAF activities.

Observation: Security cooperation activities throughout the theater must be coordinated in order for the ASCC to have situational awareness.

Insight: G-TSCMIS should be updated on a daily basis. Various COCOM working groups, joint planning teams, and country coordination meetings are required on a less frequent basis. HQDA can assist by enforcing AR 11-31 and the requirement that all Army activities to be coordinated by, with, or through the ASCCs.

Observation: It is critical to synchronize SC activities among the components, including special operations forces, to ensure that the activities are mutually supporting and integrated.

Insight: Theater special operations commands and ASCCs should seek to maintain a very close relationship, especially in planning and executing train-and-equip missions in their theaters. United States Army Africa (USARAF) currently has an LNO embedded on the Special Operations Command Africa (SOCAF) staff in a TDY status. Importantly; USARAF and SOCAF also conduct staff talks with senior leaders and action officers to discuss partnerships and operational activities. Permanently assigning an ASCC LNO in the modified table of organization and equipment for the respective theater special operations command staff will improve communication and synchronization.

Observation: ASCC authorities require streamlining in order to better support SC activities at the institutional and ministerial levels of partner nations.

Insight: These authorities vary from theater to theater. In Africa, for example, the authorities for executing peacekeeping and countering violent extremist organizations are limited. There are plenty of Title 10 and Title 22 funding authorities and programs available to build partner capacity, especially across peacekeeping and counter-terrorism efforts. Those efforts, however, address building partner capacity only at the tactical and operational levels; more focus is needed at the institutional level.

Observation: ASCCs require additional capabilities to educate, train, and equip partner nations' forces to restore and maintain essential services.

Insight: Although sufficient authorities may exist, the shortfall exists in having the right type of allocated forces for a GCC/ASCC to employ, and enough RAF and ASCC planners available to focus on these efforts. Train-and-equip efforts are very complex. The time it takes to plan and execute

these efforts exceeds the force cycle allocated to a GCC or ASCC. This makes cradle-to-grave planning, concept development, predeployment site surveys, and execution difficult for a RAF team and the ASCC staff. Habitually allocating or permanently assigning RAF teams to GCCs/ASCCs on longer timetables may alleviate this issue.

Observation: Maximizing the potential of personal relationships built through international military education and training is a force multiplier for SC activities.

Insight: United States Africa Command (USAFRICOM) and USARAF plan and execute the African Alumni Symposium (AAS), an annual program that brings together African alumni of U.S. Army professional military education schools with expert knowledge in African security issues to promote partnership and dialogue among African nations and the U.S. Army. AAS has three primary objectives:

- Build and maintain U.S. Army relationships with current and emerging African military leaders who are alumni of U.S. Army PME schools.
- Facilitate African alumni discussions about security issues and regional cooperation.
- Provide an opportunity for African alumni to network and build relationships.

The most recent symposium was attended by 25 African officers (12 general officers) from 13 countries, with facilitators, panelists, and observers from the Department of State, U.S. Agency for International Development, the Africa Center for Strategic Studies, the Joint Staff J-5, USAFRICOM, U.S. Naval Forces Africa, the U.S. Army War College, the U.S. Army Capabilities Integration Center, the U.S. Army Command and General Staff College, and the U.S. Army Peacekeeping and Stability Operations Institute. Topics of discussion included African perceptions of U.S. policy; African security issues; defense institution building; leadership development; pandemic crisis response; combating terrorism and transnational organized crime; cyber security; regional cooperation; and opportunities for future partnership between the U.S. Army and African land forces.

According to AAS outcomes, 100 percent of the African participants were satisfied with the symposium and would attend future events or encourage other African military leaders to attend. Favorable impressions of USARAF by African participants increased 62 percent as a result of this symposium. Finally, 52 percent of the participants departed AAS with a better understanding of USARAF's mission. Sustaining AAS-like programs will pay dividends as we seek to engage with partner nation graduates of U.S. Army PME schools.

Observation: Language, regional expertise, and cultural (LREC) understanding contributes to understanding the operational environment.

Insight: Going forward, it will be critical to organize LREC training around factors including theater requirements and specific activities, such as training, exchanges, or consultations. Depending on the region and whether a RAF unit has been utilized, ASCC LREC requirements for RAF vary considerably. The Army needs to focus on commonalities across all theaters, and incorporate consistent training at RAF units and within Army PME.

Observation: It is important for units assigned to an AOR to leverage Title 10 activity.

Insight: The Joint Multinational Readiness Center (JMRC) and the Hohenfels Training Area in Germany are the crown jewels of security cooperation. Exercises here are Operation and Maintenance, Army (OMA)- and Overseas Contingency Operation-funded events and are focused on U.S. training and readiness. United States Army Europe recognized that some activities intended to support U.S. training and readiness have a significant TSC effect. For example, as brigades prepared for deployment, JMRC created a coalition and multinational environment for mission rehearsal exercises, which could be replicated for future contingencies. The U.S. brigade will have partner nation response cells simulating higher headquarters, subordinate units, or adjacent units. Coalition troops will be in their formations and on the simulated battlefield. In decisive action training environment rotations, JMRC has employed partner nation mechanized battalions to augment the opposing force. Demonstrating how we train our units and how we run our exercises provides benefits for our partners. These activities help improve the performance of all nations' units, build multinational interoperability, and prepare for coalition warfare.

Observation: Managing TSC resourcing is a challenge that requires a level of expertise difficult to find on an ASCC staff.

Insight: Theater security cooperation is conducted primarily outside of the normal Service appropriations. The reason is that most require specific authorities that are conveyed with the funds once requisite approvals are garnered. Under some Title 10 and National Defense Authorization Act authorities (e.g., sections 1203, 1206, and 1207), however, some activities are conducted with Service operation and maintenance funding. Most noteworthy are the small-scale exchanges of information manifest in military-to-military engagements such as training contact teams and

familiarization events. ASCCs are funded for international engagements in the Army program objectives memorandum. During this process, the ASCC estimates the number of military-to-military, senior leader engagements, and other authorized activities that will occur; develops cost estimates; and seeks validation. There are approximately 18 months between program objectives memorandum request and execution of approved (validated and funded) activities, so there is naturally some change to the specific countries, purposes, and subject matter of each engagement. The cost tends not to fluctuate greatly overall; thus, the ASCC has no real shortfall for planned events. However, the ASCC probably will have emerging or unforeseen requirements. This means that less-important activities will have to be eliminated in order to allow for emerging requirements of higher priority. In many cases, emerging TSC requirements come to the ASCC fully funded from already appropriated funds. In the event that a Title 22 TSC event is assigned to the ASCC, it becomes imperative that we stay within budget under the terms of the memorandum of agreement for each case. Unlike Title 10 activities, the ASCC does not have the authority (or funds) to augment a Title 22 TSC event; thus, if the event costs more than is available and the Defense Security Cooperation Agency cannot legally cover the difference, an Anti-Deficiency Act violation will have occurred.

ASCCs will need to identify the best mix of authorities, funding, and personnel sources to meet the mission requirements in support of command priorities. For example, under 10 U.S.C. Section 1050a authority, USARAF may use its programmed operation and maintenance funding to support a RAF military-to-military engagement in Africa. Funding for these activities is distributed directly to USARAF for execution, audit-readiness, and closeout. ASCCs should program for SC funding under the XISQ Management Decision Evaluation Package (MDEP) to support their military-to-military engagements, cooperative security locations, senior leader engagements, persistent civil affairs presence, and programs like the African Land Forces Summit.

Conclusion

In the past decade, improved strategic planning guidance and innovative program approaches to theater security cooperation have done much to build partner capacity and transform partner nation militaries to support operations in Iraq and Afghanistan and improve regional stability. Despite these successes, the United States Armed Forces have several remaining challenges to overcome. Doctrine, organization, and training for TSC must be addressed. Funds and forces, planning, and assessments are challenges for all COCOMs and ASCCs. To best shape the security environment, it is crucial that the Army and its theater Armies focus on TSC as a major point of emphasis for U.S. national security efforts.

Appendix A
Glossary

Abbreviations

ACOM – Army command
ACSP – Army Campaign Support Plan
ARGOS – Army Global Outlook System
ARNG – Army National Guard
ARTIMS – Army Training Information Management System
ASCC – Army Service component command
COCOM – combatant command
DOD – Department of Defense
DRU – direct reporting unit
DSCA – Defense Security Cooperation Agency
GCC – geographic combatant command
GEF – Guidance for Employment of the Force
GFM – Global Force Management
G-TSCMIS – Global Theater Security Cooperation Management Information System
JCOA – Joint Center for Operational Analysis
JP – Joint Publication
PPBE – planning, programming, budgeting, and execution
RC – Reserve Component
SC – security cooperation
TSC – theater security cooperation
USC – United States Code

Terms

Army Campaign Support Plan: The GEF requires the Services to publish a campaign support plan. This plan directs Army elements to provide resources using the focus areas as a framework to satisfy GEF end states.

Army Global Outlook System: An Army-specific SC database. ARGOS is a management tool that provides a common medium to develop, maintain, and manage a consistent and continuously updated view of Army SC engagements.

Army Training Information Management System: A Web-based Army-wide application, hosted by United States Army Forces Command and accessible through the Nonsecure Internet Protocol Router Network and the SECRET Internet Protocol Router Network. This is the system of record to manage the regulatory and sourcing process of Army Force Generation.

(See AR 350-9, Overseas Deployment Training.) AR 350-9 governs the process for ASCCs to use in order to request and document approvals for specific RC training to further joint objectives.

Assessment (Army): Analysis of the security, effectiveness, and potential of an existing or planned intelligence activity. Judgment of the motives, qualifications, and characteristics of the presenter or prospective employees or "agents." The continuous monitoring — throughout planning, preparation, and execution — of the current situation and progress of an operation and the evaluation of it against criteria of success to make decisions and adjustments. (See Field Manual [FM] 3-22, *Army Support to Security Cooperation*.)

Assessment (Joint): A continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. Determination of the progress toward accomplishing a task, creating an effect, or achieving an objective. Analysis of the security, effectiveness, and potential of an existing or planned intelligence activity. Judgment of the motives, qualifications, and characteristics of present or prospective employees or "agents." (See Joint Publication [JP] 3-0, *Joint Operations*.)

Building partner capacity: The outcome of comprehensive, interorganizational activities, programs, and engagements that enhance the ability of partners for security, governance, economic development, essential services, rule of law, and other critical government functions. It is a whole-of-government approach and interagency effort. (See Army Doctrine Publication [ADP] 3-0, *Unified Land Operations*.)

Building partnership capacity: Targeted efforts to improve the collective capabilities and performance of the DOD and its partners.

Combatant command: A unified or specified command with a broad continuing mission under a single commander established and so designated by the President, through the Secretary of Defense and with the advice and assistance of the Chairman of the Joint Chiefs of Staff. COCOMs typically have geographic or functional responsibilities. (See JP 1-02, *DOD Dictionary of Military and Associated Terms*.)

Direct reporting unit: An Army organization comprising one or more units with institutional or operational support functions, designated by the Secretary of the Army, normally to provide broad general support to the Army in a single, unique discipline not otherwise available elsewhere in the Army. DRUs report directly to a Headquarters, Department of the Army (HQDA) principal and/or ACOM and operate under authorities established by the Secretary of the Army. (See AR 10-87, Army Commands, Army Service Component Commands, and Direct Reporting Units.)

Foreign internal defense: Participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, insurgency, terrorism, and other threats to its security. (See JP 3-22, *Foreign Internal Defense*.)

Functional campaign plans: Plans developed by functional COCOMs that focus on translating global strategies into operational activities through the development of an operation plan for a campaign. (See Department of Defense Directive [DODD] 5132.03, DOD Policy and Responsibilities Relating to Security Cooperation.)

Functional Army Service component command: ASCC assigned to a functional COCOM with trans-regional responsibilities. Functional ASCCs' objectives and end states often are global in nature.

Functional combatant command: A COCOM established by the unified command plan that sets forth basic guidance, missions, responsibilities, and force structure as well as specifies functional responsibilities. (See JP 1-02.)

Geographic combatant command: A COCOM established by the unified command plan that sets forth basic guidance, missions, responsibilities, and force structure as well as delineates the general geographical area of responsibility. (See JP 1-02.)

Global Theater Security Cooperation Management Information System: A management tool that allows COCOMs, the Services, and Defense agencies a common medium to develop, maintain, and manage a consistent and continuously updated view of joint SC activities.

Guidance for Employment of the Force: The GEF translates national security objectives into DOD priorities and comprehensive planning direction to guide components in employment of DOD forces. The GEF ensures a top-down, strategy-driven approach to planning and executing DOD operations and activities.

Security assistance: A group of programs authorized by the Foreign Assistance Act of 1961 (22 USC 2151, et seq.), as amended, and the Arms Export Control Act of 1976 (22 USC 2751, et seq.), as amended, or other related statutes by which the United States provides defense articles, military training, and other defense-related services, by grant, loan, credit, or cash sales, in furtherance of national policies and objectives. Those elements of security assistance that are administered by the Department are considered a subset of SC. (See DODD 5132.03.)

Security cooperation: Activities undertaken by the DOD to encourage and enable international partners to work with the United States to achieve strategic objectives. Security cooperation includes all DOD interactions with foreign defense and security establishments, including all DOD-administered security assistance programs that build defense and security

relationships; promote specific U.S. security interests, including all international armaments cooperation activities and security assistance activities; develop allied and friendly military capabilities for self-defense and multinational operations; and provide U.S. forces with peacetime and contingency access to host nations. (See DODD 5132.03.)

Security force assistance: The unified action to generate, employ, and sustain local, host-nation, or regional security forces in support of a legitimate authority. (See FM 3-07, *Stability*, and CALL Newsletter 14-01, *Security Force Assistance*.)

Stability operations: An overarching term encompassing various military missions, tasks, and activities conducted outside the United States in coordination with other instruments of national power to maintain or reestablish a safe and secure environment and provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief. (See FM 3-07.)

Shape: Shape phase missions, task, and actions are those that are designed to dissuade or deter adversaries and assure friends as well as set conditions for the contingency plan, and are generally conducted through SC activities. Joint and multinational operations and various interagency activities occur routinely during the shape phase. Shape activities are executed continuously with the intent to enhance international legitimacy and gain multinational cooperation by shaping perceptions and influencing adversaries' and allies' behavior; develop allied and friendly military capabilities for self-defense and multinational operations; improve information exchange and intelligence sharing; provide U.S. forces with peacetime and contingency access; and mitigate conditions that could lead to a crisis.

Theater Army (theater Army Service component command): Under Army doctrine, the theater Army is assigned as the ASCC to a combatant commander (CCDR). There is only one theater Army within a COCOM's area of responsibility, and it serves as the CCDR's single point of contact reporting directly to the Department of the Army. (See FM 3-93.)

Theater campaign plan: Plans developed by geographic combatant commands that focus on the command's steady-state activities, which include operations, SC, and other activities designed to achieve theater strategic objectives. It is incumbent upon GCCs to ensure that any supporting campaign plans address objectives in the GEF global planning effort and their respective theater campaign plans. Contingency plans for responding to crisis scenarios are treated as branch plans to the campaign plan. (See DODD 5132.03.)

Unified action: The synchronization, coordination, and/or integration of the activities of governmental and nongovernmental entities with military operations to achieve unity of effort. (See JP 1-02.)

Appendix B

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