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Building Partnership Capacity

May 2006



QDR Execution Roadmap

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DEPUTY SECRETARY OF DEFENSE

1010 DEFENSE PENTAGON
WASHINGTON, DC 20301-1010

MAY 22 2006

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
COMMANDERS OF THE COMBATANT COMMANDS
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTOR, PROGRAM ANALYSIS AND EVALUATION
DIRECTOR, NET ASSESSMENT
DIRECTOR, FORCE TRANSFORMATION
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Quadrennial Defense Review Building Partnership Capacity (BPC)
Execution Roadmap

As the Quadrennial Defense Review (QDR) concluded in 2006, a number of important initiatives were identified that warranted a greater degree of attention during the QDR execution process. To this end, the Department of Defense instituted follow-on QDR execution roadmaps. The roadmaps clearly define important objectives, timelines, performance metrics, and an oversight process to ensure that objectives identified during the QDR are achieved. The roadmaps complement the Strategic Planning Guidance (SPG) and Security Cooperation Guidance (SCG) and provide senior leadership with a mechanism to advance high-priority issues for decision through the FY 2008-2013 defense program.

Attached is the BPC Execution Roadmap that identifies critical actions and lead components for each of the approximately 22 tasks due over the course of the next 18 months. I have approved an aggressive timeline for implementation, understanding the effort that will be required across the Department to meet these timelines. Successfully executing the BPC Roadmap is critical to the defense of this Nation as we prosecute the long war. Additionally, every effort should be made to integrate BPC-related capabilities into the FY 2008-2013 defense program.

Attachment:
As stated

Shanks
Andrew

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QDR Execution Roadmap Building Partnership Capacity



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1.0 Introduction

1.1 Purpose

1.1.1. The Building Partnership Capacity (BPC) Roadmap facilitates transition to QDR implementation by providing strategic direction and a plan of action for the partnership capacity related set of QDR decisions. The QDR Report and DOD Directive 3000.05 provide the Secretary of Defense's guidance to the Department on the shift of emphasis needed to meet the new strategic environment.

1.1.2. In this Roadmap, the shift in emphasis / strategic direction is manifested by changing the Department's approaches, for example: from vertical structures and processes to more transparent, horizontal integration; from fragmented assistance to civilian agencies to an integrated homeland security approach; from static alliances to dynamic partnerships; from the US military performing tasks to a focus on building partner capabilities; and, from Department of Defense solutions to interagency solutions.

1.1.3. The Roadmap's plan of action identifies the tasks, offices of primary and coordinating responsibility, and due dates for the building partnership capacity objectives.

1.2 Statement of the Problem

1.2.1. The nation's strategic objectives are unattainable without a unified approach among capable partners at home and with key friends and allies abroad. Effectively integrating DOD's contribution with those of other instruments of national power, as well as with international partners, was a central theme of the 2006 Quadrennial Defense Review.

1.2.2. The Department of Defense requires a long-term, focused approach to build the capacity and capability of its mission-critical partnerships. Executing the BPC Roadmap tasks is the way the Department will generate increased partnership capacity for its high priority missions.

1.3 Definitions

1.3.1. Building Partnership Capacity: *Targeted efforts to improve the collective capabilities and performance of the Department of Defense and its partners.*

1.3.2. The Department's partners include all those with whom it cooperates to achieve the national goals such as the following:

- Other departments and agencies of the United States Government
- State and local governments
- Allies, coalition members, host nations, and other nations
- Multinational organizations
- Non-governmental organizations
- The private sector

1.3.3. Partnership capacity includes, but is not limited to, the capability to:

- Defeat terrorist networks
- Defend the US homeland in depth
- Shape the choices of countries at strategic crossroads
- Prevent hostile states and non-state actors from acquiring or using WMD
- Conduct irregular warfare (IW) and stabilization, security, transition and reconstruction (SSTR) operations
- Conduct "military diplomacy"
- Enable host countries to provide good governance
- Enable the success of integrated foreign assistance

1.3.4. In all instances in which offices of primary and coordinating responsibility are cited in this Roadmap, the citation shall universally mean *including, but not limited to*, the named offices.

1.3.5. In all instances in which a list appears in this Roadmap, the list shall universally *include, but not be limited to*, the items named.

2.0 Strategic Direction

2.1 Overview

2.1.1. The QDR directed the Department of Defense to support and enable our partnerships with other US Government agencies and key allies and friends abroad in order to improve policy, planning, and execution of national and homeland security missions.

2.1.2. The QDR recognized that the Department of Defense cannot meet many of today's complex challenges alone. Success requires unified statecraft: the ability of the US government to bring to bear all elements of national power at home and to work in close cooperation with allies and partners abroad.

2.2 Strengthen Interagency Planning and Operations

2.2.1. Just as the Second World War posed immense challenges that spurred Combined and Joint Operations within the military, today's environment demands that all agencies of government become adept at integrating efforts into a unified strategy. The Department's efforts must nest within a larger national security context, and must contribute directly to US foreign policy and strategic objectives.

2.2.2. This requires much more than mere coordination: the Department must work "hand in glove" with other agencies to execute the President's *National Security Strategy* and *National Strategy for Homeland Security*. Interagency and international combined operations truly are the new Joint operations. This does not mean that the Department seeks to control or direct other agencies. On the contrary, it means that supporting and enabling other agencies, working toward common objectives, and building the capacity of partners are indispensable elements of the Department's mission.

2.2.3. As part of this effort, the Department will consider detailing DOD personnel to other agencies in support of those agencies' efforts to build their planning and deployment capabilities.

2.3 Enhance the Capabilities of, and Cooperation with, International Partners

2.3.1. Whenever advisable, the United States will work with or through others: enabling allied and partner capabilities, building their capacity and developing collaborative mechanisms to share the decisions, risks and responsibilities of today's complex challenges. The United States must work with new international partners in less familiar areas of the world to reduce the drivers of instability, prevent terrorist attacks or

disrupt their networks, to deny sanctuary to terrorists anywhere in the world, to separate terrorists from host populations and ultimately to defeat them.

2.3.2. This means that the Department must be prepared to grow a new team of leaders and operators, who are comfortable working in remote regions of the world, dealing with local and tribal communities, adapting to foreign languages and cultures, working with local networks, operating alongside or within United Nations organizations, and working alongside non-governmental organizations to further US and partner interests through personal engagement, persuasion and quiet influence – rather than through military force alone. To support this effort, new approaches to education assignments and career incentives, as well as new authorities are needed. During the Cold War the legal authorities for military action, intelligence, foreign military assistance and cooperation with foreign police and security services were separately defined and segregated from each other. Today, there is a need for US forces to transition rapidly between these types of authorities in an agile and flexible manner, to meet the challenges of the 21st century.

2.3.3. In implementing QDR direction, this Roadmap complements the Joint Command and Control Roadmap, the Irregular Warfare Roadmap, the effort to implement DOD Directive 3000.05, *Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations*, and implementation of the *Security Cooperation Guidance*, and the *Strategic Planning Guidance*. The companion Authorities Execution Roadmap will address legislative changes related to building partnership capacity.

3.0 Strengthen Interagency Planning and Operations

3.1 Objective: Improve Integrated Strategy Development and Planning

3.1.1. Unity of effort requires that strategies, plans and operations be coordinated with partners. Authorities, procedures and practices must enable seamless integration of federal, state and local capabilities at home, and among US government capabilities overseas. Drawing on operational experience, and lessons learned during the last four years, the QDR examined changes within and beyond DOD to strengthen unity of effort. Improved interagency planning, preparation and execution will allow faster and more effective action in dealing with 21st century challenges.

3.1.2. The long-term capability of the USG to provide unified statecraft depends upon the professionals responsible for national security policy, planning, and execution. An interagency cadre of senior military and civilian professionals able to effectively integrate and orchestrate the contributions of individual government agencies on behalf of larger national security interests would significantly enhance prospects for success.

3.1.3. By 30 June 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman of the Joint Chiefs of Staff (hereafter referred to as the Chairman), shall present to the Deputy Secretary of Defense (hereafter referred to as the Deputy Secretary) a concept brief on a *National Security Planning Guidance (NSPG)*, to include:

- 3.1.3.1. A proposal for engaging interagency counterparts in the national and homeland security fields in preparing such guidance for the approval of the National Security Council Deputies Committee
- 3.1.3.2. Potential organizational approaches for drafting and coordinating the guidance
- 3.1.3.3. A proposed table of contents for an NSPG
- 3.1.3.4. A proposed list of DOD responsibilities to be delineated within the NSPG
- 3.1.3.5. A proposed timeline for publication of an NSPG
- 3.1.3.6. A proposal for DOD support to launch an NSPG

3.1.4. By 31 July 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman, shall provide the Deputy Secretary with a plan of action for **integrating interagency participation in DOD planning**, to include:

- 3.1.4.1. A summary of current non-DOD involvement in DOD planning

3.1.4.2. Recommendations for priority planning activities that should include increased interagency participation

3.1.4.3. Recommendations for managing security implications of broader participation in DOD planning

3.1.5. By 31 July 2006, CDRUSJFCOM, in coordination with the Under Secretary of Defense for Policy, shall provide the Deputy Secretary with a plan of action for **improving interagency planning at the combatant command, joint task force, and major subordinate command levels**, to include:

3.1.5.1. Recommendations on the role and staffing of Joint Interagency Coordination Groups

3.1.5.2. Recommendations on the placement, role, and staffing of Department of State Political Advisors

3.1.5.3. Recommendations on the placement of advisors from the Office of the Secretary of Defense at combatant commands

3.1.6. By 31 July 2006, the Chairman, in coordination with the Under Secretary of Defense for Personnel and Readiness and the Under Secretary of Defense for Policy, shall provide the Deputy Secretary with a plan of action for **expanding DOD training programs to civilian planners** from other US Government departments and agencies, to include:

3.1.6.1. The participation of interagency counterparts in the national and homeland security fields in developing such training programs

3.1.6.2. Data on all relevant DOD training programs to which federal agencies and departments have access

3.1.6.3. Training programs on developing and implementing strategic-level plans for disaster assistance, consequence management and catastrophic events

3.1.6.4. Consideration of how to leverage non-DOD training and education programs in order to integrate USG strategy development and planning

3.1.6.5. Recommendations on expanding and funding the Interagency Training, Education and After Action Review Program

3.1.7. By 30 June 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman, shall present to the Deputy Secretary a concept brief for establishing an expanded **National Security University (NSU)**, to include:

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- 3.1.7.1. A progress report on the congressionally mandated study outlined in section 583 of the 2006 National Defense Authorization Act
- 3.1.7.2. Professional military education and curriculum design considerations; language and cultural awareness education
- 3.1.7.3. Relationships among NSU and other educational and outreach institutions, both US Government-operated and private
- 3.1.7.4. Factors relating to student matriculation, retention, and placement
- 3.1.7.5. Efforts to ensure cost-sharing among sponsoring and participating organizations
- 3.1.7.6. DOD command and control relationships and arrangements

3.1.8. By 30 July 2006, the Under Secretary of Defense for Policy, in coordination with the Under Secretary of Defense for Personnel and Readiness, the Chairman, and the Secretaries of the military departments, shall present to the Deputy Secretary an initial concept brief for the creation of an interagency **National Security Officer (NSO) corps**, to include:

- 3.1.8.1. A proposal for engaging interagency counterparts in the national and homeland security fields in developing the NSO corps concept for the approval of the Deputies Committee
- 3.1.8.2. Recommendations for interagency processes to identify and bring together experts from the USG, public and private educational institutions, federally funded and private sector research institutions, and other sources.
- 3.1.8.3. Proposed approaches for NSO corps creation short of legislation
- 3.1.8.4. Analysis of potential implementation costs associated with various options
- 3.1.8.5. Proposed approaches for prerequisite competency testing, working with the Federal Executive Institute
- 3.1.8.6. Consideration of the Department's proposal for improving the expertise of the Senior Executive Service in joint matters
- 3.1.8.7. Public and legislative affairs campaign plans

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3.2 Objective: Improve Complex Interagency Operations at Home

3.2.1. As articulated in the Department's *Strategy for Homeland Defense and Civil Support* and the *National Maritime Security Policy*, the Department's strategic goal for homeland defense is to secure the United States from direct attack. To achieve this goal, the Department will work as part of an interagency effort with the Department of Homeland Security, other federal departments and agencies, and state and local governments.

3.2.2. The Department seeks to improve the homeland defense and consequence management capabilities of its national partners. Successful homeland defense requires integrated planning, new operational concepts, and sharing information, expertise and technology across military and civilian boundaries. The Department will leverage its comparative advantages by providing expertise in planning, training, command & control, and exercising to the Department of Homeland Security and to state and local governments. Working together, this partnership will improve interagency planning and scenario development and will enhance interoperability through experimentation, testing, training, and exercises.

3.2.3. By 30 June 2007, the Assistant Secretary of Defense for Homeland Defense, in partnership with the Department of Homeland Security, and in coordination with the Chairman, and all relevant DOD components, shall provide the Deputy Secretary with a plan of action for establishing a ***National Homeland Security Plan (NHSP)***. The *NHSP* is envisioned to be a detailed pre-event counterpart to the *National Response Plan*, focused on the deterrence and prevention of attacks aimed at the United States. The plan of action shall be based in part on the following elements:

3.2.3.1. A comprehensive interagency review of the *National Response Plan*

3.2.3.2. The effect of the new *National Implementation Plan* for the war on terrorism

3.2.3.3. The Homeland Security Council-led comprehensive homeland security review

3.2.4. By 30 September 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman, and all relevant DOD components, shall provide the Deputy Secretary with a plan of action to promote and support DOD participation in both the **National Exercise and Evaluation Program** and the **National Security Exercise Program**. The plan of action shall include recommendations, suitable for presentation to the National Security Council Deputies Committee, on:

- 3.2.4.1. Facilitating greater USG-wide planning and budgeting for the National Exercise and Evaluation Program
- 3.2.4.2. Incorporating National Security Council participation in exercises with a national security focus
- 3.2.4.3. Synchronizing exercises of the Department of Homeland Security's National Exercise Program (NEP), the Chairman's Exercise Program (CEP), and the Joint Exercise Program (JEP) at the DOD-led Worldwide Joint Training and Scheduling Conference and DHS-led National Exercise Scheduling Conference series
- 3.2.4.4. Designating two or more exercises per year as national full-scope interagency exercises
- 3.2.4.5. Designating four or more senior officials' exercises as National Security Exercise Program exercises
- 3.2.4.6. Designating DOD homeland defense and civil support exercises as National Security Exercise Program exercises

3.2.5. By 30 September 2006, the Assistant Secretary of Defense for Homeland Defense, in coordination with the Chairman and the Under Secretary for Personnel & Readiness, and in consultation with the Department of Homeland Security, shall provide the Deputy Secretary with a proposed report to Congress – per Section 583 of the 2006 National Defense Authorization Act – on options among public and private educational institutions and facilities, including an option of using the National Defense University (or the potential new National Security University), for providing **strategic-level homeland defense education and related research opportunities** to civilian and military leaders from all agencies of government in order to contribute to the development of a common understanding of core homeland defense principles and of effective interagency homeland defense strategies, policies, doctrines, and processes.

3.3 Objective: Improve Complex Interagency Operations Abroad

3.3.1. Although many USG organizations possess knowledge and skills needed to perform tasks critical to complex operations, they are often not chartered or resourced to maintain deployable capabilities. Thus, the Department of Defense has tended to become the default responder during many contingencies. This is a short-term necessity for which the Department continues to improve its capabilities. Recognizing that other agencies capabilities and performance are often critical to mission success, the Department supports

longer-term efforts to enable other agencies' to strengthen their capabilities to make effective interagency operations abroad more feasible.

3.3.2. By 30 June 2006, the Assistant Secretary of Defense for Legislative Affairs, in coordination with the Under Secretary of Defense for Policy, the Chairman and the Combatant Commanders, shall provide the Deputy Secretary with a plan of action for supporting the State Department's efforts to obtain substantially increased resources for the **Coordinator for Reconstruction & Stabilization (S/CRS)** and to establish a deployable Civilian Reserve Corps and a Conflict Response Fund, to include:

3.3.2.1. A designated OSD point of contact for legislative support to the State Department

3.3.2.2. Organized general and flag officer support for State Department officials appearing before Congress, particularly from the combatant commands, including letters, phone calls, and appearances

3.3.2.3. Efforts in support of State Department budget requests

3.3.2.4. Efforts in support of legislation such as that proposed in the Stabilization and Reconstruction Management Act of 2005 (S.209, not enacted) for the purpose of providing for the development, as a core mission of the Department of State and the US Agency for International Development, of an effective expert civilian response capability to carry out stabilization and reconstruction activities

3.3.2.5. Extension of existing DOD transfer authority under Section 1207 of the 2006 National Defense Authorization Act

3.3.2.6. Proposal(s) for detailing DOD staff to S/CRS

3.3.2.7. Utilization of the Civilian Linguist Reserve Corps Pilot Program

3.3.3. By 30 June 2006, the Assistant Secretary of Defense for Legislative Affairs, in coordination with the Under Secretary of Defense for Policy, the Chairman and the Combatant Commanders, shall provide the Deputy Secretary with a plan of action for supporting **US Agency for International Development (USAID)**'s transformation efforts and those activities of other civilian agencies to obtain additional resources to be able to deploy civilian experts for SSTR operations.

3.3.4. By 30 September 2007, CDRUSJFCOM, in coordination with the Chairman and all concerned DOD components and in collaboration with USG partners, shall develop and experiment with a Joint concept for strategic partnerships to extend governance to **under- and ungoverned areas** and report findings and recommendations to the Deputy

Secretary. Governance shall include security, economy and infrastructure, political institutions, and rule of law.

3.3.5. By 30 November 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman, shall provide the Deputy Secretary with a plan of action for generating a **DOD capability** to enable strategic partnerships to extend governance to **under- and ungoverned areas**. Governance shall include security, economy and infrastructure, political institutions, and rule of law.

4.0 Enhance the Capabilities of, and Cooperation with, International Partners

4.1 Objective: Improve Security Cooperation Effectiveness

4.1.1. The Department undertakes a number of security cooperation activities to enable and encourage our foreign partners to work with us to achieve our common strategic objectives. Security cooperation activities are aimed at preventing future crises and, should preventative efforts fail, ensuring that the Department and its partners are sufficiently trained, equipped, and positioned to respond when necessary. The Department must also ensure that we are reinforcing, and not duplicating, efforts with international partners in our capacity building initiatives.

4.1.2. The Department must work with its domestic partners to ensure that we share a common vision for achieving national security policy priorities. This will require greater transparency and greater routine communication across the USG in identifying security cooperation priorities and objectives and in ensuring that USG-wide resources are being used as effectively and efficiently as possible.

4.1.3. By 31 October 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman, shall provide the Deputy Secretary with a plan of action for **improving security cooperation processes** within the Department of Defense, to include:

- 4.1.3.1. Clarifying security cooperation roles and responsibilities across DOD
- 4.1.3.2. Improving DOD's ability to assess the return on its security cooperation investments
- 4.1.3.3. Improving interagency coordination of security cooperation programs and initiatives at the strategy development, planning, and execution levels
- 4.1.3.4. Improving DOD's processes for prioritizing, sequencing, and sourcing education and training requirements for partner countries
- 4.1.3.5. Providing the responsible organizations, particularly the combatant commanders, with the tools and resources they need to effectively oversee and manage security cooperation programs and initiatives
- 4.1.3.6. Expanding the Regional Defense Counterterrorism Fellowship Program to provide greater operational and strategic education and training; focusing on both partner countries and regional activities, and especially incorporating into the fellowship program security officials who are engaged in combating terrorism

4.2 Objective: Leverage Security Cooperation in support of Homeland Defense and Civil Support Missions

4.2.1. The United States and its partners have a shared interest in improving mutual capabilities for homeland defense and civil support. Often, security cooperation activities that enable homeland defense and civil support also support broader objectives such as those in the *National Security Strategy*, the *Security Cooperation Guidance*, and the DOD Directive, *Military Support for Stability, Security, Transition and Reconstruction (SSTR) Operations*. The Department should work with interagency partners to integrate these related activities where appropriate.

4.2.2. By 31 October 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman and all concerned components, and in consultation with the Department of Homeland Security, shall provide the Deputy Secretary with a plan of action, that builds on the Security Cooperation Guidance, for **enabling international partners' homeland defense and civil support capabilities**, to include:

- 4.2.2.1. Increasing emphasis on homeland defense and civil support capabilities in security cooperation activities worldwide
- 4.2.2.2. Training and equipping partner countries to conduct homeland defense and civil support missions
- 4.2.2.3. Developing mutually supporting consequence and crisis management capabilities, especially with our immediate neighbors
- 4.2.2.4. Supporting and expanding combatant commands' maritime and air security initiatives, especially in the approaches to the United States, such as: USPACOM's Regional Maritime Security program and USSOUTHCOM's Enduring Friendship and Regional Airspace in Latin America initiatives
- 4.2.2.5. Enhancing cooperation with Canada in air, land and maritime domains, building upon the recommendations of the US-Canada Bi-National Planning Group
- 4.2.2.6. Building new cooperative relationships with Mexico
- 4.2.2.7. Sharing homeland defense, civil support and continuity best practices, including research & development, with NATO and other allies
- 4.2.2.8. Expanding the contribution of Joint Interagency Task Force - South, Joint Interagency Task Force - West, and Joint Task Force - North, to include homeland defense missions

4.2.2.9. FYDP 2008-2013 budgetary implications to implement the plan of action

4.3 Objective: Strengthen Regional Centers for Outreach and Network-building

4.3.1. The QDR Report states that the Department will strengthen the regional centers to become USG assets in support of government outreach to regional opinion makers. The regional centers' core objectives are to counter ideological support for terrorism, to harmonize views on common security challenges, and to educate on the nature of security in civil societies. While the regional centers focus principally on having a strategic level, long-term, regional impact with US partners, the centers additionally should be able to support US national security & foreign policy interests and provide outreach and network support to combatant commands responding to crises and other high-impact events in their respective regions.

4.3.2. By 31 May 2006, the Under Secretary of Defense for Policy, in coordination/consultation with all concerned DOD components and interagency partners, shall provide the Deputy Secretary with a plan of action for strengthening the **regional centers** and effecting integration with related DOD activities and institutions as directed in the *2006 Strategic Planning Guidance*, to include consideration of:

- 4.3.2.1. Establishing a Regional Center Policy Board to advise the Department's senior leadership on issues such as the optimum use of the centers, management practices, and policy content/themes of the curricula
- 4.3.2.2. Establishing the proper relationship among the regional centers, the National Defense University, and the Naval Postgraduate School
- 4.3.2.3. Leveraging regional center competencies in Defense Attaché and Security Assistance Officer training programs
- 4.3.2.4. Expanding war college fellowship programs to the regional centers
- 4.3.2.5. Representation of the Services on the faculty of the regional centers
- 4.3.2.6. Representation of the State Dept. on the faculty of the regional centers
- 4.3.2.7. Establishing State Dept. permanent billets such as Ambassador grade Deputies, Political Advisors, and Public Diplomacy officers at the regional centers
- 4.3.2.8. Establishing USAID billets at the regional centers

- 4.3.2.9. Consolidating functional management responsibilities, such as IT budgeting and outreach tools, across the regional centers
- 4.3.2.10. Using information technology portals and other means to create, expand, and maintain communities of influence with program alumni and key opinion leaders individually or through foreign based chapters or organizations
- 4.3.2.11. Assumption of Executive Agent responsibilities by the Defense Security Cooperation Agency (DSCA)
- 4.3.2.12. Establishing in-region presence for the three DC-based regional centers
- 4.3.2.13. Proposed Title 10 authorities for hiring, compensating, or funding non-government participants in programs

4.4 Objective: Improve International Partners' Capabilities for SSTRO

4.4.1. International organizations, allies and other partners can operate in conjunction with, or instead of, US forces. Often international organizations can deploy personnel better suited to SSTR tasks than the US military. Regional organizations in particular often have better knowledge of local cultures, languages and terrain. The Department will work to improve the capabilities and capacities of international organizations, allies and partners to conduct SSTR operations in order to enhance their prospects for mission success and reduce the burden on US forces.

4.4.2. By 31 August 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman, CDRUSEUCOM and CDRUSJFCOM, shall prepare a plan of action to advocate the following initiatives at the **November 2006 NATO ministerial and summit**:

- 4.4.2.1. Institutionalizing SSTR planning in NATO planning processes
- 4.4.2.2. Developing SSTR standards and doctrine for NATO forces
- 4.4.2.3. Generating deployable NATO capabilities for SSTR operations
- 4.4.2.4. Identifying specific niche capabilities that may be carried out by NATO and member countries

4.4.3. By 31 August 2006, the Under Secretary of Defense for Policy, in coordination with the Chairman and the combatant commanders, shall provide the Deputy

Secretary with an evaluation of the **Global Peace Operations Initiative (GPOI)** and recommendations for future investments in African Union partner capacities.

4.4.4. By 31 August 2006, the Chairman, in coordination with the Under Secretary of Defense for Policy, shall provide the Deputy Secretary with a plan of action for DOD assistance – in areas such as strategic planning, doctrine development, education & training, and executive management – in support of USG efforts in the **reform of the UN Department of Peacekeeping Operations**. The plan of action shall consider ways for advising, training and providing personnel support, when necessary, to the UNDPKO military planning office.

4.5 Objective: Work with the Department of State and other Interagency Partners to Reform Foreign and Security Assistance

4.5.1. Foreign assistance is a key tool for achieving US foreign and security policy goals. To succeed in securing US interests, the United States needs a strategy-driven, integrated, flexible, timely, measurable and accountable approach to foreign assistance. Effective stewardship of America's tax dollars requires the United States to target its foreign assistance on those partners and programs that are critical to achieving US foreign and security policy goals and have a track record of good management. The Millennium Challenge Account is an example of how to use incentives to reward recipients for their good policies and to validate US returns on investments abroad. The Department needs to work closely with Congress, the State Department, USAID, and interagency partners to reform the laws, bureaucratic structures, and culture that govern foreign aid.

4.5.2. By 7 January 2007, the Under Secretary of Defense for Policy, in coordination with the Chairman, shall support the Department of State in preparing a Presidential report to Congress on **reforming foreign assistance**, in accordance with section 1206 of the 2006 National Defense Authorization Act.

4.5.3. By 30 September 2006, the Director of the Defense Security Cooperation Agency, in coordination with the Assistant Secretary for Legislative Affairs, shall provide the Under Secretary of Defense for Policy with a report on **DSCA's practices for executing foreign assistance**, especially Foreign Military Financing, and shall recommend changes for improving foreign assistance effectiveness.

4.5.4. By 31 January 2007, the Under Secretary of Defense for Policy, in coordination with the Chairman, DOD General Counsel, and the Assistant Secretary of Defense for Legislative Affairs, shall provide the Deputy Secretary with a proposal to Congress for **exempting IMET**, and other foreign assistance programs that are vital in the war on terror, from legal restrictions and sanctions.

5.0 Budgetary and Legislative Implications

5.1 Budgetary Implications

5.1.1. The Department's efforts to build the planning and operational capabilities of partner agencies and international partners have the potential to reduce the length of US force deployments, minimize the range of circumstances in which US forces are called upon, and preserve the Department's financial resources.

5.1.2. The Roadmap co-chairs, in coordination with Director PA&E and Director J8, shall include in the proposals brought to the Deputy Secretary assessments of the fiscal impact on the Department and, where appropriate and feasible, the fiscal impact on other federal agencies and international partners.

5.2 Legislative Implications

5.2.1. The Roadmap co-chairs will ensure that proposals for new or expanded authorities be coordinated with the co-chairs of the Authorities Roadmap and the Assistant Secretary of Defense for Legislative Affairs.

5.2.2. The Roadmap co-chairs will work with the Department of State and other federal departments and agencies to review legislation that affects the USG's ability to build partnership capacity.

6.0 Organization and Oversight

6.1 Overview of Organizational Structure

6.1.1. In accordance with the 5 January 2006 Deputy Secretary of Defense memorandum on the Execution Roadmaps, the Under Secretary of Defense for Policy Amb. Eric Edelman and the Vice Director J-5 RADM Bill Sullivan will co-chair the execution of the Building Partnership Capacity Roadmap and its Executive Committee.

6.1.2. The Roadmap co-chairs are responsible for overseeing all aspects of Roadmap execution. The co-chairs will review and approve recommendations in order to meet Roadmap objectives. The co-chairs will update and revise the Roadmap as needed in order to ensure its objectives are reached. The Roadmap co-chairs will provide interim progress reports and make recommendations to the Deputy Secretary of Defense via the "OPSDEPS & 8s" Tanks and the Deputy's Advisory Working Group.

6.1.3. There will be a Building partnership Capacity Roadmap Steering Committee, co-chaired by the Deputy Assistant Secretary of Defense for Stability Operations Dr. "Jeb" Nadaner and the J-5 Deputy Director for Global Strategic Partnerships Col Scott Norwood.

6.1.4. A staff element will support the Roadmap co-chairs in the execution of their duties. The staff will ensure effective liaison among the offices of primary responsibility designated in the Roadmap and will support the Roadmap co-chairs in integrating the execution of the Building Partnership Capacity Roadmap with other QDR Roadmaps and ongoing DOD and interagency efforts.

	BPC	Task	OPR	OCRs	Due Date
1	3.1.3.	Concept brief on a <i>National Security Planning Guidance (NSPG)</i>	DASD (Policy Planning)	DJ-5	6/30/06
2	3.1.4.	Plan of action for integrating interagency participation in DOD planning	DASD (R&P)	DJ-5, DJ-7	7/31/06
3	3.1.5.	Plan of action for improving interagency planning at the combatant command, joint task force, and major subordinate command levels	CDRUSJFCOM	DJ-7, DJ-5, DASD (R&P), DASD(STABOPS)	7/31/06
4	3.1.6.	Plan of action for expanding DOD training programs to civilian planners	DJ-7	DSCA, USDP, USD(P&R), SVCS, CDRUSJFCOM	7/31/06
5	3.1.7.	Concept brief for a National Security University (NSU)	DASD (Policy Planning)	DSCA, DJ-7, President NDU	6/30/06
6	3.1.8.	Concept brief for a National Security Officer (NSO) corps	DASD (Policy Planning)	USD(P&R), DJ-7, SVCS	7/30/06
7	3.2.3.	Plan of action for a National Homeland Security Plan (NHSP)	ASD(HD)	DJ-5, SVCS, NORTHCOM	6/30/07
8	3.2.4.	Plan of action for the National Exercise and Evaluation Program and National Security Exercise Program.	ASD(HD)	DJ-7 NORTHCOM, SVCS, PA&E, CDRUSJFCOM	9/30/06
9	3.2.5.	Report on strategic-level homeland defense education and related research opportunities	ASD(HD)	USD(P&R), DJ-7, SVCS	9/30/06
10	3.3.2	Plan of action for supporting the Coordinator for Reconstruction & Stabilization (S/CRS)	ASD(LA)	ASD(PA), DASD(STABOPS), USD(P&R), DJ-5, CDRUSJFCOM	6/30/06
11	3.3.3.	Plan of action for supporting US Agency for International Development (USAID)	ASD(LA)	DASD(STABOPS), DJ-5, CDRUSJFCOM	6/30/06
12	3.3.4.	Joint concept for under- and ungoverned areas	CDRUSJFCOM	DJ-5, DJ-7, DSCA, DASD (Policy Planning)	9/30/07
13	3.3.5.	Plan of action for generating DOD capability to extend governance to under- and ungoverned areas	DASD (Policy Planning)	DJ-8, DSCA, SVCS	11/30/06
14	4.1.3	Plan of action for implementing agile security cooperation processes	DASD (Policy Planning)	DJ-5, SVCS, DSCA, DOD GC	10/31/06
15	4.2.2.	Plan of action for enabling partners' homeland defense and civil support capabilities	ASD(HD)	DJ-5, DSCA, DA GC, SVCS, CoComs (All),	10/31/06
16	4.3.2	Plan of action for Regional Centers	PDASD(ISA)	DJ-5, GCoComs, SVCS, DSCA, DOD GC, USD(P&R)	5/31/06
17	4.4.2	Plan of action for the November 2006 NATO ministerial and summit	DASD(STABOPS)	DJ-5, EUCOM, CDRUSJFCOM	8/31/06
18	4.4.3	Evaluation of the Global Peace Operations Initiative (GPOI)	DASD(STABOPS)	DJ-5, DSCA	8/31/06
19	4.4.4	Plan of action for the reforming the UN Department of Peacekeeping Operations	DJ-5	DASD(STABOPS)	8/31/06
20	4.5.2	Report on reforming foreign assistance	USD(P)	DJ-5, DIR DSCA, DOD GC	1/7/07
21	4.5.3	Report on DSCA's practices for executing foreign assistance	DIR DSCA		9/30/06
22	4.5.4	Proposal for exempting IMET	USD(P)	ASD(LA), DJ-5, DSCA, DOD GC	1/31/07