

Institute for Defense Analyses

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Interagency Mission Analysis Crosswalk – AFRICOM Case Study

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MORS Special Workshop:
U. S. Irregular Warfare (IW) Analysis Workshop
WG #1 – Global Engagement
4 February 2009





Agenda

- **Background**
- **Derivation of Goals and Objectives**
- **Organizations and Programs**



Interagency Mission Analysis Workshop Series to Support AFRICOM

- **Purpose of workshops series was to identify**
 - USG stakeholders with responsibilities on the African continent
 - Areas where civilian and military partners involved with diplomacy, development, and defense programs need to: (1) coordinate, (2) synchronize, or (3) integrate their efforts to promote national goals and improve effectiveness
 - Areas where AFRICOM has no supporting role – “redline” areas where it would be inappropriate to be engaged
 - Organization, structure, tools, and processes needed for AFRICOM
 - » To oversee more effectively its security cooperation programs to build partnership capabilities
 - » Provide defense support to non-military missions in Africa to promote common national goals
 - **Series included the following events:**
 - Kickoff Roundtable – Jan 08
 - 1-Public Diplomacy and Strategic Communications Workshop – Jan 08 (**10**)
 - 2-Integrated Rule of Law Strategy Workshop – Jan 08 (**21**)
 - 3-Support to Economic Initiatives Workshop – Mar 08 (**29**)
 - 4-Support to Law Enforcement: Counternarcotics, Counterterrorism, and Transnational Crime Workshop – Apr 08 (**24**)
 - 5-Combating Weapons of Mass Destruction Workshop – Apr 08 (**10**)
 - 6-Conflict and Development Workshop – May 08 (**19**)
 - 7-Security Sector Reform Workshop – June 08 (**44**) **Total Recommendations: 157**
-



Challenges

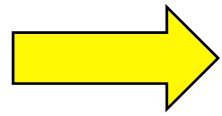
- **To establish a crosswalk that links the**
 - **Goals**
 - » President's for **AFRICOM**
 - » USG sub-regional goals for both **Northern Africa** and **sub-Saharan Africa**
 - USG Foreign Assistance **Objectives**
 - Interagency Mission Analysis workshop **Recommendations**
 - Foreign Assistance/Security Cooperation **Tools**
 - » USG **Organizations** that plan and manage resources to achieve the goals and objectives
 - » USG **Programs, Initiatives, and Projects** that provide the resources to accomplish the goals and objectives

- **To inform the AFRICOM's Theater Campaign Plan development process**
 - The GCC requirements of the GEF and JSCP
 - The unique requirements for an AFRICOM "**Interagency Campaign Support Plan**" for USG civilian departments and agencies
 - » Communicate planned AFRICOM support to the partners
 - » Communicate to the Administration the costs to DoD for providing that support



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- ***Derivation of Goals and Objectives***
- Organizations and Programs



Proposed Priority Goals and Sub-Goals for – A.0 AFRICOM

***“This new command will strengthen our security cooperation with Africa and help to create new opportunities to bolster the capabilities of our partners in Africa. Africa Command will enhance our efforts to help bring peace and security to the people of Africa and promote our common goals of development, health, education, democracy, and economic growth in Africa.”
President Bush, February 2007.***

- A.1 *Improve USG Whole-of-Government Effectiveness and Efficiency When Implementing With Its Civilian Partners USG Common Goals Across the African Continent***
 - A.1.1 Strengthen Security Cooperation with Africa
 - A.1.2 Help to Create New Opportunities to Bolster the Capabilities of USG Partners in Africa
 - A.1.3 Help Bring Peace and Security to the People of Africa
 - A.1.4 Promote USG Common Goals of Development, Health, Education, Democracy, and Economic Growth in Africa

Whole-of-Government – An approach that fosters government-wide collaboration on purpose, actions, and results in a coherent, combined application of available resources to achieve the desired objective or end state. (Stipulated)



Proposed Priority Goals and Sub-Goals – B.0 Northern Africa

B.1 *Democratic and Economic Reforms*

- B.1.1 Advance Economic Reform
- B.1.2 Increase Educational Opportunity
- B.1.3 Boost Political Participation, especially for Women
- B.1.4 Support Building Open Economies Capable of Generating Robust Private Sector Employment
- B.1.5 Seek Progress towards Accession to WTO for Algeria and Libya
- B.1.6 Improve Cooperation on Environmental Issues
- B.1.7 Promote Development of Democratic Institutions and Civil Society

B.2 *Security Issues*

- B.2.1 Build Legal, Regulatory, Enforcement, and Operational Counterterrorism Capabilities
- B.2.2 Strengthen Regional Military and Law Enforcement Forces
- B.2.3 Strengthen Financial Oversight and Regulatory Capabilities
- B.2.4 Strengthen Relationships with Allies and Friends in the Region through Military Assistance Programs

B.3 *Public Diplomacy*

- B.3.1 Establish Effective Public Diplomacy Program
- B.3.2 Communicate U.S. Policy Assertively
- B.3.3 Correct Misconceptions About U.S. Intentions

B.4 *Promote Development Projects Funded by American People*



Proposed Priority Goals and Sub-Goals – C.0 Sub-Saharan Africa (1)

- C.1 *Secure Peace and Democracy Countrywide***
- C.1.1 Support Sudanese People to Implement North/South Comprehensive Peace Agreement
- C.1.1.1 Meet Basic Humanitarian Assistance Needs in Darfur
- C.1.1.2 Protect Vulnerable People in Darfur
- C.1.1.3 Support Accountability for Serious Violations of Human Rights
- C.1.1.4 Facilitate Dialog Among Contending Parties
- C.1.1.5 Negotiate Introduction of Credible and Effective Peacekeeping Force Leading to Sustainable Peace

- C.2 *Support Post-Conflict Reconstruction (Liberia, DRC, and Post-Conflict Countries)***

- C.3 *Promote Stability Across Africa through Strengthen Bilateral Relations with Key Sub-Regional States (South Africa, Nigeria, and Kenya)***

- C.4 *Support Development of National Contingents of the African Standby Force***

Source: Derived from *Strategic Plan Fiscal Years 2007-2012*, Department of State, 7 May 2007, pp. 50-51.



Proposed Priority Goals and Sub-Goals – C.0 Sub-Saharan Africa (2)

C.5 *Encourage Economic Growth*

C.5.1 Promote Private Sector Development

C.5.2 Increase sub-Saharan African Competitiveness

C.5.3 Integrate sub-Saharan African Nations into the Global Economy

C.5.4 Improve the Investment Climate

C.5.5 Improve Human Capital

C.5.5.1 Improve Livelihoods

C.5.6 Improve Finance

C.5.7 Improve Infrastructure

C.5.8 Increase Agricultural Productivity

C.5.8.1 Reduce Hunger in sub-Saharan Africa by Half by 2015

C.5.8.2 Promote Food Security for Rural Populations

C.5.9 Promote Rural Diversification

C.5.10 Improve Natural Resource Management

C.5.10.1 Support Congo Basin Forest Partnership

C.5.10.2 Conserve Forest and Wildlife Resource



Proposed Priority Goals and Sub-Goals – C.0 Sub-Saharan Africa (3)

C.6 *Democracy and Human Rights*

C.6.1 Support the African Peer Review Mechanism

C.6.2 Help sub-Saharan African Nations Reform and Strengthen Democratic Institutions

C.6.3 Promote the Role of Women and Youth

C.7 *Provide Humanitarian Assistance to Speed Recovery from Conflict and Disaster*

C.7.1 Facilitate Return of Refugees

C.7.2 Help Improve African National Disaster Management Capabilities

C.7.3 Promote Improvements in Civil Society Response to Humanitarian Emergencies

C.8 *Encourage Building Democratic Institutions Through Regional Organizations*

C.8.1 Help African Regional Organizations Reform and Strengthen Democratic Institutions

C.8.2 Support the Regional Economic Communities with Developing the African Standby Force

C.8.3 Help Improve sub-Saharan African Regional Disaster Management Capabilities



Proposed Priority Goals and Sub-Goals – C.0 Sub-Saharan Africa (4)

C.9 *Counterterrorism*

- C.9.1 Strengthen sub-Saharan African Counterterrorism Cooperation and Capacity
- C.9.2 Help sub-Saharan Africans Reform and Strengthen Democratic Institutions
- C.9.3 Strengthen sub-Saharan African Counterterrorism Cooperation and Capacity
- C.9.4 Assist sub-Saharan African States in Their Resolve to Fight Corruption
- C.9.5 Assist sub-Saharan African States to Meet International Nonproliferation Obligations for WMD

C.10 *Support Reduction of HIV/AIDS and Infectious Diseases*

- C.10.1 Provide AIDS Relief
- C.10.2 Reduce sub-Saharan African Malaria Mortality by 50 Percent in 15 Countries



Foreign Assistance Objectives

<i>Objectives</i>				
<i>Peace and Security</i>	<i>Governing Justly and Democratically</i>	<i>Investing in People</i>	<i>Economic Growth</i>	<i>Humanitarian Assistance</i>
<i>Program Areas</i>				
Counter Terrorism	Rule of Law and Human Rights	Health	Macroeconomic Foundation for Growth	Protection, Assistance, and Solutions
Combating WMD	Good Governance	Education	Trade and Investment	Disaster Readiness
Stabilization Operations and Defense Reform	Political Competition and Consensus-Building	Social Services and Protection for Vulnerable Populations	Financial Sector	Migration Management
Counternarcotics	Civil Society		Infrastructure	
Transnational Crime			Agriculture	
Conflict Mitigation and Response			Private Sector Competitiveness	
			Economic Opportunity	
			Environment	

Sources: Strategic Plan 2007-2012, p. 58. See also *Foreign Assistance Standardized Program Structure and Definitions*, Director of Foreign Assistance, Department of State, 20 October 2006.

Foreign Assistance – Assistance ranging from the sale of military equipment to donations of food and medical supplies to aid survivors of natural and manmade disasters. United States assistance takes three forms – development assistance, humanitarian assistance, and security assistance. (Source: Joint Pub 1-02)



Crosswalk Matrix

	Objectives				
	<i>Peace and Security</i>	<i>Governing Justly and Democratically</i>	<i>Investing in People</i>	<i>Economic Growth</i>	<i>Humanitarian Assistance</i>
Goals					
A.0	AFRICOM				
A.1					
A.1.1					
⋮					
B.0	Northern Africa				
⋮					
C.0	Sub-Saharan Africa				
⋮					
C.10.2					



Agenda

- Background
- Derivation of Goals and Objectives

 • ***Organizations and Programs***



Organizational Mandates

- **Authority** – The legally binding instrument that authorizes and/or constrains the policy and procedures issued as USAID direction. These instruments include laws, regulations, Executive Orders, court decisions, and rulings by Federal authorities. “Authority” refers to the legal ability or power to give commands, enforce compliance, or make decisions. (Source: USAID Glossary)
 - Authorities may also be found in mission statements of organizations derived from USC. (Stipulated)
- **Activity**
 - A set of actions through which inputs, such as commodities, technical assistance, training, or resource transfers, are mobilized to produce specific outputs, such as vaccinations given, schools built, micro-enterprise loans issued, or policies changed. Activities are undertaken to achieve Strategic or Special Objectives that have been formally approved and notified to Congress. (Source: USAID Glossary)
 - A function, mission, action, or collection of actions. (Source: Joint Pub 1-02)



Organizations Plan and Conduct

- **Foreign Assistance** – Assistance ranging from the sale of military equipment to donations of food and medical supplies to aid survivors of natural and manmade disasters. United States assistance takes three forms – development assistance, humanitarian assistance, and security assistance. (Source: Joint Pub 1-02)
 - **Foreign Assistance** does not appear to be defined in either the DoS or USAID glossaries or in 22 U.S. Code.
- **Security Assistance** – Groups of programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act (AECA) of 1976, 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. (Source: Joint Pub 1-02)
- **Security Cooperation** – 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. Source: Joint Pub 1-02)



Example of Organizations with Foreign Operation Mandates

Organizations		Peace and Security	Governing Justly and Democratically	Investing in People	Economic Growth	Humanitarian Assistance	International Operations
U.S. Department of Agriculture	USDA			Y	Y	Y	Y
Agricultural Marketing Service	AMS				Y		
Animal and Plant Health Inspection Service	APHIS				Y		
Cooperative State Research, Education, and Extension Service	CSREES			Y	Y		
Foreign Agricultural Service	FAS			Y	Y	Y	
Forest Service	FS				Y		
International Programs Office	IPO				Y		
Natural Resource Conservation Service	NRCS				Y		
Production Estimates and Crop Assessment Division	PECAD						Y
Department of Commerce	DoC	Y	Y	Y	Y		
International Trade Administration	ITA				Y		
Bureau of Industry and Security	BIS	Y	Y				
Economics and Statistics Administration	ESA		Y				
U.S. Patent and Trademark Office	USPTO		Y		Y		
National Institute of Standards and Technology	NIST		Y				
National Oceanic and Atmospheric Administration	NOAA		Y	Y	Y		
National Telecommunications and Information Administration	NTIA		Y	Y	Y		
Department of Defense	DoD	Y	Y	Y		Y	Y
Office of the Secretary of Defense	OSD	Y	Y			Y	
Chairman, Joint Chiefs of Staff	CJCS	Y	Y			Y	
Joint Staff	JS	Y	Y			Y	
Military Departments	MILDEP	Y	Y	Y		Y	Y
Combatant Commands	COCOM	Y	Y			Y	Y
Defense Agencies	DA	Y	Y			Y	Y
Regional Centers of Excellence	CoE	Y	Y	Y			
U.S. Army Corps of Engineers	USACE	Y				Y	Y
Department of Energy	DoE	Y					Y

96 subordinate organizations from 12 Departments and 10 Agencies



Foreign Assistance Tools

- **Initiative** – An act or strategy intended to resolve a difficulty or improve a situation. (Source: Oxford American Dictionary)
 - The President usually authorizes foreign assistance initiatives (e.g., the African Education Initiative (AEI), the Global Peace Operations Initiative (GPOI), President’s Malaria Initiative (PMI), etc.). (Stipulated)
- **Program** – An organized set of activities and allocation of resources directed toward a common purpose, objective, or goal undertaken or proposed by an agency to carry out the responsibilities assigned to it. (Source: USAID Glossary)
 - Congress may establish programs (e.g., International Military Education and Training (IMET), Foreign Military Financing (FMF), the Disaster Response Training Program (DRTP), etc.) or executive departments and agencies may establish them (e.g., African Regional Program (ARP), the International Criminal Investigative Training Assistance Program (ICITAP), etc.). (Stipulated)
- **Project** – One of several possible types of activities that contribute to a given result or set of results. It is a structured undertaking (often involving considerable money, personnel, and equipment) of limited duration that is developed through various administrative, analytical, and approval processes to achieve a tangible objective (such as a school construction project, adult literacy project). (Source: USAID Glossary)



Example of Initiatives, Programs and Projects

Programs and Initiatives							Responsible Organizations
		Peace and Security	Governing Justly and Democratically	Investing in People	Economic Growth	Humanitarian Assistance	
1206 Funding (Building Capacity of Foreign Forces)	1206	Y	Y				DoD and DoS
1207 Funding (Security and Stabilization Assistance)	1207	Y					DoD and DoS
1208 Funding (Reimbursement for Coalition Partners in U.S. Operation)	1208	Y					DoD and DoS
Africa Conflict and Peacebuilding Fund	ACPF	Y	Y				USAID
African Contingency Operations Training Assistance	ACOTA	Y					DoS, DoD
African Education Initiative	AEI			Y			USAID
African Financial Sector Initiative	AFSI				Y		OPIC
African Global Competitiveness Initiative	AGCI				Y		USAID
African Growth and Opportunity Act	AGOA			Y	Y		DoS, UNSAID
African Maritime Governance Initiative	AGMI	Y	Y				DoS, DoD, DHS, DoC
African Partnership Station	APS	Y	Y				DoS, DoD, DHS, DoJ
African Regional Programs	ARP		Y				DoS
Airport and Industrial Park Projects	AIPP				Y		MCC
Agricultural Productivity and Natural Resource Management Programs	APNRM			Y			USAID, USDA
Agricultural Project	AP				Y		MCC
Anti-Corruption Initiative	ACI		Y				USAID
Anti-Trafficking Activities in Nigeria	ATA-N	Y	Y				USAID
Aviation Leadership Program	ALP	Y					DoS, DoD
Bilateral or Regional Cooperation Programs	BRCP	Y					DoS, DoD
Central African Regional Program for the Environment	CARPE				Y		USAID
Child Survival and Health Fund	CSH			Y			USAID
Children Affected by Armed Conflict	CAAC			Y			DoL
Civil-Military Emergency Preparedness	CMEP		Y			Y	DoD
Clean Energy Initiative	CEI				Y		USAID, DoE, EPA

128 USG initiatives, programs, and projects *Civilian Military Civil-Military*



Illustration of Crosswalk

C.3 Promote Stability Across Africa through Strengthening Bilateral Relations with Key Sub-Regional States (South Africa, Nigeria, and Kenya)						
					Econ-5, CD-3A, CD-3B, CD-7A	
		PD-2A				
		AF, AFR, IO, PM, CD, DoD, USIP	AF, DRL, AFR, CD, OCFT, OTLA, TAATC	S/GAC, AF, AFR, CDC, PHS, GH	AF, EB, AFR, DCHA, FAS, ADF, MCC, SAEDF, USTDA, USTR	AF, AFR, DCHA, DoD, PRM, FEMA
		1206, <i>AWC-EP, AWC-FP, CDTS, CNAP, CTFP, DCCEP, DRMS, DIRI, ATAN, FMF, GPOI (ACOTA), IMET, INCLE, JCET, JCTP, NADR, PSI, SPP, UEP, USCG--FCP</i>	<i>ACI, ARP, DA, DF, DGP, DFALRE, ICITAP, OPDAT, PFE, WJEI</i>	<i>CSH, EP, Global Fund, HAWE, HHRAA, MHAPP, PEPFAR, PMI</i>	<i>AGCI, AP, CEI, DA, DFI, ESF, ESP, FTF, GCCI, IAIL, LM DP, LMI, TRADE, WJEI, WPI</i>	<i>D RTP (CMEP), MRA</i>
C.4 Support Development of National Contingents of the African Standby Force						
					Econ-6B, CD-3B	
			RoL-12			
		DoD, AFR, AF, PM, INL, USIP, CD, DCHA	DoD, AFR, AF, PM, INL, FLETC, USIP, CD, DCHA			
		<i>FMF, FMS, GPOI (ACOTA), IMET, JCET, SPP, UEP</i>	<i>GPOI, ICITAP</i>			
C.5 Encourage Economic Growth						
					Econ-1A, Econ-15, Econ-18A, Econ-18B, Econ-19, Econ-2, Econ-23	
			SSR-39			
		AF, AFR, DoD	AF, AFR, INL, CD, DCHA		FAS, ITA, BLM, MMS, FWLS, OCFT, OTLA, TAATC, AFR, IO, EB, DRL, OES, OTA, AF, ADF, SAEDF, MCC, Ex-Im Bank, OPIC, USTDA, USTR	
		<i>AMGI, APS</i>	<i>ACI, OPDAT</i>		<i>AGCI, AGOA, DA, DFI, ESF, GCCI</i>	

Recommendation

Organizations

Foreign Assistance Tools



Questions?