

## Reshaping Security Cooperation: Army Engineers in Defense, Diplomacy and Development

by

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Class of 2015

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**REPORT DOCUMENTATION PAGE**

Form Approved--OMB No. 0704-0188

The public reporting burden for this collection of information is estimated to average 1 hour per response, including the time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding this burden estimate or any other aspect of this collection of information, including suggestions for reducing the burden, to Department of Defense, Washington Headquarters Services, Directorate for Information Operations and Reports (0704-0188), 1215 Jefferson Davis Highway, Suite 1204, Arlington, VA 22202-4302. Respondents should be aware that notwithstanding any other provision of law, no person shall be subject to any penalty for failing to comply with a collection of information if it does not display a currently valid OMB control number. **PLEASE DO NOT RETURN YOUR FORM TO THE ABOVE ADDRESS.**

<b>1. REPORT DATE (DD-MM-YYYY)</b> 01-04-2015		<b>2. REPORT TYPE</b> STRATEGY RESEARCH PROJECT		<b>3. DATES COVERED (From - To)</b>	
<b>4. TITLE AND SUBTITLE</b> Reshaping Security Cooperation: Army Engineers in Defense, Diplomacy and Development				<b>5a. CONTRACT NUMBER</b>	
				<b>5b. GRANT NUMBER</b>	
				<b>5c. PROGRAM ELEMENT NUMBER</b>	
<b>6. AUTHOR(S)</b> Colonel Marc Hoffmeister United States Army				<b>5d. PROJECT NUMBER</b>	
				<b>5e. TASK NUMBER</b>	
				<b>5f. WORK UNIT NUMBER</b>	
<b>7. PERFORMING ORGANIZATION NAME(S) AND ADDRESS(ES)</b> Mr. Rick Coplen Peacekeeping and Stability Operations Institute				<b>8. PERFORMING ORGANIZATION REPORT NUMBER</b>	
<b>9. SPONSORING/MONITORING AGENCY NAME(S) AND ADDRESS(ES)</b> U.S. Army War College, 122 Forbes Avenue, Carlisle, PA 17013				<b>10. SPONSOR/MONITOR'S ACRONYM(S)</b>	
				<b>11. SPONSOR/MONITOR'S REPORT NUMBER(S)</b>	
<b>12. DISTRIBUTION / AVAILABILITY STATEMENT</b> Distribution A: Approved for Public Release. Distribution is Unlimited.					
<b>13. SUPPLEMENTARY NOTES</b> Word Count: 5161					
<b>14. ABSTRACT</b> <p>Combatant Commanders (CCDR) should maximize every opportunity to enhance joint, interagency, intergovernmental, and multinational (JIIM) partnerships and improve strategic alliances. The U.S. Army Corps of Engineers (USACE) operates globally and integrates across the interagency, providing unique regional access, understanding and opportunity. Integrating USACE activities during all phases of planning synchronizes Combatant Command (CCMD) strategic effects with the planning efforts of the Department of State (DoS) and the US Agency for International Development (USAID). Formalizing the relationship of the aligned USACE Divisions with each CCMD enhances this process. Growing the capability of the USACE Liaison teams, improving the integration of engineer assets, and formalizing the USACE Division's role on the CCDRs staff will enhance the strategic nexus of defense, diplomacy and development. To achieve the full potential for interagency support, the USACE and Army Engineer Regiment should pursue opportunities to refine and expand how engineer effects are integrated into security cooperation activities at all levels of planning from strategic to tactical.</p>					
<b>15. SUBJECT TERMS</b> USACE, DoS, USAID, DoD, ARET, ECOP, RAF, Regional Alignment, Contingency, Stability, JIIM					
<b>16. SECURITY CLASSIFICATION OF:</b>			<b>17. LIMITATION OF ABSTRACT</b>	<b>18. NUMBER OF PAGES</b> 34	<b>19a. NAME OF RESPONSIBLE PERSON</b>
<b>a. REPORT</b> UU	<b>b. ABSTRACT</b> UU	<b>c. THIS PAGE</b> UU			<b>19b. TELEPHONE NUMBER (w/ area code)</b>



USAWC STRATEGY RESEARCH PROJECT

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## Abstract

Title: Reshaping Security Cooperation: Army Engineers in Defense, Diplomacy and Development

Report Date: 01 April 2015

Page Count: 34

Word Count: 5161

Key Terms: USACE, DoS, USAID, DoD, ARET, ECOP, RAF, Regional Alignment, Contingency, Stability, JIIM

Classification: Unclassified

Combatant Commanders (CCDR) should maximize every opportunity to enhance joint, interagency, intergovernmental, and multinational (JIIM) partnerships and improve strategic alliances. The U.S. Army Corps of Engineers (USACE) operates globally and integrates across the interagency, providing unique regional access, understanding and opportunity. Integrating USACE activities during all phases of planning synchronizes Combatant Command (CCMD) strategic effects with the planning efforts of the Department of State (DoS) and the US Agency for International Development (USAID). Formalizing the relationship of the aligned USACE Divisions with each CCMD enhances this process. Growing the capability of the USACE Liaison teams, improving the integration of engineer assets, and formalizing the USACE Division's role on the CCDRs staff will enhance the strategic nexus of defense, diplomacy and development. To achieve the full potential for interagency support, the USACE and Army Engineer Regiment should pursue opportunities to refine and expand how engineer effects are integrated into security cooperation activities at all levels of planning from strategic to tactical.



## **Reshaping Security Cooperation: Army Engineers in Defense, Diplomacy and Development**

Security Cooperation (SC) is a fundamental tool of our foreign policy. Every engagement the United States participates in provides an opportunity to enhance our National security objectives and promote our enduring national interests.<sup>1</sup> Successful security cooperation activities expand our global access by increasing our partners' capacity and capability to meet our strategic needs in the event of conflict or enable our partners to resolve security issues without direct U.S. action. Current fiscal austerity measures, however, reduce our capability to project an international presence and increase our reliance on our allies to share the security burden. As a result, Security Cooperation is a growing strategic imperative. Due to the direct influence of SC activities on foreign policy, the Department of State (DoS) maintains oversight, but successful execution is inherently interagency and multinational. All SC activities are developed in consultation with our partners but not in deference to their objectives at the cost of U.S. security interests.

Our Nation's focused effort to reduce the deficit and the ever looming threat of sequestration have forced a reassessment across all government agencies to find efficiencies and cost savings and to redefine business rules. In the Department of Defense, this challenge occurs in the face of ever increasing global instability and risk and is complicated by a generation of combat veterans grown accustomed to the fiscal comfort of Overseas Contingency Operation (OCO) funding. Necessity breeds innovation and demands efficiency and effectiveness in the application of scarce resources. The 2015 National Security Strategy directs the Nation to continue to "build capacity to prevent conflict" in order to "address the root causes of conflict before they

erupt and to contain and resolve them when they do.”<sup>2</sup> Accordingly, the 2012 Defense Strategic Guidance that “building partnership capacity elsewhere in the world...remains important for sharing the costs and responsibilities of global leadership.”<sup>3</sup> Success in building partner capacity not only generates host nation security forces capable of resolving security issues without U.S. intervention, it also generates the essential transportation and communication infrastructure necessary to enforce rule of law. Capacity development through infrastructure growth shapes the physical conditions such as road networks, reliable power and water resource management that successful economies rely upon, and, in their absence, violent extremist organizations prey upon. The technical nature of this type of capacity building requires a specialized capability and a whole of government solution to effectively shape the conditions to prevent conflict. Given the existing constrained national fiscal environment, achieving this requires the elimination of redundancies and refinement of the application of niche capabilities to meet our security objectives.

Geographic Combatant Commands (GCCs) are the U.S. forward vanguard facing the dynamic and diverse security environment challenging U.S. National security interests. GCCs are the focal point of “relationships, values, and military capabilities...[that] bring others together to help deepen security ties between them and cooperatively address common security challenges.”<sup>4</sup> Combatant Commanders “facilitate interagency and enable international interoperability before crises occur”<sup>5</sup> through the effective conduct of Security Cooperation Activities. While SC is essential to sustaining our forward presence in pursuit of our National Defense Strategy, reduced funding and capacity require “thoughtful choices...to be made regarding the

location and frequency of these operations.”<sup>6</sup> AR 11-31, Army Security Cooperation Policy, assigns the Commander, U.S. Army Corps of Engineers (USACE) responsibility to “support [Army Service Component Command] ASCC and CCDR activities with non-military engineer-specific expertise, as approved by the Assistant Secretary of the Army for Civil Works.”<sup>7</sup> In addition to ASCC and CCMD support, USACE “will receive, process, and execute requests for Secretary of the Army engineering activities.”<sup>8</sup> Inadequate infrastructure and water resource scarcity magnified by the impacts of population growth, urbanization, and climate change create the conditions of economic deprivation and human suffering that are both a breeding ground for violent extremist organizations and curtail effective governance and security operations. USACE has the unique capability to address these challenges by enabling governance through the delivery of essential services. It possesses broad authorities that encompass the full spectrum of Joint, Interagency, Intergovernmental, and Multinational (JIIM) operations. USACE competencies enable the Combatant Command (CCDR) to achieve the desired effect by “supporting the Combatant Command’s (CCMD) security activities and the efforts of other U.S. government agencies around the globe to advance our Nation’s interests.”<sup>9</sup> Army Engineers are a common enabler to DOS, USAID and DoD as an implementing agency for Security Assistance and with regionally aligned capabilities in both the Army Engineer Regiment and within the U.S. Army Corps of Engineers. Although USACE operates across the whole of government, it is underutilized as an integrator between agencies. Synchronization of engineer efforts at the GCC, Regional Bureau and Country Team level require improved vertical and horizontal integration to

maximize unity of effort of Engineer regionally aligned forces and leveraging of existing USACE capabilities. As the Department of Defense conducts a bottom up review of how to better apply limited resources, the capability resident across the spectrum of Army Engineering is a vital resource to “[engineer] solutions for our Nation’s toughest challenges.”<sup>10</sup>

USACE operates at the nexus of defense, diplomacy and development and possesses the global influence and broad funding authorities to mitigate many of the interagency challenges faced in the application of SC activities. USACE “provides technical and public engineering services in peace and war to strengthen our Nation's security, enabling U.S. and foreign economies, and reducing risks from disasters.”<sup>11</sup>

The ability to provide these services is a product of specific USACE competencies that “are enduring over time, very difficult to replicate by other organizations, and characterize USACE’s niche uniqueness and competitive advantage.”<sup>12</sup> These competencies include:<sup>13</sup>

1. **Support to the Warfighter.** Provide expeditionary, forward deployed, and reachback technical engineering, real estate, environment, research and development (R&D), and acquisition support to unified land operations.
2. **Disaster Preparedness and Response.** Provide disaster planning, preparedness, response, recovery, and mitigation support to military and civil authorities in local, national, and global disasters.
3. **Engineering Solutions.** Deliver solutions to challenges requiring simple to complex infrastructure programs and projects. Acquire, plan, design, construct, sustain, and dispose of critical facilities for military installations, federal facilities, theater support facilities, and partner nation public works infrastructure.
4. **Energy and Environment.** Adapt, promote, and develop sustainable energy solutions while protecting, restoring, and managing environmental resources and ecosystems (local and regional).

**5. Integrated Water Resources Management (IWRM).** Address water security through collaborative processes that balance competing interests among water resource stakeholders.

**6. Applied Science and Technology.** Conduct R&D, produce, collaborate and transfer science and technologies in the areas of geospatial engineering, military engineering, civil works, and environment in support of the Army, Joint and Coalition Forces, interagency, and international agencies.

USACE regionally aligns a Division with each GCC, and provides technical capability via globally focused centers, laboratories, and institutes. USACE currently conducts engagement or is providing engineering services to more than 130 countries worldwide and maintains a physical presence in 43 countries (see Figure 1).<sup>14</sup>

USACE funding authorities include Title 10, 22, and 33, enabling the Corps to provide technical consultation or serve as construction agent in virtually all components of security cooperation. These specific authorities include:

1. SECTION 607 OF THE FOREIGN ASSISTANCE ACT OF 1961 (22 USC 2357)
2. SECTION 632a and 632b OF THE FOREIGN ASSISTANCE ACT OF 1961 (22 USC 2392)
3. SECTION 234, WATER RESOURCES DEVELOPMENT ACT OF 1999 (33 U.S.C. 2323a)
4. ARMS EXPORT CONTROL ACT (22 USC 2769 - Foreign military construction sales)<sup>15</sup>

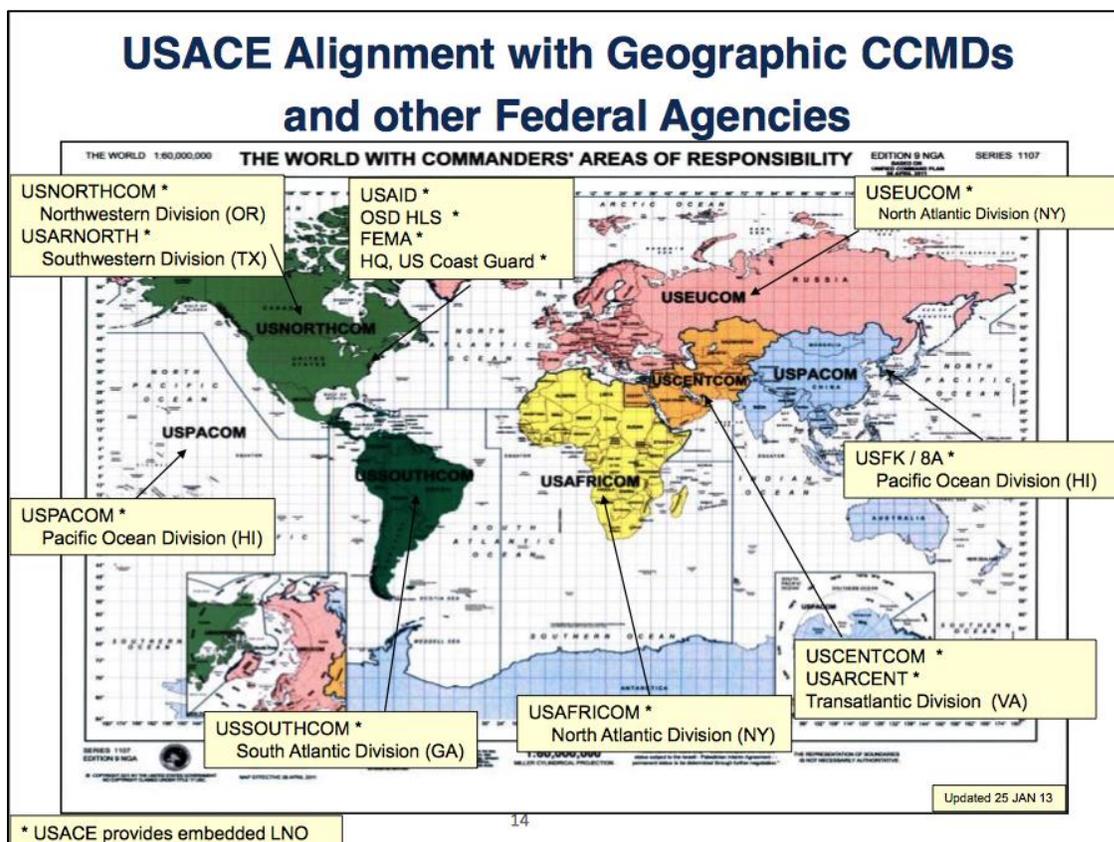


Figure 1: USACE Alignment with CCMDs and other Federal Agencies<sup>16</sup>

This global reach and broad funding authority provide each Combatant Commander the means to overcome interagency and multinational barriers, enabling development of key partnerships to address Phase 0 security challenges. USACE provides a highly capable reachback network to inform decision-making and provide a vested “ability to form strategic alliances and partnerships with academia, industry, and public and private engineering agencies to share knowledge and to reduce risk.”<sup>17</sup> The Corps also possesses an “ability to understand the global strategic environment and its impacts on USACE/Army Engineers, identify areas where USACE can serve as an enabler for key stakeholders and develop implementable strategies to engage and take advantage of opportunities where they exist.”<sup>18</sup> This situational and regional awareness allows USACE to prioritize how capabilities and resources are applied to

support key mission areas and establish the mechanisms with which to deliver integrated interagency solutions.

In addition to the Defense Security Cooperation Agency (DSCA), the principal stakeholders in initiating programs under the listed authorities include DOS, USAID, and the Millennium Challenge Corporation.<sup>19</sup> The range of activities conducted by USACE in support of these agencies encompasses a broad spectrum and expansive geographic presence. For example, USACE was instrumental in addressing water security issues in the Mekong region of Southeast Asia, the Paraguay and São Francisco River Basins in South America, and the Senegal Basin in Africa. In an effort to grow USACE-like capabilities in partner nations, USACE conducted bilateral exchanges with Brazil, Colombia, Chile, Peru, Angola, Kenya, and Liberia. Other USACE activities include assisting the Democratic Republic of Congo with waterways management challenges to address critical food security issues within the country/region and technical exchanges and consultations with the Panama Canal Authority on the operation, administration, management, preservation, maintenance, and modernization of the Canal.<sup>20</sup> Building on a history of successful, long-standing relationships with other nations, USACE frequently works with the recipient nations to develop technical parameters well before assistance is even requested. This ability for early identification and advancement of opportunities to address capability gaps within other nations is an invaluable contributor to shaping effective DoS Integrated Country Strategies and GCC Country Plans. The increased emphasis on security cooperation, codified in DA PAM 11-31, Army Security Cooperation Handbook, "has led to an increase in requests from our partners for unique USACE capabilities and expertise to

address key technical and engineering issues which directly impact the achievement of national and theater security objectives.”<sup>21</sup> The ability for USACE to continue to provide these essential SC activities in support of the CCMDs is constrained by the fact that USACE is a project-funded organization and does not have the capacity to respond to the volume of requests without funding. To meet the rising demand, for the first time, USACE has requested \$2.65M in funding for FY17 through the International Support, Other (XISQ) Army management decision package (MDEP) in order to sustain key strategic partnerships and respond to unforeseen requests.<sup>22</sup> This marks an evolution in the institutionalization of USACE steady-state SC activities highlighting the demand signal from the international community and the value USACE provides in shaping the CDR’s environment.

Despite the incredible potential resident in USACE to support defense, diplomacy and development (the ‘3D’s’) across the interagency, the greatest challenge remains synchronization of those capabilities. Of all constructs within the JIIM environment, the Unified Command Plan (UCP) possesses the most capacity to coordinate activities across interagency lines and the most significant resources to apply to any proposed solution. Synchronizing the strategic effects identified by the DoS and the USAID in their Quadrennial Diplomacy and Development Review (QDDR) with those of the Quadrennial Defense Review (QDR) produced by the DoD requires the linking of top down strategies with bottom up resources across multiple agencies.<sup>23</sup> Additional challenges to synchronization include a lack of systematic interagency country level planning and no interagency coordinated prioritization of effort within or across combatant commands. Organizational structure and processes

for aligning strategy and resources between defense strategy and foreign policy, such as Promote Cooperation,<sup>24</sup> have developed in response to the problem. Unfortunately, our bureaucratic inefficiencies risk losing key partnering opportunities to competing nations offering less expensive solutions with fewer embedded requirements. USACE exists both functionally and institutionally as an integrator of strategy and resources between defense and foreign policy objectives. USACE enables the integration of their organizational competencies and statutory authorities across the '3Ds' by leveraging the USACE Interagency and International Services (IIS) division "to deliver valued advisory, technical, and engineering services to stakeholders at home and abroad to achieve national security or stakeholder strategic objectives."<sup>25</sup> IIS support is provided on a reimbursable basis, is not statutory in nature and does not fall under USACE executive agent responsibilities, providing the necessary flexibility to meet stakeholder objectives across interagency boundaries. It also does not include support to U.S. installations or function as a contingency response activity.<sup>26</sup> At the GCC level, USACE SC activities are facilitated by the assigned USACE IIS Liaison Officer (LNO) and reinforced by an additional LNO at the Army Service Component Command (ASCC) and executed by the regionally aligned USACE Division commanded by a general officer.

The USACE LNO is positioned within the J44 Engineer Directorate of each CCMD and is the single point of integration for all phases of USACE support. The position originated with mobilized U.S. Army Reserve officers after 9/11 and evolved

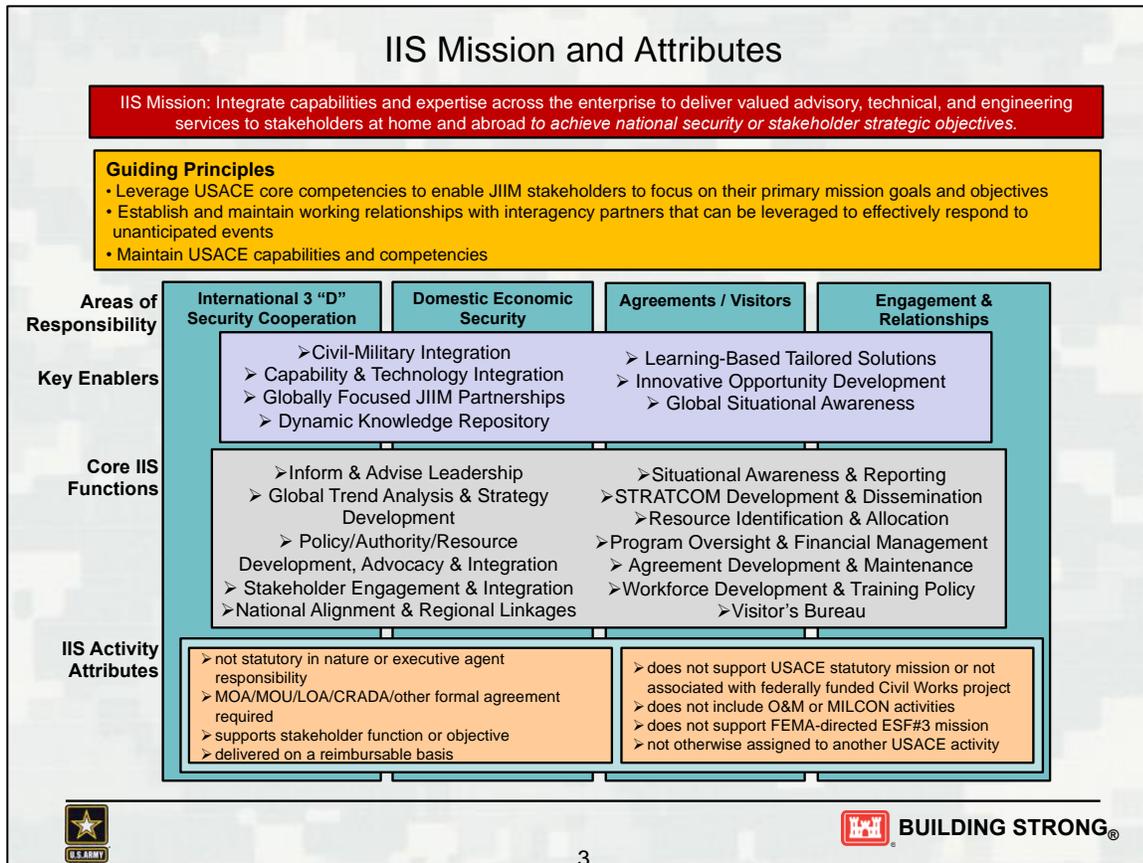


Figure 2: IIS Missions and Attributes<sup>27</sup>

into a permanent civilian position in 2003. The LNO is responsible for integrating USACE support in CCMD Operational and Contingency Plans, maintaining visibility and providing situational awareness of current operations, enabling contingency contracting and advising the CCMD on how to best leverage USACE core competencies and integrate effects of parallel regional efforts in USAID and DoS in development of Theater Campaign Plans. This LNO position has repeatedly proven its essential value, but mission requirements have grown exponentially and exceed the capacity of the current structure.

To meet the continued evolution of LNO requirements and compensate for this shortfall in planning capability, USACE is again relying on mobilized Reserve

Component (RC) manpower assigned on Active Duty for Operational Support (ADOS). Of the seven CCMD RC LNOs currently on ADOS orders, five are OCO funded. Given the elimination of supplementals and the impact of sequestration, these positions are highly vulnerable to future elimination, potentially stalling an essential evolution of steady state USACE support to CCMDs. An opportunity exists to institutionalize this position by linking the requirement with the recently implemented Army Reserve Engagement Team (ARET). The ARET provides full time support “at Combatant Commands to support RAF [Regionally Aligned Forces] and efficient integration of Army Reserve (AR) capabilities into plans, exercises, and operational activities.”<sup>28</sup> This could be achieved by either adding the current USACE RC LNO onto the ARET manning document and designating it as an Active Guard Reserve (AGR) position, or specifying one of the Lieutenant Colonel War Fighting Function (LTC/WfF) designated planners on the ARET be dual hatted as the USACE RC LNO. This would require the selected Reserve officer to possess “unique skill sets to support this requirement to include previous USACE jobs, current or former assignments to USACE, Contingency Response Unit (CRU), or Theater Engineer Command (TEC), civilian job interaction with USACE, and technical engineering backgrounds.”<sup>29</sup> In addition to providing critical support to the USACE LNO, this linkage with USACE and the ARET will support integration and continuity of the Regionally Aligned Engineer forces discussed later in this paper and enable more rapid mobilization of available engineer forces, of which 85% reside in the Reserve Force.

The growing importance of the Joint Engineer Community within the Combatant Command warrants a review of the strategic governance, organizational structure and

positional authority of the Engineering Directorate within Joint Doctrine. The Engineering Directorate is organized subordinate to the J4 Logistics Directorate, based upon a historical association within the Navy and Air Force of engineers as a logistics and sustainment capability. This subordination minimizes the positional authority of the Joint Engineer Director, typically an Air Force Colonel or Navy Captain and prevents direct access as the primary adviser to the CCDR on employment of engineers across both the range of military operations and within Unified Action. Within the Department of the Army, the Chief of Engineers is dual hatted as the senior engineer advising the Chief of Staff and Secretary of the Army, and as the Commander of the U.S. Army Corps of Engineers. The Chief of Engineers is also traditionally the Senior Engineer within DoD and facilitates the coordination of Service Engineer activities via the Joint Service Engineer Round Table. As USACE already aligns a Division to each Combatant Command, this construct could be mirrored across the Geographic Commands with each regionally aligned USACE Division Commander serving as the senior engineer advising the Combatant Commander, synchronizing engineer operations across the Services and Interagency and providing appropriate rank and authority. The USACE Division Commander would be formally designated as the Joint Engineer and the Joint Engineer Directorate would be elevated to a primary staff level, reporting directly to the Chief of Staff in the absence of the Commander. As this option may raise some parochial Service concerns, the discussion warrants further development with an alternate recommendation to formally elevate the J44 engineer position to that of a primary staff officer and a one-star position regardless of service affiliation. The increase in rank and access accurately

reflects the scope of responsibility and strategic influence inherent in the role of the engineer on the CCMD staff.

The same challenge is mirrored in the subordinate Army Service Component Command staff. An appropriate, service aligned mitigation to this shortfall is the formal designation of the aligned USACE Division Commander as the Army Service Component Command Engineer. This informal arrangement is currently in effect between the U.S. Army Pacific (USARPAC) and the USACE Pacific Ocean Division (POD). The USACE POD Commander consistently attends USARPAC meetings and the habitual relationship provides great benefit to both commands. This support relationship is enabled by the geographic collocation of both USARPAC and USACE POD on Oahu. No other USACE division headquarters are collocated with their supported CCMD or ASCC, but the principle intent of designating the USACE Division Commander as the CCMD and/or ASCC Command Engineer is supportable and establishes their role as the primary engineer adviser to the supported commander.

An additional opportunity exists within the GCCs Joint Interagency Coordination Group (JIACG) to enhance the strategic integration of engineer capabilities. The JIACG located within each of the Geographic Combatant Commands is “a fully integrated participant on the CCDRs staff with a daily focus on joint strategic planning with its three subsets: security cooperation planning, joint operation planning, and force planning.”<sup>30</sup> It has matured over the last several years of conflict to become “collaborative-enabled, multi-disciplined teams that support military engagement, security cooperation, deterrence activities, as well as operations ranging from crisis response and limited contingency operations to, if necessary, major operations and

campaigns.”<sup>31</sup> The JIACG consists of the applicable U.S. Mission representatives, foreign policy advisor/political advisor, interagency executive steering council, DoS (Office of the Coordinator for Reconstruction and Stabilization), Standing Joint Force Headquarters (Core Element), Joint Force Coordination Authority for Stability Operations, and the USAID/Office of Foreign Disaster Assistance.<sup>32</sup> Noticeably absent from this list is USACE, which conducts operations within the areas of responsibility of every primary member agency. While membership is not concrete and exclusive and the CCMD USACE LNO participates as required, the addition of a senior USACE leader as a primary member of the JIACG would enable better integration of the full spectrum of engineer support. Whether or not the previous recommendation is implemented with respect to the Joint Engineer Directorate, the regionally aligned USACE Division Commander should serve as a primary member of the JIACG in every GCC. In addition to the interagency benefits of participation in the JIACG, this level of leadership investment can reduce service parochialism, better coordinate resources and capability and reduce redundancy or capability gaps by better situational awareness and integrated planning within the engineer community.

Further benefits of expanding and institutionalizing the GCC/USACE regional relationship exist in the parallel alignment of the USACE International and Interagency Services Division from the Headquarters level all the way down to the USACE District level. By formally aligning IIS capacity with regionally supported Combatant Commands, the IIS sections in supporting districts provide direct continuity and support to projects occurring at the country level in support of CCMD TCP Country Plans, and DoS and USAID Integrated Country Strategies. For those projects

involving troop labor from any service, the continuity provided can greatly reduce the turbulence created by lack of continuity in Regionally Aligned Forces (RAF).

The preceding recommendations to formally link the ARET with the USACE LNO mission, designate the USACE Division Commander as the Joint Engineer and formally assign the USACE Division Commander as a member of each CCMD JIACG directly support the Department of the Army's efforts to regionally align forces. USACE is further supporting this effort through initiatives to function "as the integrator of capabilities across the U.S. Army Regiment, to include the Active Army, U.S. Army Reserves, National Guard Bureau, Civil Affairs and the U.S. Army Engineer School to provide a comprehensive, integrated approach to engineering support to a country."<sup>33</sup> The reality of regional alignment of Army Engineers is that current force structure is inadequate to meet the desired RAF endstate of a habitual relationship between an Engineer Above Brigade (EAB) formation and a GCC or to meet the increasing demand for Theater Security Cooperation (TSC) missions. War plan requirements were the primary consideration for alignment of EABs for FY 15 and 16, not TSC requirements or support to mutually supporting interagency missions. The consistent alignment of the four active component engineer brigades is not sustainable due to changing operational missions and a need to rotate requirements among the forces.<sup>34</sup> Alignment and employment under the RAF construct of the reserve engineer force, consisting of seven Army Reserve Engineer Brigades and five National Guard Brigades, is constrained by funding and mobilization authorities.

As FORSCOM works to develop options to regionally align combat enablers, USACE has already had success by applying the National Guard (NG) State

Partnership Program to align NG Engineers with USACE mission requirements. For example, North Dakota National Guard Engineers assisted USACE by conducting site evaluations and construction project planning in Mauritania<sup>35</sup> while Virginia NG Engineers teamed up with USACE to provide emergency management training in Tajikistan under the USACE Civil Military Emergency Preparedness program.<sup>36</sup> Significant opportunities exist to mature this process to achieve the desired end state to “seamlessly integrate and apply Army engineer capability to CCMD and interagency requirements abroad.”<sup>37</sup> Because USACE provides sustained regional alignment with the GCCs, operational continuity can be maintained by aligning Service Retained/CCMD aligned (SRCA) Engineer Brigades and Maneuver Enhancement Brigades with the GCC aligned USACE division. As units rotate through project sites, USACE project managers can facilitate transition and assist in quality control/quality assurance. The USACE IIS LNO team can facilitate train up of the rotational RAF unit by providing assessments of key host nation leaders involved in the project, awareness of cultural issues, etc. By leveraging the ARET through the assigned USACE RC LNO on the team, specific RC units or personnel can be identified and mobilized more efficiently and without the overhead requirement of full unit mobilization and funding. This enables a low level, sustainable operationalized reserve capability similar to the Civil Military Innovative Readiness Training Program<sup>38</sup> that the Army Reserves have used effectively for years to maintain unit readiness and support the needs of American communities. It also greatly enhances the employment of engineer forces of all components to support the Theater Security Cooperation

requirements of the CCMD, particularly when the lifespan of a project exceeds the available timeline of a unit.

Situational awareness from the national level down to the regional/local level is a consistent interagency and multinational challenge. With inadequate understanding of the scope and effect of interagency partner operations, redundant resources may be applied or opportunities missed to create synergy in the application of assistance. Over the last two years, USACE has initiated an effort, the Engineer Common Operating Picture (ECOP), to inform Combatant Commanders about both USACE and Army Engineer operations occurring within their area of operations. This provides planners with an understanding of effects achieved in support of USAID or DoS initiatives that also impact DoD efforts or create engagement opportunities for further development. The effort started as a manually maintained PowerPoint product that captured all activities along the CCMD lines of effort that the Chief of Engineers personally briefed to each Combatant Commander to ensure strategic alignment of USACE engagements. The goal was to share “information across the enterprise both vertically and horizontally to ensure...situational awareness of ongoing activities and enhance the ability of those who engage with or who are responsible for integration into partner organizations [were] aware of the full suite of USACE capabilities and enablers which can be brought to bear.”<sup>39</sup> This effort was initiated to capture USACE operations initiated under authorities beyond the purview of the GCCs in support of DoS, USAID, and the Millennium Challenge Corporation in order to “maximize senior leader understanding of how USACE activities align with the National Security Strategy (NSS) and supports the TCP and Country Plan objectives.”<sup>40</sup> Synthesis of

this information “enables the GCC to recognize the strategic effects of USACE operations and assess how they influence the security environment of the region in question.”<sup>41</sup>

From a systems perspective, this process has evolved from the initial manual process to an integration of information technology and geospatial information systems created by the Army Geospatial Center, a subordinate USACE activity. It is now populated using the Reachback Engineer Data Integration (REDi) website to populate engineer activities and projects on a global scale. This application also integrates information from the Overseas Humanitarian Assistance Shared Information System (OHASIS). OHASIS “enables Humanitarian Assistance (HA) offices, including embassy staff, country team members, Combatant Command leads, and the Defense Security Cooperation Agency (DSCA) to manage the full life cycle of Overseas Humanitarian, Disaster and Civic Aid (OHDACA) projects.”<sup>42</sup> OHASIS currently manages “the full life cycle of over 3,000 OHDACA projects, 100 Denton and Funded Transportation Shipments, and three warehouses maintaining humanitarian excess property each fiscal year.”<sup>43</sup>

The value of this interagency GIS approach to manage security cooperation activities has received strong endorsements by the Combatant Commanders and is currently undergoing developmental initiatives to formalize the system to capture activities across the full joint engineer community. Upon completion, the objective of the new Joint Engineer Common Operating Picture will provide

a comprehensive, up-to-date picture of U.S. engineering activities and events worldwide. JECOP serves to link the Theater/Global Campaign Plans that support the Combatant Commander’s long term visions and serves as a bridge

that links engineer activities and events to CCMD lines of effort required to achieve theater, national and regional objectives and end states.<sup>44</sup>

The underlying value of the ECOP and the future JECOP is the visual translation of the strategic effects USACE operations are achieving along each specific line of effort assigned to achieve designated Global Employment of Forces (GEF) end states. This tool provides a metric to ensure alignment of USACE activities with the CCDRs desired effect. The ECOP also provides the staff key situational awareness of operations within their areas of responsibility that a separate agency initiates with USACE, directly influencing a CCMD objective.

USACE security cooperation activities extend the CCDR's ability to project force should conflict ensue and USACE partnerships and technical expertise serve as essential strategic enablers through all phases of conflict. The expansion of partner nation infrastructure to meet contingency plan force flow requirements and construction of cooperative security locations are a fundamental requirement to ensure operational access to the region. Exercise related construction performed by troop labor and under USACE contracts provides unit training readiness opportunities, builds partnerships with our allies and addresses key infrastructure capability gaps. USACE serves as the primary contingency construction authority supporting CCMDs, providing continued capability to meet the infrastructure needs of the Joint Force Commander (JFC) in a theater of operations after the initiation of hostilities. The value of the strategic integration of USACE capabilities in campaign planning across the 3Ds during SC activities also continues to yield an invaluable return on the investment through the duration of combat and stabilization operations. Current operations in Afghanistan demonstrate that value of effective strategic integration of USACE

capabilities. An often-cited failure of Operation Iraqi Freedom was ineffective planning for the demands of stabilization operations. Based upon lessons learned in both Iraq and Afghanistan, the strategy to stabilize and transition a country “should incorporate opportunities to grow local national capability and capacity as opposed to contracting only larger capacity companies outside the country simply because they present an expedient solution.”<sup>45</sup> Applying this lesson to building host nation industrial and engineering capacity warrants as much investment as building governance and rule of law capacity because it creates economic viability to the state following transition. This requires the integrated efforts of DoS, USAID and DoD to achieve. By integrating local nationals into the workforce in Afghanistan, USACE has grown the technical capacity of the work force and created a baseline capability to support the growing needs of Afghanistan’s post conflict economy. With continued mentorship, this workforce is well positioned to establish an equivalent USACE capability in support of the Government of the Islamic Republic of Afghanistan (GIRoA). Additional examples of the strategic integration of USACE and Army Engineers across the JIIM environment in Afghanistan abound. Key stakeholders in the Afghanistan Infrastructure Fund (AIF) include U.S. Forces-Afghanistan Joint Engineer Directorate, USAID, DoS, GIRoA, and the USACE Transatlantic Middle East District and Afghanistan District. The \$1.3B program comprises major power, water, transportation, and civilian infrastructure projects essential to building the capacity GIRoA needs for effective governance.<sup>46</sup> The strategic effect created by leveraging the full engineering community and synchronizing the campaign plan across the interagency builds the economic and

governance capacity the JFC requires to establish sustainable security and stability with the area of operations.

Combatant Commanders should maximize every opportunity to enhance joint, interagency, intergovernmental, and multinational partnerships and to improve strategic alliances. USACE operates globally and integrates across the interagency, “providing the Combatant Commander with unique access, understanding and opportunity in areas often inaccessible to DoD assets short of the authorized use of force.”<sup>47</sup> Integrating USACE security cooperation activities during Theater Campaign Plan development synchronizes GCC strategic effects with the efforts of DoS and USAID. Formalizing the relationship of the aligned USACE Division with each CCMD can further enhance this process. Growing the capability of the USACE LNO team in each CCMD, improving the integration of Reserve Engineer forces by leveraging the ARETs, and formalizing the USACE Division Commander’s role on the CCDRs staff and within the JIACG will directly enhance the role of USACE at the strategic nexus of defense, diplomacy, and development. Employment of USACE as the integrator of engineer operations across the full spectrum of engineering will bring continuity to the regional alignment of EAB assets, enhancing and operationalizing the engineer component of security cooperation. During this period of fiscal constraints when CCMDs compete for limited resources to shape their security environment, USACE and the Army Engineer Regiment should refine and expand how engineer effects are integrated into security cooperation activities at all levels of planning from strategic to tactical. Engineers are uniquely positioned to provide the CCDR with non-kinetic options to influence the multiple security dilemmas that accompany conflict prevention

and resolution. In this time of escalating violence, USACE has the opportunity to refine engineer operations across the JIIM environment and shape the conditions to achieve the security objectives of the Geographic Combatant Commands and interagency community.

## Endnotes

<sup>1</sup> The enduring national interests of the United States as defined in the 2015 National Security Strategy include: 1. The security of the United States, its citizens, and U.S. allies and partners, 2. A strong, innovative, and growing U.S. economy in an open international economic system that promotes opportunity and prosperity, 3. Respect for universal values at home and around the world and 4. A rules-based international order advanced by U.S. leadership that promotes peace, security, and opportunity through stronger cooperation to meet global challenges. Barack Obama, *National Security Strategy* (Washington, DC: The White House, February 2015), 2.

<sup>2</sup> Barack Obama, *National Security Strategy* (Washington, DC: The White House, February 2015), 10.

<sup>3</sup> Barack Obama and Leon Panetta, *Sustaining U.S. Global Leadership: Priorities for 21<sup>st</sup> Century Defense* (Washington, DC: Department of Defense, January 2012), 2.

<sup>4</sup> U.S. Joint Chiefs of Staff, *The National Military Strategy of the United States of America* (Washington, DC: U.S. Joint Chiefs of Staff, February 8, 2011), 1.

<sup>5</sup> Ibid, 15.

<sup>6</sup> Barack Obama and Leon Panetta, *Sustaining U.S. Global Leadership: Priorities for 21<sup>st</sup> Century Defense*, 6.

<sup>7</sup> U.S. Department of the Army, *Army Security Cooperation Policy*, Army Regulation 11-31 (Washington, DC: U.S. Department of the Army, March 21, 2013), 7.

<sup>8</sup> Ibid.

<sup>9</sup> Military Missions Directorate, Headquarters, U.S. Army Corps of Engineers, *Military Missions Strategic Direction 2013-2014: Setting the Road Map to 2020* (Washington, DC: Headquarters, U.S. Army Corps of Engineers, June 17, 2013), 1.

<sup>10</sup> Headquarters U.S. Army Corps of Engineers Mission & Vision, <http://www.usace.army.mil/About/MissionandVision.aspx> (accessed February 10, 2015).

<sup>11</sup> LTG Thomas Bostick, Commander, U.S. Army Corps of Engineers, "Appendix [X] U.S. Army Corps of Engineers Support to ACSP) to Annex A (Institutional Army Support to GEF End States and Campaign Plan Lines of Effort)", Washington, D.C., U.S. Army Corps of Engineers, March 26, 2013, 1.

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

<sup>14</sup> LTG Thomas Bostick, "USACE Overview", briefing slides, Headquarters, U.S. Army Corps of Engineers, Washington, DC, March 26, 2013, slide 19.

<sup>15</sup> USACE funding authorities are comprised of the following:

**SECTION 607 OF THE FOREIGN ASSISTANCE ACT OF 1961 (22 USC 2357):** Section 607 authorizes the President of the United States to furnish services and commodities on an advance-of-funds or reimbursable basis to friendly countries, international organizations, the American Red Cross, and voluntary nonprofit-relief agencies registered with and approved by the U.S. Agency for International Development, when the President determines it is in furtherance of the goals of the Act.

**SECTION 632a and 632b OF THE FOREIGN ASSISTANCE ACT OF 1961(22 USC 2392):** Section 632a authorizes the President of the United States to allocate or transfer funds to any U.S. Government agency, including advances by any country or international organization for the procurement of commodities, defense articles, military education/training or services. Section 632b provides the authority for any U.S. Government official carrying out functions under this Act may utilize said services from any other U.S. Government agency as the President shall direct, or with the consent of the head of such agency.

**SECTION 234, WATER RESOURCES DEVELOPMENT ACT OF 1999 (33 U.S.C. 2323a):** Section 234 authorizes the Secretary of the Army to engage in activities in support of other federal agencies or international organizations to address problems of national significance to the United States. The Secretary may use USACE technical and managerial expertise to address domestic and international problems related to water resources, infrastructure development, and environmental protection. Section 234 also authorizes some appropriated funding to use in providing support

**ARMS EXPORT CONTROL ACT (22 USC 2769 - Foreign military construction sales):** This Act authorizes the President of the United States to sell design and construction services to any eligible foreign country or international organization if such country or international organization agrees to pay in United States dollars not less than the full cost to the United States Government of furnishing such services.

Foreign Governments and International Organizations,  
<http://www.usace.army.mil/Missions/MilitaryMissions/InteragencyInternationalSupport.aspx>  
(accessed February 18, 2015).

<sup>16</sup> BG Kent Savre on behalf of LTG Thomas Bostick, "United States Army Corps of Engineers Overview", briefing slides, Washington, DC, Headquarters, U.S. Army Corps of Engineers, October 7, 2014, slide 14.

<sup>17</sup> Robert Slockbower et al, *Military Missions Strategic Concept* (Washington, DC: Headquarters, U.S. Army Corps of Engineers, January 2012), 30.

<sup>18</sup> Sheryl E. Lewis, Military Programs Strategic Planner, Strategy, Policy, Performance Management Branch, Directorate of Military Programs, U.S. Army Corps of Engineers, email message to author, October 2, 2014.

<sup>19</sup> The Millennium Challenge Corporation (MCC) was established by the Millennium Challenge Corporation Act of 2003. P.L. 108-199. in January 2004. It is a bilateral U.S. foreign aid corporation, separate from DoS or USAID, that promotes economic growth and reduce poverty in low- and middle-income countries through the development of country agreements with the U.S. government. See <https://www.mcc.gov>.

<sup>20</sup> LTG Thomas P. Bostick, "Enclosure to USACE POM 17-21 Commander's Program Assessment (CPA) (Issue #1) to The U.S. Army Corps of Engineers (USACE) FY 17-21 Program Objective Memorandum (POM) Commander's Program Assessment (CPA)," memorandum for Office of the Deputy Chief of Staff, G-8, Program Analysis & Evaluation (A&E), Directorate ATTN: DAPR-DPC, Pentagon, Room 3C449, Washington, DC, February 22, 2015, 1.

<sup>21</sup> LTG Thomas P. Bostick, "The U.S. Army Corps of Engineers (USACE) FY 17-21 Program Objective Memorandum (POM) Commander's Program Assessment (CPA)," memorandum for Office of the Deputy Chief of Staff, G-8, Program Analysis & Evaluation (A&E), Directorate ATTN: DAPR-DPC, Pentagon, Room 3C449, Washington, DC, February 22, 2015, 2.

<sup>22</sup> LTG Thomas P. Bostick, "Enclosure to USACE POM 17-21 Commander's Program Assessment (CPA) (Issue #1) to The U.S. Army Corps of Engineers (USACE) FY 17-21 Program Objective Memorandum (POM) Commander's Program Assessment (CPA)," 2.

<sup>23</sup> This challenge is compounded by further specificity down to the country level in USAID's primary country level strategic document, the Country Development Cooperation Strategy (CDCS), DoS' Integrated Country Strategies generated by each embassy country team and the Geographic Combatant Command (GCC) generated Theater Campaign Plans (TCPs) for their region and their subordinate Country Plans. The complexity of interagency coordination is further aggravated by desynchronized planning and funding timelines and regional geographic boundaries that are not aligned between DoS, USAID, and the GCCs, impacting situational awareness as security issues, particularly those influencing both North Africa and the Middle East, that can cross regional boundaries within and across the agencies. Marc Hoffmeister, *Shaping the Environment: U.S. Army Engineer Support to Combatant Commands* (Carlisle Barracks, PA: U.S. Army War College, December, 2014).

<sup>24</sup> Promote Cooperation is a forum sponsored by the Office of the Secretary of Defense and the Joint Staff to bring partners together from across the interagency community to help DoD work through specific planning issues. See National Security Professional Development, "Best Practice: PROMOTE COOPERATION Initiative" [http://nsp\\_intro.golearnportal.org/lesson6/bestPracticePromoteCoopInitiative/](http://nsp_intro.golearnportal.org/lesson6/bestPracticePromoteCoopInitiative/)

<sup>25</sup> Headquarters, USACE Interagency and International Services Division, "DCG Deep Dive: Objective 1a," briefing slides, Washington, DC, Headquarters, U.S. Army Corps of Engineers, April 29, 2014, Slide 7.

<sup>26</sup> Ibid.

<sup>27</sup> Ms. Sheryl Lewis, "IIS Overview and Performance Measurement", briefing slides, Washington, DC, Interagency & International Services Division, Headquarters, USACE, July 21, 2014, slide 3.

<sup>28</sup> MAJ Katherine Numerick, U.S. Army Reserve Command, "Subject: CAR/CG, USARC AREC/ARET Implementation Guidance", Information Paper, Fort Bragg, NC, February 11, 2014.

<sup>29</sup> SGM Matthew Unger, Headquarters, USACE, "RE: (Uniformed COCOM mil planners) USACE RC Manpower ADOS & PFI SITREP AUG 2014" email message to Deputy Commanding General, USACE, August 7, 2014.

<sup>30</sup> U.S. Joint Forces Command, *Commander's Handbook for the Joint Interagency Coordination Group*, (Suffolk, VA: U.S. Joint Forces Command, March 1, 2007), vi.

<sup>31</sup> Ibid.

<sup>32</sup> Ibid, vii.

<sup>33</sup> Marc Hoffmeister, *Shaping the Environment: U.S. Army Engineer Support to Combatant Commands* (Carlisle Barracks, PA: U.S. Army War College, December, 2014), 5.

<sup>34</sup> LTC Stephen Wickersham, Engineer Plans & Sourcing Chief, FORSCOM, Fort Bragg, NC 28310, email message to author, February 04, 2015.

<sup>35</sup> "North Dakota Soldiers Assist U.S. Army Corps of Engineers with Africa Airport Planning" May 16, 2014.  
<http://www.ndguard.ngb.army.mil/news/Pages/NorthDakotaSoldiersAssistUSArmyCorpsOfEngineersWithAfricaAirportPlanning.aspx> (accessed February 24, 2015).

<sup>36</sup> Rachel V Goodspeed, "USACE facilitates emergency operations, GIS workshop in Tajikistan", September 28, 2010. <http://www.army.mil/article/45779/> (accessed February 24, 2015).

<sup>37</sup> Sheryl E. Lewis, Military Programs Strategic Planner, Strategy, Policy, Performance Management Branch, Directorate of Military Programs, U.S. Army Corps of Engineers, email message to author, October 2, 2014.

<sup>38</sup> "The Department of Defense's Innovative Readiness Training Program is a U.S. military volunteer training opportunity that provides training and readiness for military personnel while addressing the needs of underserved American communities. Through this program, military units refine their engineering, health care, diving, and transportation skills by performing services and developing projects for communities that otherwise would not have the resources to conduct them on their own." See <http://irt.defense.gov/Home.aspx>.

<sup>39</sup> Sheryl E. Lewis, Military Programs Strategic Planner, Strategy, Policy, Performance Management Branch, Directorate of Military Programs, U.S. Army Corps of Engineers, email message to author, October 2, 2014.

<sup>40</sup> Marc Hoffmeister, *Shaping the Environment: U.S. Army Engineer Support to Combatant Commands*, 4.

<sup>41</sup> Ibid.

<sup>42</sup> Kevin Johnson, "OHASIS", <http://www.agc.army.mil/Media/FactSheets/FactSheetArticleView/tabid/11913/Article/480925/ohasis.aspx> (accessed February 24, 2015).

<sup>43</sup> Ibid.

<sup>44</sup> COL Brian E. Griffin, "Joint Engineer Common Operating Picture (JECOP)," briefing slides, Washington, DC, The Joint Staff, Logistics Directorate, J4 Engineering Division, slide 12.

<sup>45</sup> Marc Hoffmeister, *Shaping the Environment: U.S. Army Engineer Support to Combatant Commands*, 6.

<sup>46</sup> Tim Gordon, "SUBJECT: Afghanistan Infrastructure Fund (AIF) Executive Summary", memorandum for Deputy Commanding General, USACE, Washington, DC, February 15, 2015.

<sup>47</sup> Marc Hoffmeister, *Shaping the Environment: U.S. Army Engineer Support to Combatant Commands*, 7.