

SETAF-AF G8: Resourcing Multi-Domain Competition Operations in Africa

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Competition among global powers on the African continent is continuous. China, Russia and regional non-state actors compete with the U.S. in order to achieve assured access to strategic geographic locations and natural resources. As the U.S. Africa Command (USAFRICOM) operational Army headquarters, Southern European Task Force – Africa (SETAF-AF) is charged with setting the theater by expanding the land power network, demonstrating capabilities, and developing new capabilities in support of multi-domain operations. Financial managers play a critical role in this process by integrating the wide variety of funding sources and authorities necessary to resource competition in Africa including: Security Force Assistance (SFA) events, JCS exercises, senior leader engagements (SLEs), and Army Support to Other Services (ASOS). This paper provides a brief overview of the complex tasks and coordination necessary to successfully resource SFA and exercises activities in order to compete on the African Continent.

Most financial managers within the Department of Defense have a deep knowledge and understanding of how to fund requirements in support of contingency operations, or in preparation for combat operations. Competing in Africa, however, requires resourcing a host of non-lethal operations including Security Force Assistance, JCS Exercises, and military to military (M2M) engagements. Far fewer financial managers have experience in resourcing these non-lethal operations executed during competition. Resourcing these missions requires careful planning and execution since they often require the use of multiple appropriations and special legal authorities such as 10 U.S. Code Section 312 (Payment of personnel expenses necessary for theater security cooperation), Section 321 (Training with friendly foreign countries: payment of training and exercise expenses) and Section 333 Foreign security forces: authority to build capacity.) Integration of these and other special authorities is required since security force assistance falls under the purview of the Secretary of State, thus special authority is granted by congress on a limited basis to execute specific congressionally-approved missions. Because congress funds the Department of State (DOS) to execute security force assistance, close cooperation between the Combatant Command (CCMD), DOS and the service component commands is essential to ensure the proper appropriations and authorities are in place to legally resource SFA events. Since the Department of State is the proponent for SFA, constant coordination is required between the Department of State, the CCMD, Socom and Component Commands. Because of the interagency and joint coordination required to identify, validate and approve SFA cases, the SETAF-AF G5 and not the G8 is responsible for programming for SFA requirements.

Security Force Assistance requirements are often identified and generated by individual country teams. These requirements are fully developed during a series of joint operational planning team meetings hosted by AFRICOM and attended by the SETAF-AF G5, country teams and USAFRICOM Component planners. Once the requirements are developed they are submitted to the Requirements Synchronization Working Group (RSWG) for validation. The RSWG is an annual capstone command and interagency planning event focused on identifying and validating five-year planned Security Cooperation and Security Assistance (SC/SA) programs, through a Whole-of-Government approach, in support of National Defense Strategy and USAFRICOM Campaign Plan objectives. The overall objective for RSWG is to validate a list of all SFA initiatives to align and enable all SFA activities with distinct authorities across the USAFRICOM Security Cooperation enterprise. The SFA activities are “bundled” into Significant

Security Cooperation Initiatives (SSCIs) for African countries that define specific five-year plans and objectives.

Once SFA requirements are validated by the RSWG, they are submitted to the Synchronizing the Resources Working Group for funding consideration. The STRWG is USAFRICOM's principle process to determine funding for new SFA cases. During the STRWG, USAFRICOM presents proposals to the Office of the Secretary of Defense for Title 10 funding, (As authorized by Section 333.) If OSD does not approve funding for an SFA case, it will be presented to Department of State for Title 22 funding consideration. Title 22 funding sources include the Global Peacekeeping Operations Initiative (GPOI), Counter Terror, Trans Sahara Counter Terrorism Program (TSCTP), and the Partnership for Regional East African Counter Terrorism (PREACT).

Once an SFA case is approved for funding, the Defense Security Cooperation Agency (DSCA) will present the partner nation with an offer to provide SFA. If the offer of assistance is accepted, DSCA forwards a letter of offer and acceptance and a funded Work Breakdown Structure (WBS) to SETAF-AF with specific instructions of when, where and what training is to be provided. Changes to the planned SFA case must be approved by both the SECDEF and SECSTATE and Congress must be informed, since each SFA case is individually approved by Congress, OSD, and the DoS

Actual execution of SFA cases must be carefully coordinated to ensure expenses are charged to the correct appropriation and account. A Security Force Assistance Brigade (SFAB) is assigned to USAFRICOM, and operationally controlled (OPCON) by SETAF-AF. The SFAB teams conduct a host of liaison, interoperability and SFA missions. Each one of these missions is conducted under different authorities and appropriations. G8, G5 and SFA planners meet routinely to ensure all stakeholders have a common operating picture and ensure an accurate accounting of all costs.

In addition to funding received from DSCA, SETAF-AF also utilizes funding from the Joint Chiefs of Staff Exercise program to conduct training and improve interoperability and cooperation with our NATO allies and African partner nations. Funding for the JCS Exercise Program is programmed by the CCMD and executed by the Service Component Commands. The premier exercise conducted by SETAF-AF is African Lion. African Lion is a Combined Joint Exercise that takes place in several countries across North and West Africa. The multinational, joint exercise is a critical training event that not only trains SETAF-AF's capability to function as the core of USAFRICOM's deployable combined joint headquarters (CJTFHQs), but also fosters cooperation and interoperability between U.S. forces and 28 Allies and partner nations that participate in this annual exercise.

Funding such an exercise requires complex budget integration and a myriad of international and intergovernmental agreements to ensure all required authorities, funding and logistical support are in place. The primary appropriations used other than Army O&M during these exercises are Defense Wide O&M (often used in conjunction with 10 USC 321 authority to fund partner nation participation in exercises), the Joint Exercise Transportation Program, and Official Representation Funds (ORF). Proper fund integration requires careful coordination with the G7, G4 and the protocol offices to ensure all costs are captured and allocated correctly.

Conclusion

The competition to become or remain a "partner of choice" with our allied nations in Africa is fierce and continuous. China, Russia and regional non-state actors will continue to compete with America in order diminish U.S. influence and gain assured access to strategic trade routes and natural resources. By ensuring the proper appropriations and authorities are at the SETAF-AF Commanding General's disposal

the G8 helps ensure security force assistance events, JCS exercises, and senior leader engagements are executed when and where they are needed to win the multi-domain battle.