

# THE NATIONAL GUARD STATE PARTNERSHIP PROGRAM

Forging and Maintaining Effective Security Cooperation Partnerships for the 21st Century



BY WILLIAM B. BOEHM, WITH CONTRIBUTIONS BY DEREK NESTELL AND STEVEN STEARNS

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NATIONAL GUARD BUREAU  
OFFICE OF PUBLIC AFFAIRS  
HISTORICAL SERVICES BRANCH  
ARLINGTON, VIRGINIA 22204



**CAPTIONS, CLOCKWISE FROM UPPER LEFT PHOTO, FRONT COVER:**

Sgt. 1st Class Tony Duben, of Devils Lake, N.D., works with Staff Sgt. Quave, a soldier in the Ghana Army, to prepare explosives for detonation in February 2011. Duben and Sgt. 1st Class Paul Deegan, both instructors with the North Dakota National Guard's 164th Regional Training Institute, traveled to Ghana as part of a combat engineer instructor exchange. Two Ghanaian instructors have spent the past two weeks in North Dakota as part of the latter half of the exchange. Photo by Sgt. 1st Class Paul Deegan, North Dakota National Guard.

Army Gen. Frank J. Grass, chief of the National Guard Bureau, talks with Mongolian soldiers serving in Afghanistan, Jan. 15, 2013. Mongolia is partnered with Alaska in the National Guard State Partnership Program. U.S. Army photo by Sgt. 1st Class Jim Greenhill.

Lt. Gen. (USAF) John B. Conaway (fourth from left), is greeted upon his arrival in Riga, Latvia by unidentified members of the Latvian Defense Force (in brown coats), along with other local officials on Nov. 16, 1992. Accompanying Lt. Gen. Conaway is Brig. Gen. (USAF) Thomas Lennon, on the extreme right. This trip to the Baltic states (Latvia, Lithuania, and Estonia), the first by officials of a Western state in over 50 years, marked the accession of the National Guard State Partnership Program. Photo courtesy of retired Col. Max Alston.

New Jersey Army National Guard soldier and an unidentified Albanian physician clasp hands in a gesture of friendship, July 2007. This took place during a Unit Level Exchange, part of the ongoing bilateral relationship that the New Jersey National Guard maintains with the Republic of Albania. This is part of the State Partnership Program, sponsored by the National Guard Bureau and European Command. Photograph by Capt. (USAF) Jon Powers, New Jersey National Guard.

**CAPTIONS, CLOCKWISE FROM TOP PHOTO, BACK COVER:**

Spc. Eric D. Mackey and his Serbian army civilian counterpart Milosevic Miroslay share stories of the day's work at Svetozar Markovic elementary school in Lapovo, Serbia, where they are completing renovations together through the National Guard Bureau State Partnership Program. Ohio and Serbia have been partnered since 2006. Department of Defense photo by 1st Lt. Nicole Ashcroft.

A Vermont National Guardsman observes a Macedonian military policeman during the rifle marksmanship training portion of Operation Rising Phalanx, which took place in Krivolak, Macedonia Sept. 9-22, 2006. The U.S. European Command State Partnership Program sponsored field exercise culminated a 10-month small unit exchange to train Macedonian Army military police platoons to take part in international peacekeeping missions. The State Partnership Program, which originated in 1993, links a National Guard state with a partner nation in support of USEUCOM's Theater Security Cooperation objectives. Department of Defense photo.

Maj. Gen. Deborah A. Ashenurst (right), Ohio National Guard Adjutant General, talks with newly appointed female Serbian officers. Photo by Staff Sgt. Peter Kresge.

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Boehm, William B., author.

The National Guard State Partnership Program Forging and Maintaining Effective Security Cooperation Partnerships for the 21st Century / by William B. Boehm, with Derek Nestell and Steven Stearns

pages cm

Includes bibliographical references.

ISBN XXX-X-XXXXXX-XX-X

1. State Partnership Program. I. Title.

XXXXXXXXXX

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Published by Historical Services Branch  
Office of Public Affairs  
National Guard Bureau  
Arlington VA, 2014

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OFFICE OF PUBLIC AFFAIRS  
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# TABLE OF CONTENTS

THE NATIONAL GUARD STATE PARTNERSHIP PROGRAM:  
FORGING AND MAINTAINING EFFECTIVE SECURITY COOPERATION  
PARTNERSHIPS FOR THE 21ST CENTURY

<b>FOREWORD</b>	<b>vi</b>
<b>PREFACE</b>	<b>vii</b>
<b>ACKNOWLEDGEMENTS</b>	<b>viii</b>
<b>CHAPTER ONE:</b> Beginnings of the State Partnership Program	<b>1</b>
<b>CHAPTER TWO:</b> Establishing the SPP in Europe and Central Asia	<b>11</b>
<b>CHAPTER THREE:</b> Expanding the SPP from Europe to the Western Hemisphere	<b>26</b>
<b>CHAPTER FOUR</b> Establishing the SPP in Asia and Africa	<b>36</b>
<b>CHAPTER FIVE:</b> Partnerships at Work: Providing International Security Solutions in Support of Defense Strategy	<b>45</b>
<b>CHAPTER SIX:</b> The SPP: Department of Defense Program of Record	<b>52</b>
<b>CHAPTER SEVEN:</b> The SPP: Security Cooperation Model for the 21st Century	<b>58</b>
<b>APPENDICES</b>	<b>66</b>
<b>SPP MILESTONES</b>	<b>77</b>
<b>ACRONYMS</b>	<b>79</b>
<b>BIOGRAPHIES</b>	<b>80</b>

## FOREWORD

Maintaining alliances and developing partnerships have long been fundamental elements of U.S. security strategy. Ensuring a stable international system is beyond the capacity of a single nation. It requires the collective efforts of like-minded countries willing to shoulder responsibilities for promoting global peace and security. The United States depends on robust foreign relationships to help protect its national security and advance a peaceful world.

In this context, I am pleased to introduce this monograph on the history of the National Guard State Partnership Program (SPP). Titled *The National Guard State Partnership Program: Forging and Maintaining Effective Security Cooperation Partnerships for the 21st Century*, it provides a comprehensive overview of SPP's achievements over the past 20 years and highlights its promise for the future.

Launched in 1992 as part of the United States Department of Defense (DOD) and United States European Command initiatives to engage with the defense ministries and armed forces of the newly independent nations of the Baltics, Central and Eastern Europe and Eurasia, the SPP has 68 partnerships with 74 nations around the globe as of 2014. The concept of partnering a National Guard state organization with a foreign country's defense ministry and armed forces, or the equivalent, for skills exchanges, military exercises, planning drills, information sharing, crisis management collaboration, defense reform, military modernization projects, and professional development has proven to be an excellent means of security cooperation in direct support of the Geographic Combatant Commanders.

The long-term, enduring relationships forged between National Guard soldiers and airmen and their SPP partner nation defense and military counterparts have enabled us to work closely together on shared missions in Iraq, Afghanistan, Libya, the Balkans and the Sinai in Egypt. Twelve SPP partner nations have become NATO members and five more are aspirants for membership. Two of the five U.S. treaty allies in the Pacific are SPP partners and all of the 22 SPP partner countries in the Western Hemisphere have shared security responsibilities as members of the Organization of American States.

These SPP relationships are true partnerships. Based on reciprocity, mutual benefit and mutual respect, the SPP stands out as an innovative, low-cost, small-footprint/high-impact program that can help keep our alliances fit, strengthen existing partnerships, and develop new ones. DOD Strategic Guidance and the Defense Budget Priorities and Choices Fiscal Year 2014 both note the importance of building partnership capacity with friends and allies for sharing the costs and responsibilities of global leadership. The National Guard is grateful that SPP is identified in both documents as one of the key partnership development efforts that are worthy of increased DOD investment.

The purpose of this monograph is to convey that strong, mutually beneficial relationships are crucial to maintain the capacity of the United States and our friends and allies to work together to meet common security challenges. As we seek to create a more robust culture of defense cooperation in an era of evolving security challenges and limited defense resources, I trust the success of the SPP can serve as a valuable reference.



Frank J. Grass  
General, USA  
Chief, National Guard Bureau



## PREFACE

This monograph commemorates the 20th anniversary of the National Guard's State Partnership Program (SPP) in 2013. It provides a narrative history of the program from its inception following momentous changes in Central and Eastern Europe and Eurasia in the early years of the last decade of the 20th century; continues through the early development of the program, its expansion to six Geographic Combatant Commands; and concludes with observations on the significance of the program today and for the future as it builds enduring and strategic security relationships with countries across the globe.

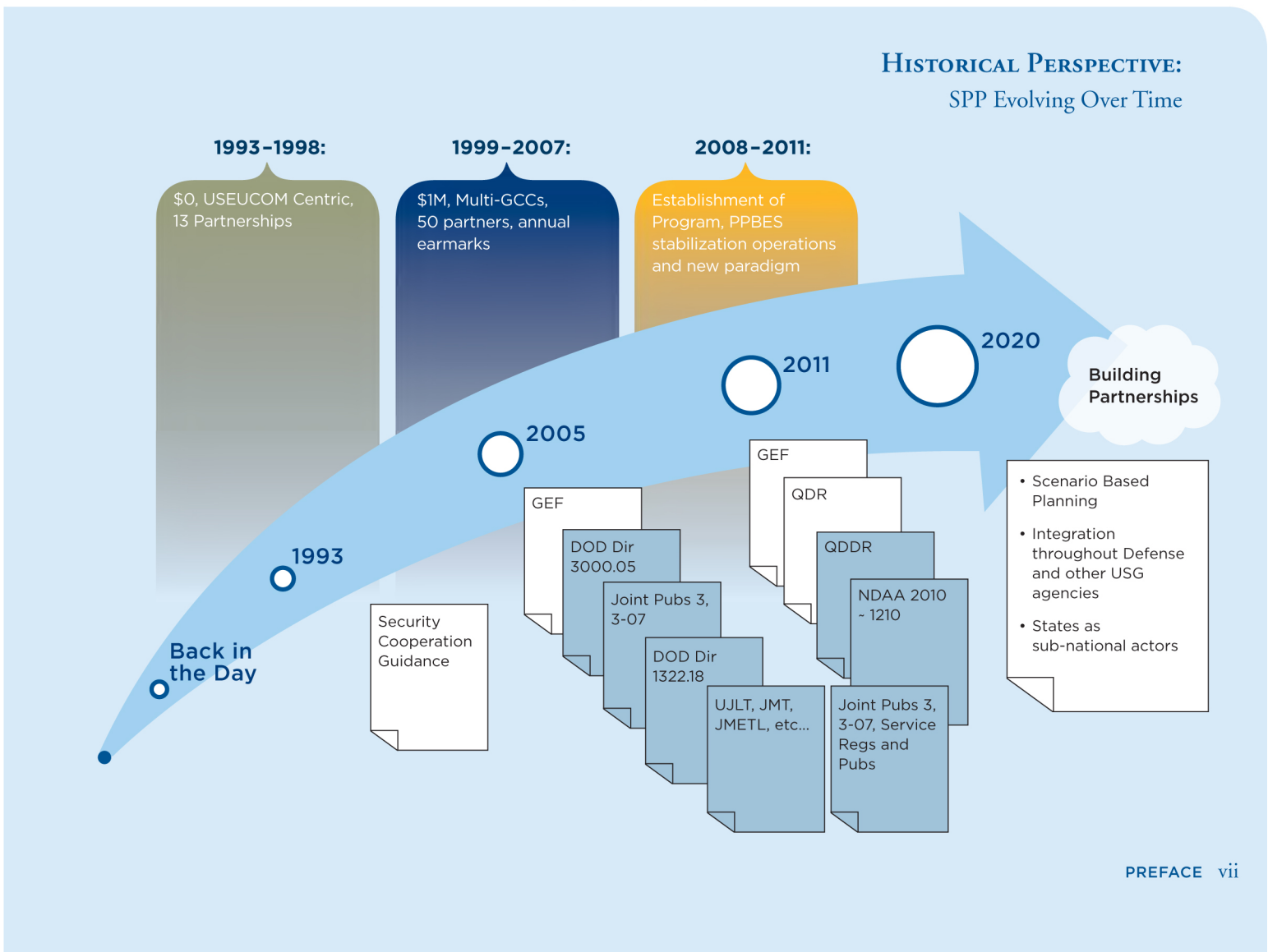
The SPP has evolved from a small program that was virtually unknown outside the National Guard to a program strongly supported by all the Combatant Commands and widely acknowledged by our nation's executive and legislative leadership. The reader is encouraged to keep in mind that the program has developed steadily over its 20-year history to meet national security objectives identified in higher-level policy guidance.

Policy requirements change to meet complex security challenges, and the SPP has demonstrated over the years its flexibility in supporting evolving national security and foreign policy objectives.

The SPP originated when legislation, policy and the very construct of security cooperation existed in a formative stage. In those days, Combatant Commanders were known as CINCs, or, Commanders-in-Chief of their respective commands. Office personnel had recently ended the use of typewriters and embraced the newest computers. The Secretary of Defense's (SecDef) Security Cooperation Guidance was two pages long. The Guidance for Employment of the Force (GEF), Quadrennial Defense Review (QDR), and other strategic-level guidance did not exist.

The year 2005 marked a significant turning point as seminal guidance was issued through new products and direction. Those who manage security cooperation programs today have a combined set of directives and guidance, including National Security Policy Directive (NSPD) 44, establishing Stability Operations; Department of Defense (DOD)

BELOW: SPP Historical Perspective, 1993-present and future projections (NGB-IA).





## ACKNOWLEDGEMENTS

The research, writing and editing of this work would not have been possible had it not been for the assistance of many talented individuals representing a broad spectrum of interests. The success and continued growth of the State Partnership Program (SPP) has depended upon the cooperation of many people in its 20 years of existence, and the writing of this monograph has similarly depended on extensive cooperation among the staff in the Public Affairs Directorate of the National Guard Bureau and elsewhere.

First, allow me to thank Gen. Frank J. Grass, Chief, National Guard Bureau (CNGB), who supported the publication of this work. I also wish to convey my sincere appreciation to the former Chief, General Craig R. McKinley. He initially commissioned this book in 2011.

Two staff members of Historical Services, Steven Stearns and Derek Nestell, contributed to the research and writing of the manuscript. They also conducted several oral history interviews with state Adjutant Generals, SPP coordinators, Joint Force Headquarters staffs, and other program officials.

Many thanks to LTC Jeffrey Larrabee, Chief, Historical Services Branch, for continuing to encourage our team to fine-tune this work for it to become a valuable resource for the SPP. Mr. Al Miller, former Chief, Historical Services assisted with editing. Our other colleague, USA Maj. Tom Mehl, provided assistance and encouragement along the way. USA Lt. Col. Les' Melnyk, Chief, Strategic Communication and our former colleague from the History Branch also contributed editorial assistance to my first draft. He provided excellent counsel in the process of writing many of the sections of the manuscript.

Many thanks go to the Public Affairs Directorate staff, most notably the Command Information staff. They helped locate photographs for the book, assisted Historical Services with video interviews, and facilitated our requests to state Public Affairs Offices for additional images that augment the great work being done in the states and overseas. Branch

Directive 3000.05, establishing Stability Operations as a core function of DOD akin to offensive and defensive operations; Secretary of Defense's memo to the National Security Council regarding security cooperation organizational challenges; the Chairman of the Joint Chiefs of Staff task force on security cooperation reform; and the maturation of the GEF, Joint Strategic Capabilities Plan, the Joint Capability Areas, and the Joint Universal Task List.

This 20-year maturation is manifest within the SPP, as the "program" sits between the executive and legislative branches with respect to doctrine and mission versus legislation. The SPP bridges the organizational constructs of State and Defense, with varying levels of ownership between Air Force, Army and Joint, and the vertical application of states versus federal interests with respect to internal security and engagement. The states have a vested interest and are key contributors as well as sub-national actors.

The monograph trajectory is as follows: Chapter 1 describes the emergence of the SPP from a concept developed by Chief, National Guard Bureau Lt. Gen. John Conaway into functional and robust security cooperation relationships with newly independent countries in Eastern Europe in the early 1990s. Chapter 2 discusses the expansion of the SPP into most of Eastern Europe and Central Asia. Chapter 3 shifts focus to the Western Hemisphere to explain the expansion of the SPP as a program built upon previous ad hoc security cooperation relationships in the region from the 1980s and earlier. Chapter 4 describes the growth of the SPP in Asia and Africa and how mutually beneficial activities in those regions have addressed security challenges. Chapter 5 provides examples of how SPP relationships with partner countries have been leveraged to provide practical and functional dividends in the form of co-deployments, co-security training, and other burden-sharing in Iraq, Afghanistan and elsewhere. Chapter 6 examines the rise of the SPP to the status of Program of Record within the DOD; how SPP has navigated new responsibilities in planning, reporting and oversight; and how the National Guard Bureau is taking a new look at the policy and authorities affecting the scope and execution of SPP activities and adapting the program accordingly. Chapter 7 underscores the significance of the program today and looks at the future of the SPP as it builds upon existing relationships, considers new ones, and proactively addresses complex challenges in the 21st century in a resource-constrained environment.

Chief USAF Maj. Randy Saldivar, USA Sgts. 1st Class Michael Houk, and Jim Greenhill and Master Sgt. Paul Mouilleseaux, and Staff Sgt. Michael Dann all lent valuable assistance.

Special thanks also go out to the many respondents who consented to be interviewed for this monograph. First among them was retired Lt. Gen. John Conaway, who, along with retired Cols. Vance Renfroe, Max Alston, and Wayne Gosnell, agreed to a comprehensive interview about the beginnings of the SPP. They are true gentlemen in every sense of the word. The many state officials, including state adjutants general, who participated in oral history interviews, also provided valuable insight into the program. Partner country personnel participated in this project as well, which provided additional perspective. We were fortunate to interview Her Excellency, the president of the Republic of Kosovo, Atifete Jahjaga, whose interview will be incorporated into an associated video on the SPP.

I want to thank Mr. John Malthaner, NGB Public Affairs, particularly for his comprehensive editing of the bulk of my manuscript. John is a consummate professional and a great wordsmith, and his excellent editing skills enhanced the readability of this work. Thanks also to USA Col. Eric Maxon, Chief of NGB Public Affairs, for his faith and support throughout this project.

USA Col. Tracy Settle, director of International Engagement for the National Guard Bureau's International Affairs Division, graciously agreed to be consulted for this project. Col. Settle's knowledge of the SPP at the NGB is detailed and comprehensive, and we were fortunate to receive his insights on the program. The International Affairs Division staff was especially helpful in reviewing this monograph and providing recommendations.

I also would like to thank Mr. Mark Bour, Mr. Mike Braun, Mr. Jay Gates, Mr. Mike Lashinsky, Mr. Jon McIntosh, and Ms. Hiam Nawas for their editorial advice and review of my chapters. Mark's and Jay's

suggestions based on their extensive knowledge of the program were very helpful. Mike Braun provided special expertise that helped frame the SPP in terms of security cooperation doctrinal changes over the years. Mike Lashinsky provided a fresh perspective and critical eye that were very helpful in this collaborative effort. Jon's editorial advice added greatly to the work. His insight and expertise, particularly with regard to funding and the future strategy of the SPP, were indispensable. Hiam brought a needed international viewpoint to this publication, and her editorial comments helped the readability of the document a great deal.

One final resounding "thank you" goes to Dr. John Finney, former Foreign Policy Advisor (POLAD) to the Chief, National Guard Bureau, and currently Special Advisor for International Security Cooperation. Dr. Finney's far-reaching knowledge of international affairs made me highly aware of the complexity of this project. He encouraged me to examine the initial framework of the SPP with regard to NATO and the Central and Eastern European republics. He reminded me to include the importance of the Geographic Combatant Commands and provided necessary structure through his counsel. Above all, Dr. Finney encouraged the Historical Services Branch to resume its work with this project when it once appeared to be dormant. His faith and support in my ability to complete this work has been greatly appreciated.

To all other individuals associated with the SPP and all those working in support of it, please accept my unwavering gratitude for your generosity and assistance in completing this project.

Thank you all very much.

William B. Boehm  
Arlington, Va.  
March 31, 2014

# CHAPTER 1

BEGINNINGS OF THE STATE PARTNERSHIP PROGRAM



The weather was cold and rainy the morning of Sunday, November 15, 1992, as a Boeing 727 jet awaited 38 passengers and 10 air crew members on the tarmac of Andrews Air Force Base in Maryland. The 7 a.m. flight would take this group to the Baltic Republic of Latvia. The plan was to spend two days in the capital city of Riga, then continue on to the neighboring countries of Estonia and Lithuania. The pending departure created an air of anticipation, as the group was headed to destinations that had been closed to the Western world for more than four decades.

The 38 passengers were a joint interagency group representing the National Guard Bureau (NGB), United States European Command (USEUCOM), the Office of the Secretary of Defense (OSD), the Joint Chiefs of Staff (JCS), U.S. Department of State (DOS), defense attachés from all three Baltic republics, and a team of civilian physicians and National Guard emergency planners. They were embarking on the first steps of a program that would become a key component of the Department of Defense (DOD) security cooperation strategy in the years following the Cold War and the collapse of the Soviet Union. New countries were emerging from the swift changes taking place in the early 1990s, and the DOD sought to engage the defense and military establishments of these new nations and offer assistance with their modernization and transformation. This trip marked the beginning of enduring international engagement through a unique DOD security cooperation program that would spread worldwide over the next 20 years.<sup>1</sup>

The National Guard State Partnership Program (SPP) arose out of DOD efforts to assist the militaries of the former Soviet bloc nations of Central and Eastern Europe transition to democratic rule following the collapse of the Soviet Union in 1991.

Given the new international security environment following the fall of the Soviet state, a serious debate had begun in the United States and in within the North Atlantic Treaty Organization (NATO) over whether the alliance should expand eastward. Some argued that the alliance had served its purpose, including former DOS policy planning chief and leading Russian analyst George Kennan, the most prominent U.S. expert in Cold War foreign relations from post-World War II to the 1990s.<sup>2</sup>

Despite some opposition, NATO formed the North Atlantic Cooperation Council (NACC) to include former Soviet bloc countries in the discussion of non-NATO member security cooperation. This was chartered by the Rome NATO summit in November 1991. By March 1992, 37 members had joined, including all former Soviet republics and Albania.<sup>3</sup> In its early meetings, NACC members discussed defense and security planning issues related to the political changes taking place in early 1992.

## CHANGING TIMES, SHIFTING RESOURCES

At this opportune time, the National Guard offered its expertise as the United States' oldest military force. It had been seeking ways to continue its valuable contributions to U.S. national security overseas following the collapse of the Soviet Union. The Warsaw Pact was no longer a threat. The challenge was in winning peace. The NGB saw an opportunity to leverage the skills and versatility of its citizen-soldiers and airmen at the grassroots level to build a lasting peace for America's former adversaries.

In a letter dated January 2, 1992, Chief of the National Guard Bureau (CNGB), U.S. Air Force (USAF) Lt. Gen. John B. Conaway informed Chairman of the JCS, U.S. Army (USA) Gen. Colin L. Powell that the National Guard stood ready to offer advice and provide personnel to any initiative that would allow the newly independent countries of Central and Eastern Europe an opportunity to consider a "National Guard structure."<sup>4</sup> Conaway's letter made Powell and the DOD hierarchy aware of the National Guard's willingness to support transition missions in Europe and serve as a template for institutional reinvention. Conaway then instructed his staff to construct a framework for assisting the former Soviet bloc countries. This document would first be shared with Vice Chief of the NGB (VCNGB), USA Maj. Gen. William Navas.

Conaway's executive staff included capable analysts that offered crucial advice at this important juncture. Three principals involved in the early stages of formulating what would eventually become the SPP were USAF Col. Vance Renfroe, Kentucky Air National Guard, Air National Guard (ANG) director of Operations and Programs; Col. Wayne Gosnell, Army National Guard (ARNG), chief of the NGB Office of International Initiatives, which later became the NGB International Affairs Division (NGB-IA); and Max Alston, a retired USA Reserve colonel working on Military Support to Civil Authority (MSCA) issues in the Office of the Under Secretary of Defense for Policy (OUSDP). This trio brought strengths from a wide range of work experiences and viewpoints. Renfroe brought a wealth of international perspective from his administrative background with the ANG, while Gosnell worked well among the different DOD and USEUCOM interests in constructing far-reaching plans to assist emerging democracies in Europe. Alston brought his expertise in disaster response and emergency preparedness. The backgrounds of these individuals underscored the diverse skill sets that the National Guard and Reserves could contribute at this critical time in history.<sup>5</sup>



**RIGHT:** Letter from Gen. Colin L. Powell to Lt. Gen. John B. Conaway, expressing his gratitude for the offer of assistance from the National Guard to “create a responsible military force within a democratic society,” January 24, 1992. (Courtesy retired Col. Max Alston)

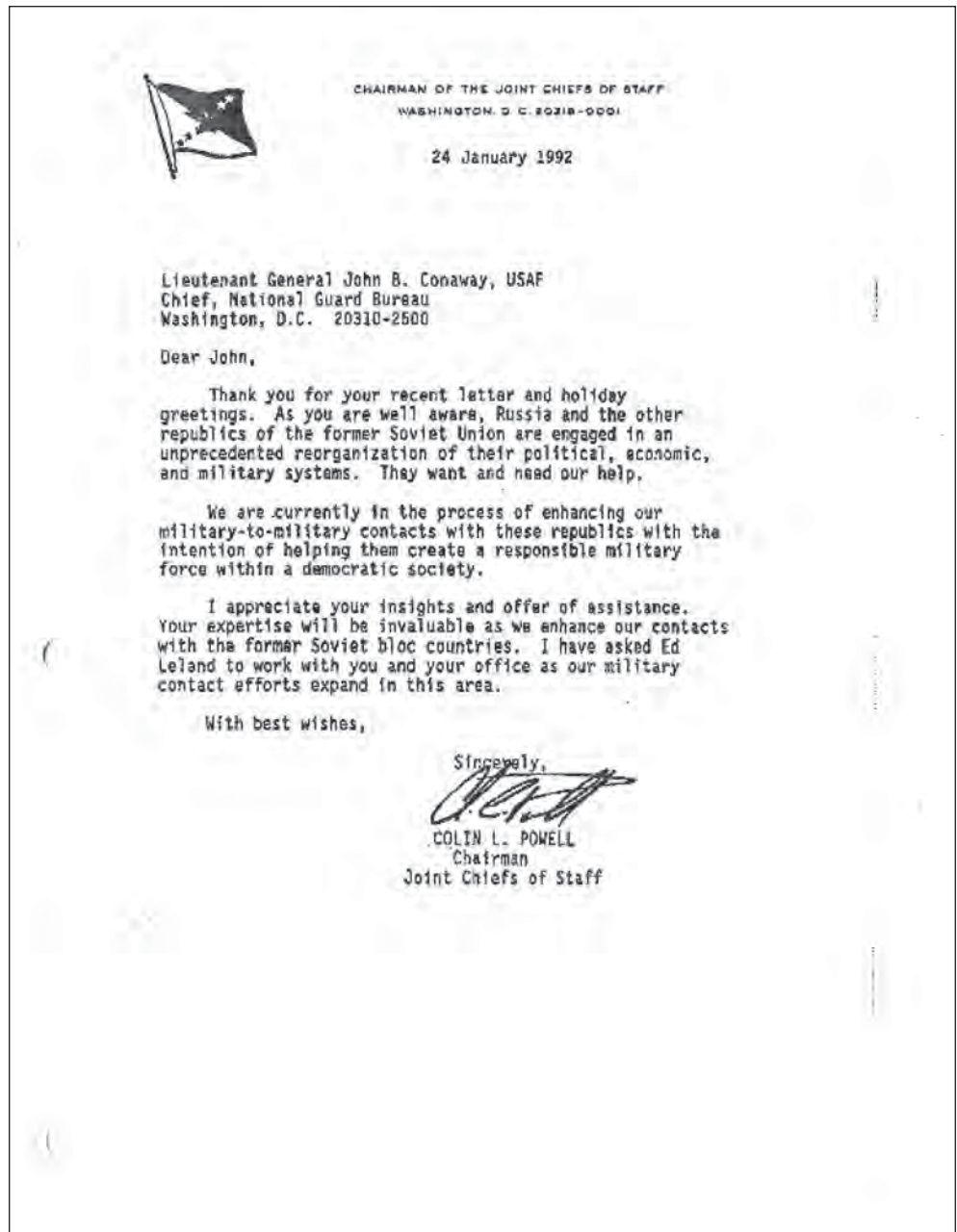
On January 9, 1992, working closely with Renfroe, Gosnell submitted an initial framework to VCNGB Navas. It outlined a course of action on proposed National Guard involvement in support of DOD objectives in Central Europe and Eurasia. Building upon earlier discussions, Gosnell’s memo pointed out that participation in a security cooperation program would further enhance the training readiness of National Guard personnel. He wrote that, above all, “participation in the [Eastern European] region would demonstrate the unique capabilities of the National Guard as a tool of foreign policy.”<sup>6</sup>

The message that the National Guard wished to convey to the DOD community was simple:

*The National Guard stands ready to advise and assist in the formation of U.S.-style National Guard military structures in the countries of the former Soviet Union, the Baltic Republics and the former Warsaw Pact, and to assist authorities in cooperative self-help projects to enhance democratization and stabilization of the countries of the region.*<sup>7</sup>

The DOD responded quickly. A letter from Powell made it clear that he wanted the National Guard to participate in Eastern Europe. In a February 18, 1992 briefing Conaway identified possible areas of cooperation in military-to-military exchanges that included military education, personnel management, budget/finance, force structure, military justice, civil affairs and National Guard/Reserve affairs.<sup>8</sup>

Conaway’s brief also detailed a list of specific capabilities that the National Guard could provide, including expertise establishing a decentralized system of deployable reserves; teams for cooperative



humanitarian or civic assistance projects; and personnel with civilian sector skills to supplement other U.S. government initiatives.

Research and factual analysis were essential for a military-to-military contact program to become accepted. Conaway and the NGB leadership team presented their findings on the advantages of military-to-military exchanges to the U.S. mission to NATO in March 1992. The concept continued to be shaped while the DOD formulated appropriate responses to the first months of post-Soviet history.

In addition to Powell, another high-level principal advocating stronger ties to former Soviet bloc countries was Supreme Allied Commander (SACEUR) of NATO and Commander in Chief (CINC) of USEUCOM

Gen. John Shalikashvili, who wanted to involve the National Guard to an even greater degree in Eastern Europe. Faced with the possibility of U.S. troop presence in Europe shrinking by nearly two-thirds, Shalikashvili saw the presence of the National Guard in Eastern Europe as a way to counter decreased active duty troop numbers. Moreover, the introduction of active duty USA troops in the former Soviet bloc could have appeared confrontational to Russia. Shalikashvili understood that National Guard outreach would appear less threatening.<sup>9</sup>

## OFFICIAL BEGINNINGS

On April 1, 1992, Secretary of Defense (SecDef) Dick Cheney announced U.S. intentions in Eastern Europe during an address to Foreign Ministers at NATO Headquarters in Brussels. Cheney stated that “our effort today to broaden and deepen our mutual relations [is] an effort that can make an important contribution to our ultimate goal of a united, free, and peaceful Europe.”<sup>10</sup>

Cheney articulated several important priorities when approaching former Soviet bloc countries. Most of the goals sought to improve economic conditions suffered under Communism, but three particular points held military relevance:

- *Helping to build democracy through the appropriate roles for European militaries including civilian command, a hallmark of Western democracies.*
- *Pursuing humanitarian assistance through, for example, joint search and rescue exercises with forces of interested nations, emphasizing flood control, earthquake relief, and plane crash rescue procedures.*
- *Developing a capability to participate with other institutions in strengthening crisis management mechanisms.*<sup>11</sup>

These three points spoke to the inherent strengths of the National Guard. First, the National Guard is a military organization with civilian command under the state governors and the president of the United States. The National Guard also serves as the lead military facilitator in providing humanitarian aid in times of natural disaster and conducting search and rescue operations within the United States. Using the National Guard model in Eastern Europe was seen as providing a trusted partner to existing disaster management agencies. This would enable the military to be seen by the citizens of these newly independent countries as a trusted tool of government in a democratic setting, able to act without political interference to assist people in need. Therefore, the choice of the National Guard to help lead Cheney’s initiatives in Europe was appropriate.

“...participation in the [Eastern European] region would demonstrate the unique capabilities of the National Guard as a tool of foreign policy.”

– COLONEL WAYNE GOSNELL,  
AIR NATIONAL GUARD

Weeks after Cheney’s speech in Brussels, Deputy Minister of Defence for the Republic of Latvia Valdis V. Pavlovskis sent a letter to Col. William R. Teske, Defense and Air Attaché at the U.S. Embassy in Stockholm. In the letter, Pavlovskis proposed a “defense concept” for his country. He outlined political and military principles upheld in the defense of Latvia and defined the functions of the State Defense Council and State Defense Force.

A final point of interest was the formation of the Latvian Home Guard. This organization was to be a public and voluntary military service. Its main tasks were to protect public facilities and infrastructure and help local and national governments in the event of natural or ecological disasters and in times of national emergency. To gain further insight into constructing such an organization, the Latvian government turned to the United States, and asked the DOD and USEUCOM for assistance in forming a reserve component similar to the National Guard.

On July 9, 1992, Gosnell wrote in a memorandum to Alston that:

*The National Guard Bureau is anxious to support any Department of Defense initiative aimed at improving relations between the United States and the emerging democracies of Eastern Europe. If requested by the Chairman of the Joint Chiefs of Staff, the National Guard Bureau is prepared to lead a delegation of functional experts anywhere in the region to assist in any way possible ... we would be anxious to pursue the idea further.*<sup>12</sup>

Gosnell continued by emphasizing the innovation of states assisting new countries in the context of these partnerships, and further pointed out the concept of citizen-soldiers and airmen serving as a model for a citizen-based democracy. Furthermore, any project assembled must meet the needs of the citizens of Latvia and must not create any false expectations.

## JOINT CONTACT TEAM PROGRAM AND DEVELOPMENT OF THE SPP

As Central and Eastern European nations worked to establish new directions in their governmental and political framework at this time, USEUCOM organized the Joint Contact Team Program (JCTP) in 1992 as a method to establish direct contact with defense ministries and armed forces structures. The JCTP was to serve as the main source of foreign

From 1992 to 1997, the JCTP's military liaison teams planned and executed more than 5,000 military-to-military events for 100,000 soldiers, sailors and airmen from the United States and former Soviet bloc countries.

engagement with the new militaries of Central and Eastern Europe during this critical transition. These military liaison teams (MLTs) consisted of three to five U.S. service members who worked closely with the ministries of defense and general staffs in each country to arrange and coordinate traveling contact team (TCT) visits to the country and familiarization visits (FAM) for host nation military personnel to visit the United States

or Western Europe to exchange information on each other's practices, staff and noncommissioned officer (NCO) exchanges, conferences and workshops, and ship visits. The initiative that would become the SPP was one small part of the JCTP, which later became the most essential component of the initiative.

USEUCOM embraced the SPP as part of the JCTP. National Guard personnel operated alongside active component U.S. military personnel to move the program forward. JCTP and SPP were quickly established beyond the Baltic nations of Estonia, Latvia and Lithuania. Programs in Bulgaria, the Czech Republic, Hungary, Poland, Romania and Slovakia soon followed. Later, Slovenia, Macedonia and Albania welcomed these security cooperation relationships, as did Kazakhstan, Belarus and Ukraine.<sup>13</sup> Belarus did not continue as a member of the SPP, although it was an early partner with the state of Utah.<sup>14</sup> From 1992 to 1997, the JCTP's military liaison teams planned and executed more than 5,000 military-to-military events for 100,000 soldiers, sailors and airmen from the United States and former Soviet bloc countries. A significant

number of these were made possible through the SPP. Former adversaries became partners, and opponents became friends.<sup>15</sup>

The SPP could not have been implemented without the active and enthusiastic cooperation of the state adjutants generals (TAGs) and their governors. Typically, the chief of staff of a state would receive a phone call from Col. Gosnell asking if the state would be interested in partnering with a certain country. Detailed information would be provided, and the state TAG would confer with Lt. Gen. Conaway and/or Maj. Gen. Navas, and then seek the governor's approval. Given that the SPP was a new, untested, and largely unfunded mission, the states should be given enormous credit for their initiative at this crucial juncture.

## THE SPP: A KEY SECURITY COOPERATION INITIATIVE IN A NEW ROLE

Although it ultimately proved to be America's most effective outreach mechanism to the emerging democracies of Central and Eastern Europe and Eurasia, in the initial stages, the SPP was only one of several key initiatives that the DOD formulated to strengthen security cooperation in the early 1990s. In order to avoid duplication of effort and to ensure proper coordination with host nations, assembling these engagements required careful planning. This critical role fell to USEUCOM, which possessed the institutional knowledge of the geographical and political landscape of Europe derived from its many years of presence in Western Europe during the Cold War.

USEUCOM gave pivotal support to the SPP in its role among the various security cooperation programs.<sup>16</sup> From the outset, the USEUCOM provided the authority, funding, and direction for SPP engagement in Europe. More importantly, it furnished Title 10 authority to the National Guard to serve in federal status under its command. This proved critical to the SPP's ability to conduct initial military-to-military exchanges with foreign partners and to demonstrate defense support to civilian authorities. The SPP has developed into an enduring model of security cooperation in all Geographic Combatant Commands (CCMDs) as a result of these early efforts of USEUCOM.

One advantage of establishing a reserve military component in emerging European nations was its cost structure. A reserve military component served as a practical alternative to a large standing army that needed clothing, shelter and other maintenance. In the United States, it had been shown that operating a standing army costs 80 percent more than a reserve element.

Trust among civilians and military officers also improved in these countries through the introduction of a citizen-soldier model. Emerging from



an era dominated by adversarial military-civilian relationships, partner country leaders were eager to learn how to establish trust between the military and the rank and file citizenry. The U.S. National Guard/ Reserve component model, with citizen-soldiers and airmen serving both their nation and local community, found a receptive audience. Additionally, local connections motivated and assisted reserve military personnel to better sustain their respective communities in the case of such emergencies and natural disasters.<sup>17</sup> Furthermore, much of the training and exercises in the SPP involved military assistance to civilian authorities in the case of such emergencies and disasters. As partner country militaries and their reserve components became proficient in these operations, this approach served as a source of pride and dedication to common cause developed in both the military and civilian communities.

Unique challenges confronted National Guard planners. The concept of military personnel that could work a full-time civilian job and then come to the aid of the population in times of disaster was not widely

embraced in the former Soviet bloc countries. Citizens in those countries generally viewed military personnel with suspicion and not as fellow citizens working for the good of the country. As noted by Renfro, however, the capabilities of a properly oriented and trained military can effectively be used to address natural disasters, civil incidents, or other similar events in accordance with local responders. MSCA—the kind of response assistance provided by the National Guard at the state level in the United States—was a key function. Today it is known as Defense Support to Civil Authorities (DSCA), and is a key mission area for the National Guard and well-suited in demonstrating interagency cooperation and civilian control of the military.

## INITIAL SPP IMPLEMENTATION

Conaway quickly approved Gosnell's and Renfro's proposed initial concept, which would become the SPP. The NGB, at the request of the partner countries and USEUCOM, focused initially on the Baltic nations for its military-to-military engagements. In the midst of



**ABOVE:** National Guard delegation boards plane to Latvia at Andrews Air Force Base, Maryland, November 15, 1992. (Courtesy retired Col. Max Alston)



**LEFT:** Col. Wayne Gosnell (left) conferring with Lt. Gen. John B. Conaway (center) and Col. Frank Van Fleet (right) en route to the Baltic nations, November 16, 1992. (Courtesy retired Col. Max Alston)

## THE BALTIC TRIP: OPENING CLOSED DOORS

Provided with sufficient financial and national policy support, CNGB Lt. Gen Conaway led the interagency delegation to the newly independent Baltic republics of Latvia, Estonia and Lithuania. Conaway and his delegation arrived in the capital of Riga to a warm welcome on November 17,

1992—the day before the new republic’s Independence Day.

Latvian leadership responded favorably to the prospect of a security partnership with the National Guard as part of an effort to reform and modernize its armed forces and establish a solid security foundation for its emerging democratic state. Conaway was quick to emphasize that the partnership was not with the U.S. National Guard but with the

formulating a visit to Latvia (the program’s first foreign partner), a National Guard concept paper drafted in September 1992 described the goals of the SPP:

*... The idea of a community-based military force functioning in peacetime under the immediate control of the civilian state governor, yet training to go to war when called by the President, is uniquely American. The degree to which the U.S. National Guard concept can be adapted by Latvia is for them to decide; we can assist by providing information and experience, which enables them to apply in-place civil defense capabilities to the entirely new [Latvian] Home Guard.<sup>18</sup>*

Contact was made with the Latvian Defense Force and preparations began in earnest in fall 1992 to travel to Latvia’s capital city of Riga.

NGB’s first trip to the Baltics, the first U.S. military delegation to visit the region since World War II, included various civilian subject matter experts. The first visit facilitated a cultural exchange with professionals representing a broad range of American society. The delegation included medical civilian doctors, civil defense experts, and disaster assistance professionals, as well as officials from the DOS and military personnel. The trip paved the way for future projects in the region and around the globe that would use diverse National Guard assets to contribute to greater security, enlarged capacity, military professionalization and a shared sense of common cause.



**ABOVE:** Lt. Gen. Conaway (center) lays a wreath at the Freedom Monument in Riga, Latvia on November 18, 1992, Latvian Independence Day. (Courtesy retired Col. Max Alston)

## THE NATIONAL GUARD IN EUROPE

Many know that the National Guard is a first responder in domestic episodes. Yet the Guard's service in Europe did not begin with SPP.

After the passage of the sweeping National Defense Act of 1916, the National Guard first served in Europe in World War I when President Woodrow Wilson signed a proclamation on August 5, 1917 drafting the National Guard into federal service. Units participating included the 30th ("Old Hickory") Infantry Division from Tennessee, North Carolina and South Carolina, whose grit and courage in battle earned them the most Medals of Honor among any unit in the U.S. Army during the War. Also notable was the 42nd Infantry Division, better known as the "Rainbow Division" that included soldiers from 26 different states and the District of Columbia. The 42nd Division's combat record also reflected participation in many of the key campaigns of the conflict such as the Champagne-Marne and Meuse-Argonne offensives. More than 40 percent of the divisional strength of U.S. armed forces in World War I were National Guard units.

Later, the National Guard of the United States also fought in World War II. The work of the 36th Infantry Division hailing from Texas opened up the Italian front in 1943. After hard fought victories turned the tide for the Allied Forces, the 36th turned its attention to France, where more Nazi resistance met them in August 1944 at the onset of Operation Dragoon. The 36th fought alongside the 45th Infantry Division from Oklahoma, Arizona, New Mexico and Colorado. Previously, the 29th Infantry Division from Virginia, Maryland, and the District of Columbia

was the first National Guard Division to storm the beaches at Omaha on D-Day, June 6, 1944. In all, nine National Guard Divisions served in Europe during World War II.

Later, as part of the "Total Force" concept of national defense strategy put forth after the Vietnam War, the National Guard was placed as an integral element with both their Army and Air Force brethren. As part of the citizen-soldier and airmen's annual training, several units were tapped for overseas duty in support of larger Army missions during the ongoing Cold War.

Some of the key training missions included Operation REFORGER, an annual training exercise based in West Germany. Other large Army units had started this exercise in the 1970s; however, starting in 1984, National Guard elements participated, including the 30th Armored Brigade based in Tennessee and the 179th Infantry Brigade from Oklahoma.

The REFORGER exercises honed Guard readiness at a time when the units sought additional annual training sites and scenarios. These overseas training assignments were a forerunner of future events.

The United States Air Force also maintained several Air Bases on the European continent through the 1980s. These proved essential for overall readiness and support missions. For the Air National Guard in particular, they proved critical for times when materiel was being staged to remote outposts, especially in times of major disaster in countries under Soviet rule (see page 9 about Armenian earthquake relief).

U.S. government, of which the U.S. National Guard was simply an agent. Later, Conaway visited the Freedom Monument in Riga and laid a wreath in remembrance for Latvians killed in past conflicts, a moving gesture that heralded the shift that embraced the Euro-Atlantic defense community and civilian democratic governance. This act also sparked a spirit of cooperation forged by mutual respect and a shared sense of purpose.<sup>19</sup>

### OTHER INTERNATIONAL VISITS, LAYING THE GROUNDWORK

After Latvia, most of the delegation continued to Lithuania. Part of the medical team stayed in Latvia, working in a humanitarian capacity.

Members of a charitable group known as "Angel Flight," which conducted airlift flights for ill patients unable to afford air transportation or whose medical condition made urgent air transportation necessary, traveled with the medical team. They were invited by Latvia's Minister of Health to a pediatric medical conference in Riga, and later visited a hospital and rehabilitation center in the city of Jurmala. Their compassionate and persistent efforts helped seriously ill patients receive life-saving treatments that otherwise would have been unavailable to them.<sup>20</sup> This provided a glimpse of the significant humanitarian contributions that the SPP would make possible in dozens of other countries around the world.



## LT. GEN. JOHN B. CONAWAY: “FATHER” OF THE SPP

John B. Conaway, a native of Kentucky, was only the second Air National Guard general officer to ascend to the position of Chief, National Guard Bureau. He succeeded Lt. Gen. Herbert Temple Jr. as Chief in January 1990, just weeks after the Berlin Wall fell, setting in motion one of the most startling transformations in modern world history. That event would dramatically affect his tenure as chief.



(National Guard Bureau photo)

Conaway knew that the United States' large defense commitment to Europe would shrink after the reunification of Germany and the collapse of Communism in the Eastern bloc countries. Recognizing that the National Guard's relevance depended upon keeping a posture overseas as well as domestically, Conaway saw the potential for the citizen-soldier and airmen to be goodwill ambassadors to the nations of Central and Eastern Europe while materially contributing to the ongoing work of solidifying the fragile emerging democracies.

Conaway rose through the ranks from his ROTC commission as a second lieutenant in the U.S. Air Force in 1956, and served on active duty in the late 1960s. He later made his way to the National Guard Bureau in Washington, D.C., where he was named deputy director of the Air National Guard in 1977. In 1990, he was named chief.

During Conaway's tenure, he initiated many programs that underscore the role of the citizen-soldier and airmen in American society, including the Youth Challenge Program to address at-risk adolescents. Since his retirement in 1993, Conaway has continued to work as a tireless advocate for the National Guard.

Conaway's legacy is his strong leadership, vision, and encouragement of innovation to his staff and subordinates. This management approach directly led to the creation of the SPP.

As the visit continued to Estonia and Lithuania, it was clear that Baltic officials, both civilian and military, were interested and eager to participate in expanded contacts. The initial emphasis of the visit, establishing military-to-military contacts, was well-received by the Ministers of Defence in all three countries. Latvia, Estonia and Lithuania readily promised to provide the necessary support for liaison and contact team operations. Through their consultation with the NGB-led delegation, the Baltic nations identified their initial needs: to better equip their soldiers and to upgrade the overall quality of training.<sup>21</sup>

Upon returning to the United States, Conaway made the CJCS aware of the success of the trip and of the potential it brought for the engagement of the National Guard as an essential element of emerging U.S. outreach to the nations of the former Soviet Union.<sup>22</sup> In December 1992, the JCS Interagency Working Group (IWG) granted approval for the SPP to move ahead.<sup>23</sup>

USEUCOM and other agencies were on board and eager to work with the National Guard. Conaway also received positive feedback via a memorandum from Gen. Powell stating, "I know the Guard's support will continue to be the key to the successful accomplishment of the mission. Keep up the good work!"<sup>24</sup>

An NGB information paper released November 4, 1992 recognized support of USEUCOM's "Baltic Initiative." USEUCOM's recognition of NGB's role signaled to DOD military planners that engaging with



**ABOVE:** Front row, left to right: Col. Vance Renfroe, Brig. Gen. Tom Lennon, Lt. Gen. Conaway, and U.S. Ambassador to Latvia, Hon. Ints M. Silins; back row, Col. Wayne Gosnell at a conference session, November 1992. (Courtesy retired Col. Max Alston)

new democracies in Europe about the roles and missions of the United States' National Guard in support of civil authorities would continue on a permanent basis. This included follow-on assistance, beginning with advisory and assessment teams of five to 10 guardsmen to the Baltic countries in early 1993 and assisting the Ministries of Defence with each nation's specific needs.<sup>25</sup>

A second measure proposed in the NGB paper advocated for the establishment of "partnership state" relationships between the Baltic nations

and the National Guards of single U.S. states. Those named as potential partners were Latvia-Michigan, Lithuania-Pennsylvania, and Estonia-New Jersey. New York was also placed under consideration as partner with Estonia by March 1993.<sup>26</sup> Later, Maryland became state partners with Estonia in part because of the sizable Estonian community in the Baltimore area and the willingness of the Maryland National Guard to work closely with the Estonian military. ♦

## NATIONAL GUARD INTERNATIONAL ENGAGEMENT – EARLY PRECEDENTS SET

Prior to the establishment of security cooperation engagements in the Baltics, the National Guard conducted some humanitarian assistance missions in the European theater. One example took place in December 1988, after a devastating earthquake in the Soviet Republic of Armenia to which the United Nations later attributed about 25,000 deaths and 15,000 injuries.

The 172nd Military Airlift Group (MAG) from the Mississippi Air National Guard diverted from its flying mission to Spain to Incirlik Air Base, Turkey, where it picked up nearly 70,000 pounds of relief supplies for delivery to Armenia. The ANG flew doctors, rescue workers, and interpreters to Armenia to assist the local population.\*

This kind of international operation ignored past political strains between East and West. It sought only to bring help to those thousands of survivors without shelter. The spirit of these actions promoted goodwill between Armenia and its neighbors and the United States

that was remembered years later following the collapse of the Soviet Union. That attitude of cooperation between East and West came to shape what would become the SPP. (Courtesy George Mason University, Center for History and New Media, Fairfax, VA).



**ABOVE:** Damage from earthquake that shook Armenia on December 7, 1988. From "Disaster in Armenia, 1988," *Making the History of 1989*, Item #172, <http://chnm.gmu.edu/1989/items/show/172> (accessed October 18, 2013, 9:40 am).

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## ENDNOTES

- 1 Schedule, "Administrative Instructions," November 5, 1992; from project notes regarding the SPP compiled by retired Col. Max Alston. These notes also contained several other documents cited throughout this work, which are each listed separately.
- 2 Personal interview, Dr. John Finney, DOD, Washington, D.C., March 6, 2012; "George Kennan Dies at 101: Leading Strategist of the Cold War," *New York Times*, March 18, 2005; accessed online, <http://www.nytimes.com/2005/03/18/politics/18kennan.html?pagewanted=all&position,> March 11, 2012.
- 3 Information paper, Phil Roundtree. "The North Atlantic Cooperation Council," March 1992.
- 4 Letter, Lt. Gen. John B. Conaway to Gen. Colin L. Powell, January 2, 1992.
- 5 Minuteman Institute for National Defense Studies, "Biography: Audrey Vance Renfro," <http://www.minutemaninstitute.org/biographies/VANCERENFROE.html>; website accessed, March 13, 2012; notes, State Partnership Program, retired Cols. Max Alston and Wayne Gosnell, 2011.
- 6 Memorandum, Col. Wayne Gosnell to Maj. Gen. William Navas, "Campaign Plan for Securing National Guard Involvement in the Former Soviet Union, the Baltic Republic and/or Nations of the Former Warsaw Pact – STRAWMAN, January 9, 1992. The "STRAWMAN" memorandum is one that does not account for troop counts or other projected expenses; it only provides a framework for action if or when greater responsibility is given to the project.
- 7 *Ibid.*, January 9, 1992.
- 8 Office of the Chief, National Guard Bureau, "Military to Military Bilateral Cooperation," briefing given to National Guard Bureau Senior Leadership (internal slide presentation), February 18, 1992.
- 9 *Ibid.*; Interview, retired Lt. Gen. John B. Conaway, retired Col. Vance Renfro, retired Col. Wayne Gosnell, and retired Col. Max Alston, Arlington Va., February 16, 2011.
- 10 Statement, SecDef Dick Cheney to defense ministers with cooperation partners, NATO headquarters, Brussels, April 1, 1992. Cheney's speech was also cited by retired Lt. Gen. Conaway, and Cols. Gosnell, Renfro and Alston in their interview as being instrumental as a call to action.
- 11 *Ibid.*
- 12 Memorandum, Col. Wayne Gosnell, National Guard Bureau to Max Alston, Office of the Deputy Under Secretary of Defense, Security Policy, "National Guard Information for Visit to Latvia," July 9, 1992.
- 13 National Guard Bureau International Affairs, briefing, "State Partnership Program: Aligning to Today's Environment," February 2010; Congressional Research Service, "The National Guard State Partnership Program," draft copy, submitted to the National Guard Bureau Legislative Liaison, 19 August 2010. The proposed Belarus partnership was the only one that did not continue at this juncture. At this writing, Belarus has not initiated any subsequent proposal to join the SPP as of 1999, according to a 2002 NGB International Affairs report.
- 14 Belarus and the Utah National Guard were matched in a partnership relationship effective August 18, 1993, as referenced in a memorandum dated September 3, 1993. The military-to-military contact program did not carry through as did the others that were established at the time in 1993, so Belarus left the SPP.
- 15 Linda D. Kozaryn, "Joint Combat Teams Reach Out to East," American Forces Press Center, April 13, 1998, accessed online, <http://www.defense.gov/news/newsarticle.aspx?id=41572>, June 8, 2012.
- 16 U.S. European Command, "History of USEUCOM," accessed online, <http://www.eucom.mil/mission/background/history-of-eucom>, June 8, 2012.
- 17 *Congressional Record*, House of Representatives, House Bill 8998, November 9, 1993.
- 18 National Guard Bureau concept paper, "Draft U.S. National Guard – Latvian Home Guard Cooperation Program," September 14, 1992.
- 19 *Ibid.*; 221; Point Paper, Deputy Under Secretary of Defense for Policy, Joint Staff Information Service Center, "Country Clearance Request: United Kingdom, Latvia, Lithuania, and Estonia," November 15–22, 1992, approved November 14, 1992 per annotation, Tab 1, 1, listing persons with the Conaway delegation. Coincidentally, the lead pilot for the Latvia trip was then-Col. David Wherley, USAF, who would become the TAG for the District of Columbia from 2004 to 2008.
- 20 Interview, retired Col. Max Alston, February 16, 2011.
- 21 Memorandum, "CNGB Trip to Baltics, November 15–22, 1992," Tiiu Kera, USAF, DATT-Designate, Lithuania to Col. Frank Van Fleet, NGB, November 23, 1992; memorandum, CNGB to the CJCS, "Visit to Latvia, Estonia, and Lithuania, 17–21 November 1993 – Trip Report," December 2, 1992.
- 22 Memorandum, CNGB Lt. Gen. John A. Conaway to CJCS Gen. Colin L. Powell, "Visit to Latvia, Estonia, and Lithuania: 17–21 November 1992 –Trip Report." Latvia, November 17–18, p. 16.
- 23 NGB International Initiatives Group slide presentation, "U.S. National Guard Support of USEUCOM's Military-to-Military Contacts in the Baltic States," March 25, 1993.
- 24 Memorandum, CNGB Lt. Gen. John A. Conaway, to CJCS Gen. Colin L. Powell, "Visit to Latvia, Estonia, and Lithuania: 17–21 November 1992 –Trip Report. Latvia, 17–18 November," p.16.
- 25 NGB International Initiatives Group information paper, "National Guard Support of USEUCOM's Baltic Initiative," November 4, 1992.
- 26 *Ibid.*; NGB International Initiatives Group slide presentation, "U.S. National Guard Support of USEUCOM's Military-to-Military Contacts in the Baltic States," March 25, 1993.



# CHAPTER 2

ESTABLISHING THE SPP IN EUROPE AND CENTRAL ASIA





## THE NATIONAL GUARD ROLE IN DEFENSE STRATEGY

In early 1993, President George H.W. Bush released the National Security Strategy (NSS), which outlined a leadership role for the United States in supporting global security. It highlighted a broad range of security challenges for the United States and its friends and allies.

The section of the NSS titled “How We Can Lead in Collective Engagement in the Near Term” forecasted the conduct of military-to-military exchanges with allied and friendly nations. The NSS cited the need for a “forward presence” outside of the United States through “combined exercises, new access and storage agreements, security and humanitarian assistance, port visits, military-military contacts, and periodic and rotational deployments.”<sup>1</sup> This guidance provided the policy rationale for the DOD’s security cooperation initiatives through USEUCOM, such as the SPP, to reach out to the newly independent nations in Eastern Europe and Central Asia to assist with the transformation of their defense and military structures.

Key in the new strategy was the need for bilateral development assistance to support the economic progress of newly emerging countries. The NSS recognized that, like the assistance given to Germany and Japan after World War II, the United States should engage with the former Communist nations to overcome the ravages of central planning and excessive state control.<sup>2</sup> This approach revealed foresight in identifying the need to expand post-Soviet contacts through a “whole of society” approach in addressing issues beyond military-to-military engagement. The relationships developed through the SPP could be leveraged later to allow other agencies, both governmental and nongovernmental, to use their own resources to develop activities addressing other societal needs.

### EARLY DEVELOPMENT

Before the delegation’s trip to the Baltic states, NGB proposed a “sustaining partnerships” model, essentially laying the groundwork for the SPP’s structure.<sup>3</sup> The success of Lt. Gen. Conaway’s trip to the region reinforced the viability of forming such a program. Given this situation, the JCS IWG granted final approval on January 27, 1993 for the program to continue.<sup>4</sup>

However, before the proposal could proceed, the DOD had to confirm National Guard authority to participate in military-to-military engagement activities with foreign countries, traditionally an active component mission. Moreover, USEUCOM Cmdr. Gen. John Shalikashvili wanted to ensure that his Russian counterparts were briefed. By March 1993,

Shalikashvili had completed consultations within NATO and USEUCOM and given the green light for the SPP to proceed within his area of responsibility.

The basic management structure for the SPP consisted of DOD policy oversight of the program as part of USEUCOM’s theater security cooperation strategy. Exchanges were to be conducted in coordination with the U.S. ambassador in the partner country.

## THE FIRST EUROPEAN STATE PARTNERSHIPS

Having established a foundation of success through strategic planning and face-to-face contact with the leadership of potential partner nations, Conaway, in coordination with USEUCOM, approved the first three state partnerships on April 27, 1993.<sup>5</sup> These partnerships were certified between Latvia and Michigan; Lithuania and Pennsylvania; and Estonia and Maryland. The SPP would play an important role in assisting the transition of Baltic militaries to a new position under democratic rule. These military engagements strengthened the capabilities of the local military forces, demonstrated the importance of civilian control of the military, and laid the foundation for closer cooperation and interoperability with U.S. and NATO forces.

### STATE PARTNERSHIP PROGRAM BEGINNINGS, 1993

STATE-COUNTRY	PARTNERSHIP ESTABLISHED
Maryland - Estonia	April 27, 1993
Michigan - Latvia	April 27, 1993
Pennsylvania - Lithuania	April 27, 1993
Alabama - Romania	July 14, 1993
Colorado - Slovenia	July 14, 1993
Illinois - Poland	July 14, 1993
Indiana - Slovakia	July 14, 1993
Tennessee - Bulgaria	July 14, 1993
Ohio - Hungary	July 14, 1993
Texas/Nebraska - Czech Republic	July 14, 1993
South Carolina - Albania*	July 14, 1993
Vermont - Macedonia	July 14, 1993
Arizona - Kazakhstan	August 31, 1993
California - Ukraine	August 31, 1993
Utah - Belarus*	September 3, 1993

\*Later became inactive due to internal political considerations within partner countries

**RIGHT:** Immediately following the Establish Defense exercise, Pennsylvania National Guard platoon leader 2nd Lt. Joseph Dillon discusses the recent action with the Lithuanian company commander June 4. As part of Saber Strike 2013 that took place in Adazi, Latvia, Guardsmen partnered with a Lithuanian Army company in a series of infantry training exercises. (Pennsylvania National Guard photo by Staff Sgt. Tom Bourke/released)



Within three months of the first countries initiating the program, nine additional partnerships came to the fore on July 14, 1993. These pairings were Nebraska and Texas with the Czech Republic; Ohio with Hungary; Vermont with Macedonia; Tennessee with Bulgaria; Alabama with Romania; Illinois with Poland; Indiana with Slovakia; and Colorado with Slovenia.<sup>6</sup> USEUCOM also gained additional coverage in the region when Utah partnered with Belarus and South Carolina paired with Albania, although these partnerships dissolved after a few years due to internal political considerations in both Eastern European nations.

On August 26, 1993, the NGB Office of International Initiatives (NGB-ZII; later the NGB-IA) produced a concept paper that outlined the National Guard's support of military-to-military contacts with partner countries.<sup>7</sup> In October 1993, a point paper first suggested the term "state partnerships." Working in tandem, Cols. Gosnell and Renfroe proposed that the National Guard of selected states develop a working relationship with the Ministries of Defence of former Soviet bloc countries that would "encourage long-term institutional and people-to-people linkages and cement sustained relationships."<sup>8</sup>

The SPP relationships got underway in earnest when the Pennsylvania National Guard hosted a multinational conference for Latvia, Estonia, Lithuania and Belarus in September 1993 in Hershey, Pa. This civil-emergency planning conference brought together by Col. Alston focused on issues specific to the three Baltic nations and Belarus, such as old and deteriorating power plants that posed great risks to the citizens of each country.

The conference in Hershey opened doors to military-to-civilian cooperation in dealing with disaster planning. It demonstrated how militaries can work effectively with civilian first responders to help protect citizens.<sup>9</sup> Making military service and law enforcement honorable occupations was one of the overarching objectives that the SPP's founders sought to ensure.<sup>10</sup> It was clear to the Baltic republics and Belarus that a serious dialogue could contribute to the accomplishment of the development goals of their countries. It was equally clear that

through their state partnerships, these countries could make significant and rapid progress in addressing their serious regional challenges.



**LEFT:** Col. Troy Phillips of Philo, Illinois and fellow Bilateral Embedded Support Team A9 soldiers present the Illinois state flag to their Polish counterpart, Brig. Gen. Bogdan Tworkowski, Feb. 17, 2012, in Wedryzn, Poland. (Courtesy Illinois National Guard)

## PARTNERSHIP FOCUS: HOST COUNTRY MINISTRIES OF DEFENCE

The SPP began, and has continued, as an innovative DOD security cooperation program conducted through the CCMDs, matching a National Guard state/territory organization with a partner country's military or equivalent constabulary.<sup>11</sup> It was designed to strengthen defense relationships with friendly and allied nations and to share responsibilities for promoting peace and security. The SPP has fostered interoperability between U.S. and partner country forces, exchanges of lessons learned and best practices, and long-term enduring relationships between National Guard soldiers and airmen and their partner country counterparts. The cooperation built between the Ministries of Defence (MOD) in partner countries and the National Guard have cultivated better relationships at all levels of society due to the enduring professional and personal ties formed during exchanges.

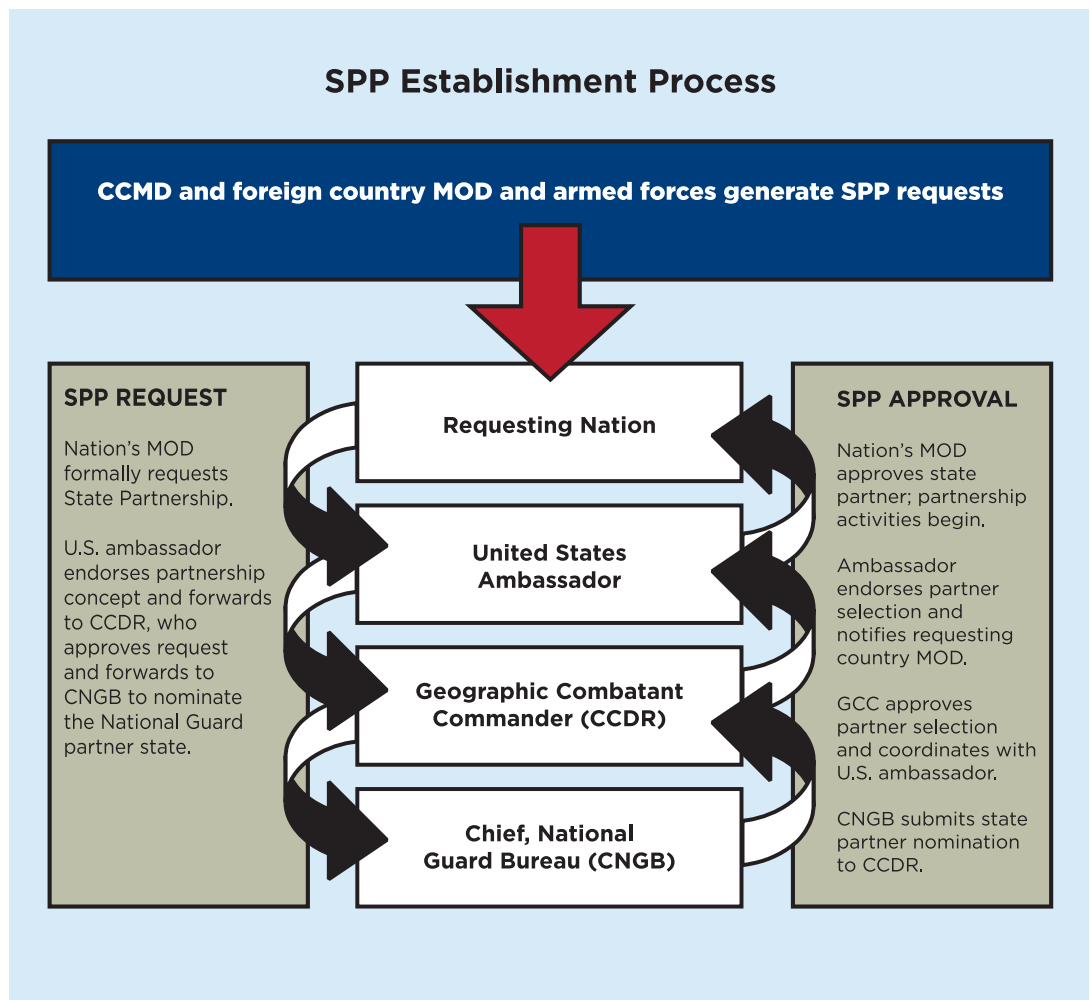
From the beginning, the SPP has been a low-cost, small footprint program, yet one of high impact designed to deliver enduring results. It is a proven security cooperation tool, unique in its capitalization of the National Guard's citizen-soldier experience and broad military-civilian skills. SPP core activities consist of various planned security engagements conducted over the course of a year. The first group exchanges are typically senior leader visits, which allow the TAGs to visit foreign countries partnered with their states or territories, and for chiefs of defence (CHODs) in the partner countries to visit their respective partner National Guard state or territory.

Each year, the state and partner country typically conduct five to six subject matter expert exchanges (SMEEs)

and small unit exchanges. These events focus on areas of mutual interest, such as NCO development, aviation safety and maintenance, force planning, contingency planning, Uniform Code of Military Justice (UCMJ), disaster response, crisis management, border security, and humanitarian relief. Activities take place in both the state and the partner country and typically involve three to five U.S. participants per event, although on occasion significantly larger numbers are involved.

## SPP APPLICATION PROCESS

A prospective partner country's MOD initiates the request for a state partnership through the U.S. ambassador. If endorsed by the ambassador, the request is then routed to the DOD Geographic Combatant Commander (CCDR). The CCDR approves the request and asks the CNGB to nominate a National Guard state partner. The CNGB invites the National Guard TAGs from all 54 U.S. states and territories to



ABOVE: SPP establishment process (adapted from NGB International Affairs brief, 2009)



indicate whether they are interested in partnering with the nation in question. After careful review based on established criteria that emphasizes stable internal security, the CNGB nominates a National Guard state or territory to the CCDR for approval. The CCDR in turn forwards the nomination to the U.S. ambassador for his or her endorsement and coordination with the partner country MOD in preparation for a final agreement. An official announcement of the SPP is then made, usually on the occasion of an official visit by the National Guard state partner leadership to the new partner country, or through partner defense and military leadership visit to the National Guard state or territory. For many partner nations, the establishment of an official partnership with a U.S. state is a highly significant event.<sup>12</sup>

## BRIDGE TO AMERICA ... AND OTHER COUNTRIES

The “bridge to America” concept allowed people from partner countries the opportunity to visit the United States and view life from a military and civilian viewpoint. In the process, participants intensively learned about the host country’s culture and traditions, while visiting places that otherwise would be impossible to see.<sup>13</sup> This expression was used



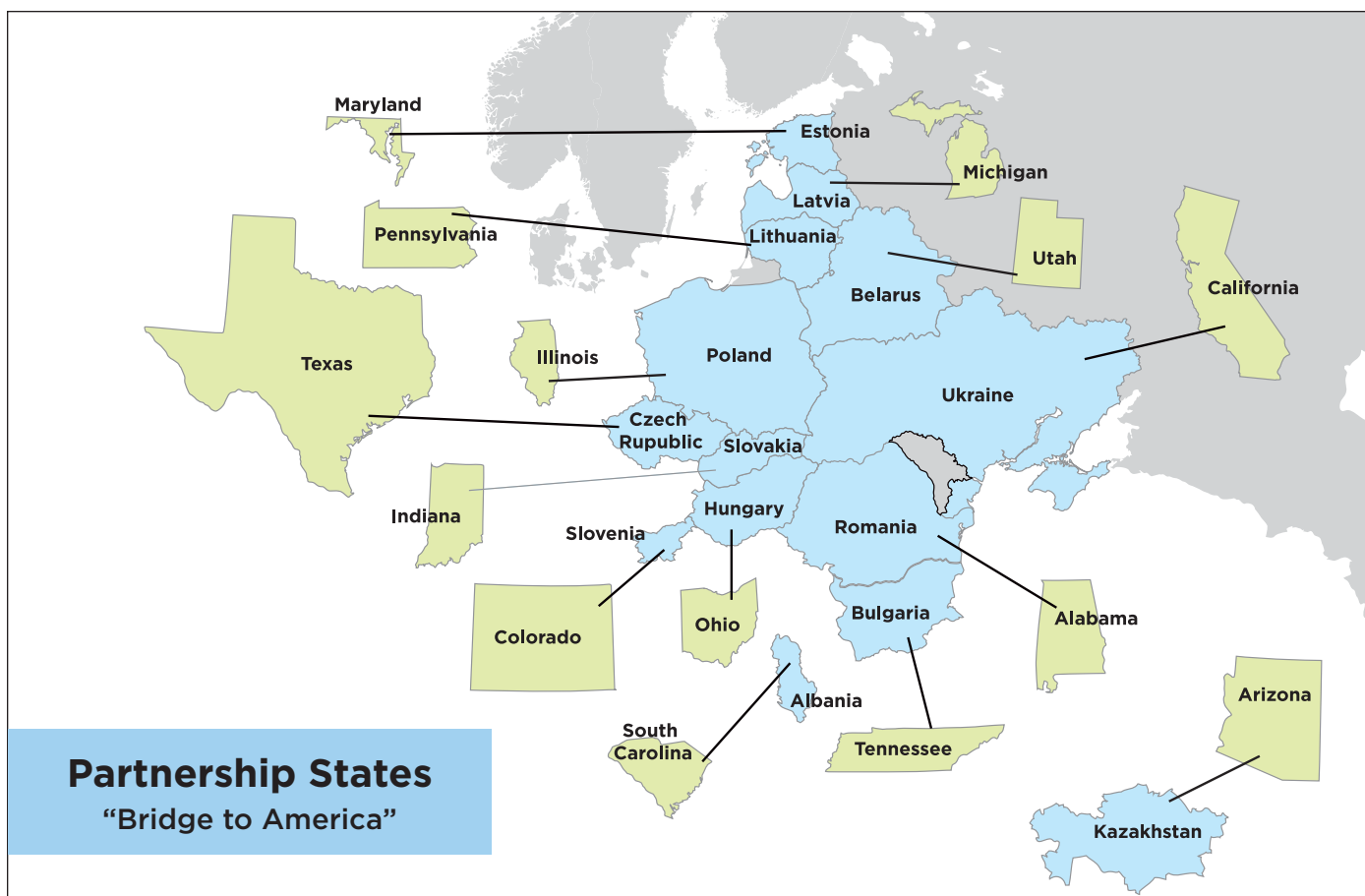
**ABOVE:** Logo of the early SPP. This was from the publication, “National Guard State Partnership Program: Real People, Real Success,” released in September 1994. Note the “Partners for Peace” designation; this was also the same year that NATO initiated the “Partnership for Peace” initiative, which was not the same program as the SPP, but with many of the same goals for the countries of Central and Eastern Europe. (Courtesy National Guard Bureau, Office of International Initiatives)



**ABOVE:** South Carolina National Guard at work in Albania, 1995. (Courtesy National Guard Bureau, Office of International Initiatives)

extensively as a way to promote the SPP in the 1990s as the program grew. The concept was outlined as early as March 1993 to provide “a gateway of opportunity for grassroots Americans to become directly involved in assisting the citizens of the Baltics in their transition to free and democratic societies.”<sup>14</sup> The concept also sought to address strategic concerns in Central and Eastern Europe.<sup>15</sup>

The process was described by then-Lt. Col. Michael Dubie in his assessment of SPP when he stated, “It is often the informal contact between American citizen-soldiers and members of the armed forces of the host nations that help build trust and mutual respect between the partners. It is therefore critical that National Guard members be prepared to operate in these foreign cultures.”<sup>16</sup> Dubie was recognized as one of the SPP’s leading proponents. Many general officers in the USA worked closely with the SPP, and these leaders have seen the program fulfill its original promise of enduring partnerships and true mutual assistance between the states and the foreign countries with whom they are paired. After Dubie wrote about this quality, he was later promoted to TAG of the Vermont National Guard and at this writing, serves as deputy commander of the U.S. Northern Command (USNORTHCOM).



**ABOVE:** Map of proposed participating states and partner countries, c. 1993. Note the “Bridge to America” slogan used; this term, from the perspective of the partner nations, captured the essence of the program, particularly in its early years as they developed relationships with their partner states. With most of these countries being smaller than the United States, it was easier to relate with individual states to “build a bridge” between two sovereign nations. (Courtesy National Guard Bureau, Office of International Initiatives)

## NATO CHANGES AND THE PARTNERSHIP FOR PEACE

President William J. Clinton released his NSS in July 1994, setting forth U.S. goals for support of future NATO expansion in Central and Eastern Europe. The NATO alliance had stayed intact for nearly 50 years with a history of steadfast resolve and mutual cooperation based on capable military forces and inspired political leadership.

NATO forces regularly trained and operated together during the Cold War. NATO conducted its first out-of-area operations in Bosnia and Herzegovina after the breakup of Yugoslavia in 1994, and later in Kosovo in 1999.<sup>17</sup> In the decade before the Cold War ended, USEUCOM had more than 350,000 troops in Europe at any one time. By 1992, troop levels had fallen by nearly two-thirds.<sup>18</sup> The 1993 NSS written by President Bush had offered glimpses into ways the United States might employ its military in the future. The NSS proposed by Clinton in 1994 offered a more restrained strategy for the decade ahead, emphasizing the notion of partnerships as best serving the national security interests of the United States. The SPP was thus well-positioned to expand on the established tradition of military-to-military cooperation

among NATO allies to now include the newly independent democracies of the post-Cold War world.

Working in parallel with the SPP and within the policy framework of NATO was the Partnership for Peace (PfP). NATO established this entity in 1994 to prepare new democracies in Central and Eastern Europe with an initial focus on Poland, Hungary and the Czech Republic.<sup>19</sup> Established in 1994, the year after the SPP was launched, PfP was described as a new method of dialogue between NATO and new partners from the former Soviet bloc. It quickly became a program of bilateral cooperation intended to “bind former Communist states to the rest of Europe.”<sup>20</sup> The leaders of the countries from the former Soviet bloc used the PfP to train their militaries on how to incorporate civilian command and to ensure that standards of democratic rule would be followed under the requirements of NATO membership. Twenty-one nations joined the program, including Russia. PfP and the SPP are sometimes confused with each other because they share similar goals. PfP is a NATO-specific program to help newly emerging countries prepare for entry to NATO. The SPP is a NGB and CCMD-funded program to support U.S. security cooperation engagement with partner

country militaries, including their modernization and professionalization, which also enhances their ability to meet NATO standards.

## PEACEKEEPING DUTY

A goal of the 1994 Clinton NSS was for U.S. forces to conduct peacekeeping operations in an effort to resolve or prevent conflicts. While the airlift, intelligence and communications capabilities necessary for these duties were well provisioned, the notion of National Guard soldiers and airmen being involved in such operations seemed beyond the capabilities of part-time soldiers and airmen. However, despite this misperception, civilian skills cultivated by citizen-soldiers and airmen translated into success throughout peacekeeping duties in Bosnia and Herzegovina, and Kosovo during the 1990s and in Egypt's Sinai Peninsula after 2001. Guard skills during peacekeeping assignments in remote sections of the world demonstrated the experience and poise of National Guard men and women in solving problems and promoting progress in challenging and tense areas of the world.<sup>21</sup>

The evolution into peacekeeping for the National Guard has progressed. Joint peacekeeping missions in Central Asia were facilitated through the presence of SPPs in the region, a fact that laid the groundwork for broader cooperation between the DOD and those nations when the U.S. went to war with Afghanistan in late 2001. Presently, the partnership model serves allied readiness needs and eases the stress of unilateral peacekeeping in administering present and future peacekeeping tours. The DOD, in order to assist the United Nations Peacekeeping Force in Cyprus (UNFICYP), first engaged the SPP in September 2010. This model of peacekeeping force using state partners took place when the Ohio National Guard undertook peacekeeping duties on Cyprus, along with soldiers from their counterparts in the nations of Hungary and Serbia.<sup>22</sup> Because of the SPP, the United States can count on reliable partners for future contingency operations.

## THE MARSHALL LEGACY SYMPOSIUM

An early milestone for the SPP was the Marshall Legacy Symposium, conducted with George Washington University in Washington, D.C. in January 1996. It preceded the 50th anniversary of the Marshall Plan in 1997. The Marshall Plan transformed relations between the United States and Western Europe after World War II, and sowed the seeds for future mutually beneficial relationships with the countries of the region to flourish.

The Symposium was conducted at a critical juncture for the SPP. Col. Renfroe decided that, "the beginning of 1996 would be the right

"... we must support cooperative efforts and mentoring programs with these countries to help ensure the success of democratic reform."

– PRESIDENT WILLIAM J. CLINTON

time to bring all of the major [SPP] participants together for in-depth discussions about progress to date and future directions of [the] program ..."<sup>23</sup> Its timing coincided with the continuation of the siege of Sarajevo and the last days of the ethnic conflict in Bosnia and Herzegovina. These events had threatened to undermine the recent independence of the former Yugoslavian republics and cast a pall over Eastern Europe.

The SPP relationships in the Baltics and Central and Eastern Europe had begun well. President Clinton, in a letter read during presentations at the Marshall Symposium, further underscored the importance of partnerships when he said:

*... We must support cooperative efforts and mentoring programs with these countries to help ensure the success of democratic reform. Forming partnerships with many of the newly independent countries of Europe, U.S. states have become leaders in this concept. The United States is reaching out through the Partnership for Peace and the National Guard State Partnership Program to help shape democratic institutions where totalitarianism once ruled.<sup>24</sup>*

Clinton's remarks resonated at this time. Prior to this event, during Operation Joint Endeavor in Bosnia and Herzegovina that started in late 1995, countries that were involved with the SPP program lent assistance to NATO. This spirit of cooperation also influenced those at NATO when the first former Soviet bloc nations were under consideration for admission to the alliance.<sup>25</sup>

## OPERATIONAL SUPPORT, FORMING STRONG MUTUAL ASSOCIATIONS

CNGB Lt. Gen. Conaway's leadership led to formalizing the SPP and improving the focus of its mission.<sup>26</sup> However, this new program was challenged during its inception, as the U.S. Congress was eager to scale back military expenditures with the end of the Cold War, including military-to-military contact.



However, Gen. Shalikashvili understood the significance of these military-to-military exchanges. He wrote a strongly worded letter to Senate Armed Services Committee Chairman Sam Nunn of Georgia, urging him to ensure that the JCTP and SPP funding for 1994 would remain, because the program was:

*... the most visible U.S. initiative of any NATO nation. It is a success story of the post-Cold War – a new Marshall Plan – this time investing intellectual resources rather than large-scale material resources. As a direct result of our Military Liaison Team presence, several Central/Eastern Europe countries are moving to ensure the human rights of their military personnel by instituting a military legal code based on our Uniform Code of Military Justice, instituting or reviving chaplain corps, and developing NCO corps ... without FY 94 funding, we eventually will be forced to pull our teams out of ten countries, which would be a major embarrassment for the United States and damage our credibility. Our commitment to democracy and progress in Europe would be greatly undermined and slow the integration of our former adversaries into mainstream democratic societies.<sup>27</sup>*

Shalikashvili, who grew up in “stateless” Eastern Europe as the son of refugees amidst the instability after World War II, had seen firsthand the benefits of aid such as the Marshall Plan. At his request, \$10 million was budgeted for Fiscal Year 1994 to the JCTP and SPP, which allowed them to function as originally intended.<sup>28</sup>

USA Lt. Gen. Edward Baca was a strong advocate for the SPP when he took over as CNGB, succeeding Conaway in October 1994. Baca wanted to increase the National Guard’s international presence, and viewed the SPP as a primary means to achieve this goal. Baca emphasized including countries in the U.S. Southern Command (USSOUTHCOM) area of responsibility to be candidates for the SPP. He successfully accomplished this in his tenure, as the Guard added six partnerships in the USSOUTHCOM command. Baca gave great credit to his support staff at NGB. He explained why he believed the SPP was such a worthy program during his tenure as CNGB, stating that, “The entire State Partnership Program also has great success because of the interconnectivity and comprehensive links that it provides for national security. The depth of the citizen-soldier provides the most strength to the program through personal relationships and enduring contact established with the duality of the partnerships.”<sup>29</sup>

In the SPP’s early years in Europe, shared cultural and economic characteristics were the most common factors used to form partnerships. This proved true as California partnered with Ukraine, both of which managed large agricultural production land areas. At the same time, Illinois partnered with Poland because of the large Polish population in Chicago, second only to Warsaw in the entire world. Ohio was part-

nered with Hungary primarily because of the large population of Hungarian descendants located in the Cleveland area. Selection for partnerships evolved into a comprehensive, analytical process based on inputs and data provided not only by applicant states and territories, but from the CCMD, U.S. embassies, regional security institutes, and others. Beyond such shared criteria as topography, demographics and economics, a broad range of desired capabilities such as those involving disaster response, search and rescue, border, port, and aviation defense and security are also considered and evaluated.



**ABOVE:** Gen. John Shalikashvili, SACEUR and later CJCS. (Courtesy DOD).

Other partnerships emerged as USA Gen. George Joulwan, the supreme commander of USEUCOM, who succeeded Cmdr. Gen. Shalikashvili, gave continued support to the SPP when he asked the National Guard to participate in a new partnership with Georgia. The country of Georgia was partnered with the state of Georgia in 1994. What may at first appear to be a frivolous partnering based on similarity of names was, in fact, based on the solid sister city relationship in place for many years



**ABOVE:** More than 150 Moldovan children from orphanages in Straseni and Laloveni and from the School for Hearing Impaired Children were treated by a team of American military dentists from the North Carolina National Guard. After their check-ups, each child received a tube of toothpaste and a new toothbrush. USEUCOM provided funds for all necessary equipment and supplies. (Courtesy USEUCOM, via U.S. Embassy Moldova)





**LEFT:** USAF Maj. Martha Alspaugh, left, and Lt. Col. Jane Elkovich, both flight nurses assigned to the 156th Aeromedical Evacuation Squadron, North Carolina Air National Guard, prepare dummies before loading them into an aircraft in Charlotte, N.C., July 29, 2010, for a check ride. The airmen hosted Moldovan military medical officers while sharing the North Carolina National Guard's medical evacuation techniques. (Courtesy DOD by USAF Tech. Sgt. Brian E. Christiansen/Released)

between the Georgian city of Tblisi and the city of Atlanta, Georgia in the United States. The two entities found common ground, and worked together on needed projects such as rebuilding an orphanage in Tblisi, after the facility had been damaged in the 1993 Georgian civil war. The Georgia National Guard's 878th Engineer Battalion performed plumbing, carpentry, masonry and electrical repairs to this facility using three, 21-day rotations.<sup>30</sup> Additional partnerships were initiated in 1996, including Minnesota-Croatia, Montana-Kyrgyzstan, Nevada-Turkmenistan, and North Carolina-Moldova.

In addition to the first partnerships in the USEUCOM combatant command region, other agreements were brought into the fold in the 2000s. New Jersey paired with Albania in 2000, after South Carolina's partnership came to a close. In Eurasia, Azerbaijan signed a partnership pact with Oklahoma, and Armenia with Kansas in 2002. In the Balkan region, Bosnia and Herzegovina paired with Maryland in 2003; Serbia with Ohio in 2005; Maine with Montenegro in 2006; and Iowa with Kosovo in 2011.

Visits from National Guard leadership to Central and Eastern Europe continued when Baca visited Estonia in 1996. During this visit, Maryland's TAG, USA Maj. Gen. James Fretterd, emphasized for Estonians the National Guard as a professional military force of citizen-soldiers from a variety of civilian occupations.<sup>31</sup> This rapid change from a military force sourced from the USSR just more than five years earlier, into one representative of the Estonian population, underscored the impact of the SPP.

The National Guard's success with the SPP fit well with the policies advocated by William Perry, the SecDef during the first Clinton administration. Perry, in an address to the John F. Kennedy School of Government at Harvard University in May 1996, stated that the United States should use three methods of national defense: preventive, deterrence,

and military. The National Guard and the SPP fell within the realm of preventive defense, successfully implementing bilateral security cooperation to minimize the risk of conflict and misunderstanding between the United States and partner nations.<sup>32</sup> This reduced the likelihood of using methods of deterrence or escalating military budgets through higher preparedness measures.

As the 1990s drew to a close, Baca looked back on the expansion of the SPP as one of his greatest accomplishments as CNGB. One of the original goals of the SPP was to move as quickly as possible from the military-to-military realm to the civilian-to-civilian realm. This was a



**ABOVE:** Sgt. 1st Class Travis Eichhorn, a Pittsburg, Kan. native and combat engineer with the Kansas National Guard, partners with a soldier from the Engineering Companies of the Armenian Peacekeeping Brigade during a simulated one-man demining drill as part of a training course taught by soldiers of the Kansas National Guard and a civilian representative from the U.S. Humanitarian Demining Training Center. Kansas National guardsmen and the HDTC representative are instructing Armenian peacekeepers and engineer battalions on international demining standards as part of the Humanitarian Mine Action program and will assist the Armenian government in developing a national standard operating procedure for demining. (Courtesy Petty Officer 2nd Class Patrick Grieco)



**LEFT:** Sgt. Winston Obermuller (top center) and Staff Sgt. Ann Olson (bottom right) show a Tajik Army officer how U.S. personnel maintain and operate a sensitive piece of detection equipment that was provided to the Tajiks by the United States. (Courtesy Virginia National Guard SPP)



**ABOVE:** Staff Sgt. Ellen Billmyer, Virginia Army National Guard, teaches Republic House children in Dushanbe, Tajikistan, how to properly brush their teeth using a toothbrush and toothpaste donated by a church in her community. (Courtesy Maj. Neal Edmonds, Virginia National Guard SPP coordinator)

great advantage of the SPP being a National Guard program, with its basis being the citizen-soldier and airmen. This evolution took hold during Baca's tenure, as 12 partner countries joined the program, increasing the number of partnerships to 33. Baca noted:

*... the fact now is that many of these countries are NATO allies; most of those countries succeeded, and are doing well. Not only did we partner the National Guard and the military-military relationship, but the partnership became a state-state [relationship], completely. The governors got involved with them. For example, Estonia was partnered with Maryland. They met with Governor [Parris] Glendening, he offered them the services of Johns Hopkins University and the University of Maryland Medical School; in addition to that, they worked in every other area, civilian as well as military, in helping them rebuild their country, and their medical program. Estonia ended up with one of the best medical programs among the Eastern bloc nations.<sup>33</sup>*

Former Soviet bloc nations seeking NATO membership found the SPP a helpful program to aid them in their bid for membership. One example was Hungary, an early partner with the Ohio National Guard from 1993. Hungary was among the first former Soviet bloc nations to join NATO in 1998. The rise in the professionalism and readiness of the Hungarian military establishment that made this possible can be attributed in no small part to the Ohio National Guard's positive relationship with their foreign counterpart and their mutually beneficial security cooperation remaining in force.

Because their militaries were modeled on the Soviet archetype, few of the partner countries had a professional NCO corps such as that of the United States military or most of the NATO allies. This was a deficiency because nations with any aspiration of eventually joining NATO needed to have a military establishment of NCOs organized, trained and equipped to be compatible with Western nations. Having a professional NCO corps was a significant part of this kind of military structure. The security exchanges with new European militaries under the SPP sparked the development of the NCO corps within many partner countries. SPP events stressed the critical importance of the NCO corps to ensure that discipline, order, and efficiency are carried out in the military ranks. This emphasis on NCOs improved the readiness and effectiveness of the region's military units.<sup>34</sup>

There are other examples that demonstrated the value of the SPP. Baca's visit to Romania in 1995 revealed similar values and ideals held by the Romanians. Former adversaries were now working with the United States in support of security, freedom and democracy. Baca observed that preconceived notions were shattered and that the Romanians warmly embraced the visiting National Guard soldiers and airmen. This occurred after the Alabama National Guard worked

to repair a badly damaged orphanage with its partner in Constanta, Romania. The Alabama Guard, in coordination with Romanian military counterparts, rehabilitated the damaged building, repaired sewer lines, and rotated soldiers and airmen through the facility to improve the lot

"Not only did we partner the National Guard and the military-military relationship, but the partnership became a state-state [relationship], completely."

— LT. GEN. EDWARD BACA





**ABOVE:** With help from interpreters, logistical staffs from Kazakhstan, Tajikistan and the Kyrgyz Republic learn how the 162nd Fighter Wing, Arizona Air National Guard, Tucson Ariz., manages materiel in the Davis-Monthan AFB warehouse. (Courtesy Air National Guard by MSGt. Dave Neve)

of those living there, many of whom were children with pediatric AIDs. Through these combined SPP efforts, they truly made a difference in people's lives.<sup>35</sup>

Another example of value added for the United States occurred with the employment of the SPP by United States Central Command (USCENTCOM) in 1993 in former Soviet bloc countries in Central Asia. The vast former Soviet republic, Kazakhstan, requested a National Guard state partner and was paired with Arizona because of their shared desert climates. Kazakhstan's Committee for Emergency Situations soon visited Arizona to explore new ways of managing disasters and improving emergency management methods. Kazakhstan's strategic importance was underscored after September 11, 2001, when it provided intelligence and overflight rights in support of coalition operations in Afghanistan. The Kazakhs also underwent joint military training with their Arizona National Guard partners and deployed together to Afghanistan.<sup>36</sup>

Funding was important in focusing initial activities in Eastern Europe and Central Asia. In 1992 Congress had authorized funding under the Cooperative Threat Reduction (CTR) program

to dismantle nuclear stockpiles following the breakup of the Soviet Union. The program later focused on preventing proliferation of nuclear weapons and material from former Soviet bloc countries. This line of funding served to finance military-to-military exchanges in the region and opened a substantive security dialogue between the DOD and Central Asian nation defense ministries for the first time.<sup>37</sup>

Central Asia witnessed further SPP growth as the new countries of Kyrgyzstan (now the Kyrgyz Republic), Turkmenistan, and Uzbekistan applied to USCENTCOM for SPP membership in 1996. After their applications were approved, the CNGB and USCENTCOM paired these countries with Montana, Nevada and Louisiana, respectively. Virginia and Tajikistan soon followed as SPP partners.<sup>38</sup> Two of these partners had particular situations that made their partnerships with their states valuable. Tajikistan shares a border with Afghanistan, which shares rugged territory and is a vulnerable site for criminal activity. It also endured a civil war in the mid-1990s that put the new nation into a state of disarray. The Kyrgyz Republic housed Manas International Airport and provided a critical supply network for U.S. forces in Afghanistan.



**ABOVE:** In July 2007, Albania hosted members of the Alpha Company, 2nd Battalion, 113th Infantry, and 50th Infantry Brigade Combat Team of the New Jersey Army National Guard for training during Phase I of a Unit Level Exchange program. This Unit Level Exchange, the first military exercise of its kind in Albania, was requested by the Albanian Armed Forces Joint Forces commander, funded by United States Army Europe, organized by the Embassy's Office of Defense Cooperation and supported by the New Jersey Army National Guard. (Photograph by Capt. Jon Powers)



Military professional education is key to success. Such a bond espouses the notion of true partnership that seeks to improve processes and benefit both sides engaged in important issues for all citizens concerning emergency response, education, health and general welfare. Montana and the Kyrgyz Republic shared characteristics in being landlocked mountainous regions, and both frequently dealt with emergency management issues related to natural disasters.<sup>39</sup> The Montana delegation visited the Republic in 2008 for an information exchange and learned from their Kyrgyz counterparts that emergency response is often managed without technology or sophisticated equipment. Given the number of natural disasters that the state had recently experienced, including earthquakes and mudslides, this might seem to have been a major obstacle.

Still, the Kyrgyz Ministry of Defence coordinated search and rescue and disaster planning, so the expertise remained in the hands of those authorities trained in dealing with natural catastrophes. Government planners also used the model of regional disaster planning as part of their overall response, and emulated many features of Montana's disaster plans. In addition, former Kyrgyz military members comprised the response that treated natural disasters in the Republic and relied upon their past training and structure. This small adaptation of Montana's methods has improved response times in spite of the lack of resources.

Also, in the days after 9/11, Montana's partnership with the Kyrgyz Republic acquired a crucial strategic importance due to its proximity to other Central Asian nations. The program "focuses on building



**ABOVE:** Sgt. Daniel Kim (left), Alpha Company, 2nd Battalion, 113th Infantry, 50th Infantry Brigade Combat Team, plan strategy with two Albanian NCOs during a field training exercise on July 17, 2007. (Courtesy New Jersey National Guard Public Affairs Office)



**ABOVE:** New Jersey Army National Guard Medics distribute 500 doses of Hepatitis A vaccine for local children at a small community clinic in Zallher, Republic of Albania, on July 12, 2007. (Photograph by Capt. Jon Powers)



**ABOVE:** Eighteen 108th Air Refueling Wing Security Forces Airmen with the New Jersey Air National Guard and 15 508th Military Police Soldiers of the New Jersey Army National Guard deployed together from June 7 to 21, 2009 to Tirana, Albania, where they jointly trained with 130 of their counterparts in Albanian Military Police Battalion Unit Number 4002. (Photograph by 1st Sgt. Raymond Hoffman)



relationships with partners, not on merely providing military information in a one-way channel,” said its coordinator, Chief Warrant Officer Ernest Bridwell. “All the parties in this endeavor are equal partners.”<sup>40</sup> This sort of exchange, typical of those going on between other state National Guards and their partners, demonstrates how both the Montana National Guard and the Kyrgyz Ministry of Defence have shared a mutual issue and learned from the other’s experiences. ♦



**ABOVE:** Members of the Montenegrin Special Forces participated in a tactical capabilities demonstration at the Danilovgrad Training Center in Montenegro on December 7, 2006, for National Guard Bureau and Maine National Guard leaders. The Maine National Guard and Montenegro announced their pairing in the National Guard’s SPP on December 7 in Podgorica, Montenegro. (U.S. Army photo by Sgt. Jim Greenhill)



**ABOVE:** Master Sgt. Vlad, team sergeant in Company B, 2nd Battalion, 19th Special Forces Group, Ohio National Guard, discusses with Soldiers from the Republic of Serbia’s 63rd Parachutist Battalion, Special Forces Brigade how to use explosives to breach a door at Camp Grayling, Mich. The team conducted demolition training in 2007 as part of an SPP and military exchange with Ohio and Serbia. (Photograph by Spc. Sam Beavers)



**ABOVE:** Members of the Montenegrin Special Forces participated in a tactical capabilities demonstration at the Danilovgrad Training Center in Montenegro December 7, 2006, for the NGB and Maine National Guard leaders. (DOD photo by Army Sgt. Jim Greenhill)

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# CHAPTER 3

EXPANDING THE SPP FROM EUROPE TO THE WESTERN HEMISPHERE



USA National Guard Col. Robert “Bob” James assumed leadership of the SPP in 1996 as the NGB International Affairs Division grew into a larger full-time operation during Lt. Gen. Baca’s tenure as CNGB.<sup>1</sup> James, in a 2012 interview, acknowledged that Baca’s support proved invaluable in his pursuit to move beyond USEUCOM and develop additional partnerships in Central and South America within the USSOUTHCOM area.<sup>2</sup>

Col. James was challenged to take the SPP to a new level of effectiveness by focusing more on military-to-civilian relations in coordination with partner country militaries. The result was an increased frequency of overseas exchanges with National Guard soldiers and airmen who could demonstrate their civilian skills to their partner countries in joint projects with the host armed forces. This included a variety of projects in many fields administered by state governments, including departments of commerce, agriculture and education.<sup>3</sup> This evolution from initial military-to-military exchanges underscored the versatility of the National Guard soldiers and airmen in their dual mission.

Another area of expansion was the assignment of an SPP representative from National Guard states to partner countries in Europe and the Western Hemisphere. This required an agreement among NGB, USEUCOM and USSOUTHCOM to station a National Guard state officer or NCO designated as a Bilateral Affairs Officer (BAO) in the Office of Defense Cooperation (ODC) in USEUCOM countries or as a coordinator in the United States Military Group (USMILGRP) in USSOUTHCOM countries. Initially, National Guard state personnel with language skills and a desire to work in a foreign setting qualified for coordinator positions. The original framework included a National Guard language registry as part of the coordination effort; however, the language skills did not ultimately become a requirement for assignment among MLTs. The National Guard states also recognized the value of having their own representative in the partner country’s capital, working directly on SPP issues and facilitating dialogue between the state and the partner country’s defense and military leadership.<sup>4</sup>

## ROOTS OF THE PARTNERSHIP CONCEPT IN THE WESTERN HEMISPHERE

Beginning in the 1970s, the National Guard committed a small number of units to conduct training exercises in Central America with the local armed forces in coordination with USSOUTHCOM. Typical joint missions included National Guard engineer units constructing roads, schools and clinics, and National Guard medical personnel providing care to underserved populations.<sup>5</sup> The National Guard worked with

host country military and civilian authorities working on projects of the choosing of the host countries. Training U.S. troops with dedicated training funds in these countries in those early years was an extension of the Total Force concept that took hold in the DOD.

By the 1980s, dozens of units had participated in these training operations. The notion of National Guard training overseas was seen as an important extension of the Total Force concept and had strong support of the USSOUTHCOM Commander, USA Gen. Paul Gorman. The exercises were carefully constructed to ensure that the host country worked with military and civilian authorities but that the projects were chosen by the country and that the local government, not the United States, received the bulk of the credit for the work accomplished. For the National Guard, all such exercises had to relate to training its troops since the money was used to fund deployments to these locales. Despite early obstacles, the commander in chief of the U.S. Southern Command (CINCSOUTH), the NGB, and the host countries agreed that these cooperative exercises were beneficial for all concerned. They established a basis for future projects and amicable bilateral relations.

One early high-profile security cooperation program that was started in Central America was the “Blazing Trails” road building exercise in Panama. The Missouri Army National Guard, working with USSOUTHCOM, initiated this program with Panama in 1983. The deployments focused on road construction in underdeveloped areas of the country, and became the model for the *Fuertes Caminos*, or “strong roads.”<sup>6</sup> These were a series of exercises that would continue in Central America for several years. In addition to Missouri, National Guard elements from Louisiana, Wisconsin and North Carolina also participated in these duties.<sup>7</sup> In turn, the *Fuertes Caminos* exercise series became the model for National Guard overseas deployment training through the USSOUTHCOM area of operations.

There were also other joint training exercises, large and small, conducted in Honduras, Costa Rica and Ecuador, and elsewhere in the region. Most exercises concentrated on engineer-specific tasks such as developing

One early high-profile security cooperation program that was started in Central America was the “Blazing Trails” road building exercise in Panama.

access to potable water and constructing better community buildings. Many such activities had a significant medical, dental and veterinary component that provided valuable training for National Guard participants while materially benefitting local citizens in rural areas of the participating partner countries. ARNG and ANG units from Illinois, the District of Columbia, West Virginia, South Dakota, Maryland, Oklahoma, New Jersey, New Mexico and Pennsylvania also participated in these early partnerships.<sup>8</sup> This series of exercises continued through the late 1980s and laid the foundation for later activities in USSOUTHCOM under the SPP.

## THE WESTERN HEMISPHERE - POLITICAL CHANGES IN THE 1990S

Central and South America experienced marked political change in the early 1990s, the most notable of which took place in Nicaragua and El Salvador. Both countries had been torn by civil war through most of the 1980s. Elections replaced the Sandinista government in Nicaragua in 1990, while a peace accord ended civil war in El Salvador in 1992. Democratic elections followed the cessation of hostilities in both countries. Panama also experienced regime change after the apprehension of President Manuel Noriega in 1990.<sup>9</sup> In the aftermath of Operation Just Cause, the country ceased operating its armed forces and instead established a constabulary known as the Panamanian Public Forces (PPF).

Within the sphere of USSOUTHCOM, political changes necessitated strategic change. The United States experienced a new learning curve within its military establishment in the 1990s.<sup>10</sup> This change came about with the reduction of forces worldwide among all the established combatant commands. As new democratic institutions evolved in Latin America through the early part of the 1990s, overall military strategy in the region emphasized taking “quiet [and] inexpensive steps through which to institutionalize and strengthen the functional linkage among the Western Hemisphere’s military leaders.”<sup>11</sup> To accomplish this goal, the concept of forming partnerships with other Latin American nations gained acceptance.

## FORGING POSITIVE RELATIONSHIPS

After the SPP was established in the countries of Central Europe and Eurasia, USSOUTHCOM requested that the National Guard engage with its command to establish partnerships with countries in Central and South America. The SPP’s establishment in Latin America was a natural progression in the growth of the program. Other states in the United States could fill a void in what was then a “Euro-centric” program.<sup>12</sup>



**ABOVE:** Maj. Jeff Ford, Future Operations Officer for the Missouri National Guard, demonstrates to members of the Panama Police Force how the Missouri National Guard handles interoperable communication in natural disasters such as a tornado or a flood. (U.S. Army photo by Staff Sgt. Christopher Robertson, Missouri National Guard)

The United States also wished to make progress with goals of safety and security working in close contact with the countries of Latin America. Through the leadership provided by SecDef Perry, U.S. relations with Latin America were aligned to emphasize Latin American issues. This focus in turn gave the SPP the ability to make a distinct impact in the region.

Perry provided important policy support for SPP when he advocated greater U.S. attention toward Latin American security issues upon taking office in 1994. Perry favored a deeper engagement with the United States’ neighbors in the Western Hemisphere to meet emerging security threats such as arms trafficking and narcotics smuggling. He hosted a Conference for Latin American Defense Ministers in 1995 in Williamsburg, Va. to demonstrate his support for the region and attended a similar event in Argentina the following year. Perry also established the DOD Regional Center for Hemispheric Defense Studies at the National Defense University (NDU) that same year. His attention to strengthening shared values and international relationships with friendly nations in the Western Hemisphere was exceptional.<sup>13</sup>

This meeting was important to the expansion of the SPP because it emphasized cooperation and security among the nations of the hemisphere. The end of the Cold War steered U.S. resources east toward Europe, yet it could now focus on issues closer to the homeland. As was the case with Central and Eastern European nations, recognizing the need to seize the opportunity to deal with security and economic issues in the post-Cold War world opened many doors to cooperative efforts in the military and civilian arenas.





ABOVE: Nations of Central America, ca. 1985 (CIA Factbook)

Another facet of cooperation between the nations of Latin America and the United States was the notion of peacekeeping operations. Rather than having U.S. troops burdened with sole responsibility for foreign operations, defense cooperation among several nations, including Brazil and several Caribbean participants, opened the possibility of using shared interests in foreign posts to be leveraged in a positive manner. Examples of these peacekeeping operations were reported to the delegation at Williamsburg.

On Tuesday, July 25, Perry opened the day's working sessions praising delegates for "making history" by seizing the opportunities presented at the end of the Cold War to "begin our world over again in our hemisphere." The tools needed to define the existing post-Cold War security agenda: a shared outlook regarding the importance of democratic government, free trade and open markets, and strong leaders that would protect these principles. Participants were also encouraged to establish a "framework for hemispheric defense establishments to work better together."

Some of the smaller countries in the Western Hemisphere used the SPP to improve their security relationships with the United States. In the mid-1990s, USSOUTHCOM commanders urged NGB to participate and play an important role in developing capabilities of local militaries. USSOUTHCOM commanders were aware of past exercises administered by the National Guard in the 1980s and encouraged NGB to pair with interested countries in a continuation of their close partnerships.

The first partner countries in the Western Hemisphere joined the SPP in 1996. They were Louisiana-Belize, Missouri-Panama, Kentucky-Ecuador, and West Virginia-Peru. Other partnerships in South America followed, including Mississippi-Bolivia in 1999. These new pairings demonstrated a continuation in program priorities, emphasizing greater attention to expanding military-to-civilian contacts.

Throughout his tenure as CNGB, Lt. Gen. Baca forged good working relationships with USSOUTHCOM during the command of Gen. Joulwan. Baca visited several new partner countries in the Western Hemisphere, including Belize and

Panama. After witnessing soldiers and airmen building schools and medical clinics deep in the jungle or playing baseball with local villagers in Belize, Baca stated he was seeing "America at its best."<sup>14</sup>



ABOVE: Command Sgt. Maj. Ralph Rosemore of the Wisconsin National Guard's 1st Battalion, 128th Infantry, talks to Nicaraguan military members and answers questions during a leadership exchange that took place at an NCO academy in Managua, Nicaragua, April 13-15, 2010. The three-day seminar provided service members information about the role of a USA NCO and covered topics like training, caring for soldiers and basic organizational structure. (Photo by Staff Sgt. Emily J. Russell, Wisconsin National Guard)





**ABOVE:** Honduran public affairs soldiers observe a mosaic of Puerto Rico's crest during a visit to the governor's mansion in Old San Juan. The visit of the Honduran military was part of the SPP in which they had the opportunity to visit the Puerto Rico National Guard training facilities and exchange training information with its leaders. (Army National Guard photo by Staff Sgt. Joseph Rivera-Rebolledo)

## BASIS FOR LATIN AMERICAN PARTNERSHIPS

When pairing a state with a Latin American country, NGB considered National Guard capabilities and shared experiences. In addition to these characteristics, other selection criteria that bonded the nations of Latin America and their counterpart U.S. states included:

- Shared cultural ties, history.
- Geographic similarities.
- Industrial/economic similarities.
- Prior engagement and cooperation efforts.
- Shared natural disaster threats and preparedness issues.<sup>15</sup>

For example, Florida had a large population of citizens from countries in Central and Latin America, and therefore was paired with two countries in the region. Geographical and industrial similarities were additional reasons to pair particular countries and states. One example was West Virginia and Peru, two areas with significant investments in the mining industry. Additionally, both areas had mountainous terrain, with rural populations that were not fully integrated into their respective

national economies. The West Virginia National Guard, working with its military counterparts in Peru, conducted many SPP events over the years that helped develop strategic transportation networks and promote military support to civilian authorities.<sup>16</sup>

The regular rotation of Missouri National Guard units during annual training in Panama in the 1980s contributed greatly to the growth of state partnerships with Central and South American nations through the 1990s. The Missouri National Guard earned a sterling reputation during their time training in Central America that helped in the growth of the SPP in the Western Hemisphere. Though Missouri and Panama may seem culturally distinct to observers, their future SPP relationship grew from the time the Missouri National Guard undertook the Blazing Trails operation, which used nearly 10,000 troops to construct or repair bridges, roads, medical clinics, and schools starting in 1985. Missouri engineers also drilled water wells to bring clean water to poor villages in later training stints.

Other ties bound Latin America to certain U.S. states when partnership pairings were taken into consideration. In early 2012 Louisiana, in



coordination with USSOUTHCOM, established an SPP partnership with Haiti. This partnership was the culmination of a close relationship developed between Louisiana and Haiti when Louisiana National Guard soldiers deployed to the country in the aftermath of the devastating earthquake of January 2010, part of USSOUTHCOM humanitarian relief efforts. Louisiana and Haiti shared a French colonial history as well as a need to prepare for tropical storms in their respective coastal regions.<sup>17</sup>

The shared experiences of the state National Guards through the many annual exercises developed a strong bond with their Latin American counterparts. In contrast to the nations of Central and Eastern Europe and Eurasia, all of which were ruled by the dictates of the Warsaw Pact, no prior cooperative military exchanges had taken place. The National Guard's overseas deployment training in Central and South America therefore validated the operations and the success of the state partnerships that followed in the 1990s and into the new millennium.

### SOLIDIFYING PARTNERSHIPS

Strong professional and personal relationships are important dividends of the SPP. In an interview with leadership from the Kentucky National Guard in 2011, there were many accomplishments listed that mutually benefitted the participants of military-to-military and military-to-civilian exercises. In an interview, Kentucky TAG Maj. Gen. John R. Groves Jr. also cited the personal contacts made in the early years of the



ABOVE: SPP public service announcement, 2000. (Courtesy NGB Public Affairs Office)



ABOVE: 1st Sgt. Albert Wass de Czege and Sgt. Scott Davis from the Florida National Guard 221st Ordnance Company (shown here in civilian clothes) demonstrate to members of the St. Kitts and Nevis Defense force, police, fire services and coast guard how to wire and detonate C4 explosives during an SPP subject matter expert exchange in 2011. (Photo by 2nd Lt. Gavin Rollins).

program paid dividends later. For example, one junior Ecuadorian officer had worked his way through the force to become head of the nation's defense. He was in a unique position to see the positive attributes that his defense forces were gaining through the SPP.<sup>18</sup>

Panama had no standing military force after President Noriega was arrested in 1989. The country established a public police force modeled on the National Guard to counter any possible acts of aggression against the government. As a result, Missouri developed a unique security partnership with Panama's police force in close cooperation with USSOUTHCOM. National Guard citizen-soldiers and airmen were able to complete civilian development work to benefit the citizens of Panama. Due in part to their previous relationship, Panama and Missouri became partners in the SPP in 1996.<sup>19</sup> This also marked the first time that an SPP partner country did not field a military, but rather, a state defense force. Costa Rica, a partner with New Mexico, similarly does not use a standing military force.<sup>20</sup>





**ABOVE:** From left to right, Task Force Kout Men Commander Col. Michael J. Borrel; Lt. Rogelio Pop with the Belize Defense Force Commander; Brig. Gen. Dario O. Tapia; Louisiana National Guard's TAG, Maj. Gen. Bennett C. Landreneau, and Louisiana's State Senior Enlisted Advisor Command Sgt. Maj. Caillier tour the Desronvilles engineering site in Gonaives, Haiti, Aug. 19, 2010. (Photo by Spc. Jessica Lopez, Louisiana National Guard)

By the end of the 1990s and the early years of the 21st century, Puerto Rico and Florida each had multiple SPP partners in the Caribbean Basin. Puerto Rico maintained partner agreements with Honduras in 1998 and with the Dominican Republic in 2003. Florida first paired with Venezuela in 1998 then with Guyana in 2003, and most recently with the Regional Security System (RSS) in 2006, which consists of seven island nations in the eastern Caribbean. Although the partnership with Venezuela has seen little activity in recent years because of the instability of its government throughout the 2000s, Florida's National Guard has maintained a steady level of activity outside their first partnership. Florida is nonetheless well positioned to help USSOUTHCOM promptly re-establish ties with the Venezuelan military should relations start to improve.<sup>21</sup>

Florida's portfolio is of particular interest because this latest partnership arrangement with the RSS. The RSS is a collection of independent Caribbean nations including Antigua and Barbuda; Barbados; Dominica; Grenada; St. Kitts and Nevis; St. Lucia and St. Vincent; and the Grenadines.<sup>22</sup> The sovereigns in the region are bound by common security objectives, including initiatives to deal with drug smuggling, human trafficking, and other criminal activities. This multinational arrangement works well in cultural and geographic terms, and could serve as a blueprint for future partnership arrangements with other smaller nations.

## EXPANSION OF EFFORTS

Other nations entered into agreements in the 2000s to further strengthen the bonds first established in 1996. These additions included New Hampshire pairing with El Salvador in 2000; Connecticut with Uruguay in 2000; Massachusetts with Paraguay in 2001; Arkansas with Guatemala in 2002; Delaware with Trinidad and Tobago in 2004; New Mexico with Costa Rica; and South Dakota with Suriname in 2006. South Carolina added another partner in the USSOUTHCOM region with Colombia in 2012.

In the spirit of expanding the scope of the SPP, recent activity in Latin America has emphasized cooperative efforts for the region of the Americas. These activities include SMEEs, seminars, conferences, and senior officer visits. They have taken place along with other security engagement activities that enhance defense knowledge with regard to military-to-military exchanges.

For example, Mississippi and Bolivia undertook a project that focused on human rights in 2010. It employed members of the Mississippi Band of Choctaw Indians (MBCI), and the Aymara people of Andean high country (*altiplano*), located in Bolivia near its border with Peru. Some of the MBCI were members of the Mississippi National Guard. They traveled to Bolivia that summer to share their legal knowledge and experience with the Aymara, including an SMEE on the integration of military, civil, and indigenous law.



**ABOVE:** Suriname Army military police member Sgt. 1st Class Rashkoemar Mahangoe demonstrates restraint techniques on his partner Sgt. 1st Class Cyron Doemoeng, as observed by Sgt. Boyd Reiwnitz (center) of the 235th Military Police Company, South Dakota Army National Guard, during the Golden Coyote exercise in Rapid City, S.D., June 13, 2012. Suriname soldiers exchanged ideas with the 235th during a subject matter expert exchange. (Photograph by Staff Sgt. Charles Butler, South Dakota National Guard Public Affairs)



Later in 2010, five Aymara tribe members journeyed to Mississippi on a reciprocal visit with the Mississippi National Guard. They attended several classes and conducted lectures/panel discussions. The Bolivian visitors also met later with a primary attorney for the MBCI, as well as a tribal economic development expert. In addition to these meetings, the Aymara discussed court/judicial systems, health care, education, housing, and community development issues. This exchange with the MBCI provided the Aymara a helpful reference point for the development of a legal system. It illustrated how this kind of dialogue could promote respect for indigenous and cultural rights.<sup>23</sup>

The SPP is ideally tailored to each partner country's needs and capabilities. Although there are other common issues that states and partner countries focus upon more frequently, it is the shared experiences and challenges in the United States and abroad that require the greatest amount of attention. This example of a military-to-civilian exchange demonstrates the utility of the SPP.

Goals to further enhance the SPP in Latin America continue to evolve and grow. The 2012 USSOUTHCOM Theater Campaign Plan (TCP) identified 13 priority objectives to promote security and stability in the region. SPP conducts activities in support of nine of these goals, including:

- Counter Illicit Trafficking/Support of U.S. Government Interdiction Goals
- Maintain a Strong, Cooperative U.S. Posture in the Region
- Build Capacity for Foreign Humanitarian Assistance/ Disaster Response
- Build Partnership Capacity for Peace Support Operations
- Support for Security Sector Reform
- Develop Partner Nation Military and Regional Health Preparedness
- Improve Energy and Environmental Security
- Ensure Human Rights Compliance
- Expand Regional Access<sup>24</sup>



**ABOVE:** Members of the Arkansas National Guard partner with Guatemala to help build a women's clinic in the Guatemalan town of Tactic, part of the SPP (U.S. Army photo by Spc. Anthony D. Jones).



**ABOVE:** Members of the Ecuadorian military and pararescue from the 123rd Special Tactics Squadron of the Kentucky Air National Guard prepare to conduct a dive while tethered to a rope in order to perform a sweep of the nearby area at an SPP exchange at Dale Hollow Lake in Albany, Ky., September 17, 2010. (Courtesy Kentucky National Guard)

## AWARD-WINNING WORK

From these humble beginnings, the SPP would be recognized as one of the most significant U.S. international initiatives since the Marshall Plan. The SPP received the Dr. William J. Perry Award for Excellence in Security and Defense Education in 2011, bestowed by DOD's Center for Hemispheric Defense Studies at NDU. The award recognized the SPP's significant security cooperation contributions in the Western Hemisphere over the past 15 years. It is fitting that the first SecDef that strongly supported SPP is the namesake of this prestigious award.

The initial efforts of the National Guard working in close cooperation with USSOUTHCOM, coupled with the addition of more states working with partner countries in the 2000s, produced a remarkable record of accomplishments for the host nations and provided unique training and cultural exchange opportunities for the respective state National Guards. There can be no doubt the establishment of the SPP helped to advance security and stability and worked to fulfill the promise of its founders and advocates from nearly 20 years ago.<sup>25</sup> ♦

## ENDNOTES

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# CHAPTER 4

ESTABLISHING THE SPP IN ASIA AND AFRICA





## NATIONAL SECURITY STRATEGY 2002 – DEFEND, PRESERVE AND EXTEND

The SPP in the Middle East and Central Asia has been a useful security cooperation program in supporting USCENTCOM priorities in this volatile region of the world.<sup>1</sup> The war in Afghanistan became the nation's key focus by the end of 2001, as did the Iraq war that started in 2003. USCENTCOM moved swiftly to focus on its role of defeating terrorism in the region. The United States recognized the importance of strong partnerships to defeat terrorism and prevent future attacks. To this end, the DOD needed to employ more of its internal assets for wider, greater goals in a changed international atmosphere as it fought two wars as part of an international coalition.

The NSS of 2002 issued by President George W. Bush stated:

*... [The United States seeks] ... to create a balance of power that favors human freedom: conditions in which all nations and all societies can choose for themselves the rewards and challenges of political and economic liberty. In a world that is safe, people will be able to make their own lives better. We will defend the peace by fighting terrorists and tyrants. We will preserve the peace by building good relations among the great powers. We will extend the peace by encouraging free and open societies on every continent.<sup>2</sup>*

The importance of developing partnerships in the Middle East and elsewhere cannot be overstated. As of June 2012, SPP partner countries were providing more than 31,000 military personnel in support of United Nations (UN) and European Union (EU) peacekeeping efforts. These deployments reduce pressure on U.S. forces worldwide and lessen the need for costly U.S. military involvement in future contingencies. For example, Jordan, an important new Middle Eastern partner joining the SPP in 2004, worked closely through its Royal Air Force with the Colorado National Guard. USAF facilitation ensured successful cooperation in Libya with Operation Odyssey Dawn in 2011.<sup>3</sup> The Colorado Air National Guard assisted Jordan in taking on NATO tasks without heavy U.S. support. This kind of UN-sanctioned and regionally supported intervention may be a model for future DOD involvement in contingency operations.

### NEW PARTNERS IN PACIFIC COMMAND

Following Cols. Bob James and Virgil “Lee” Iams, the SPP continued its expansion around the world under the leadership of USAF Col. Mark Kalber, who had served as deputy of the NGB-IA under James from 1996 to 2000, and then as the division chief from 2001 to 2005. Prior to their administrations, the NSS of 1994 had focused on East Asia and

the Pacific Rim region, and noted the history of U.S. military involvement on the Asian continent in the 20th century. By the 1990s, the U.S. Pacific Command (USPACOM) area of responsibility shifted attention to growing economic opportunity and political normalization. Nations such as Singapore and China typified this economic growth, while Japan and South Korea continued as the foundation of stability in the region. Furthermore, neighboring nations such as the Philippines and Indonesia saw democratic governments taking root.<sup>4</sup> By 1994, bilateral treaties with Australia, Japan, South Korea and Thailand effectively focused U.S. national interests on the “New Pacific Community,”<sup>5</sup> one greatly changed since World War II (1941–1945) and the Korean War (1950–1953).

Within USPACOM, the first country welcomed to the SPP was the Philippines, partnered with Hawaii in February 2000, with Guam as an “associate” partner. In 2006, with the addition of Indonesia as Hawaii's second partner, Guam assumed a leading role in SPP partnership activities with the Philippines. Activities Guam has conducted in the Philippines in the 2000s have included SMEEs in best medical practices and the renovation of school-houses in the Cebu province.<sup>6</sup>

Other partnerships were soon added including Thailand-Washington in 2002 and Mongolia-Alaska in 2003. In subsequent years when USAF Col. Cathy Rodriguez and USA Col. William “Randy” Everett led the program as chief of International Affairs, Oregon partnered with Bangladesh in 2008 and Cambodia partnered with Idaho in 2009. These later additions served to connect Southeast Asia with U.S. West Coast states, as well as Alaska, Hawaii and Guam. These geographical pairings also underscored the many common challenges that both partner entities face in military and civil affairs. Partnership growth in USPACOM also continued under the leadership of USAF Col. Joey Booher, as Oregon signed a memorandum of agreement with Vietnam in 2012.

Royal Thai Armed Forces personnel visited Washington D.C. in 2001 exchanging information on missions and capabilities and discussing the

“We will preserve the peace by building good relations among the great powers. We will extend the peace by encouraging free and open societies on every continent.”

– NATIONAL SECURITY STRATEGY, 2002



**ABOVE:** The Medical First Responders course was conducted with the Royal Cambodian Armed Forces and Idaho National Guard Soldiers during Angkor Sentinel 2013. This exercise took place May 18–27, 2013. Pictured here, heart rates escalate as a Royal Cambodian Armed Forces comrade suffered a simulated gunshot wound to the chest, fractured femur, lower leg amputation, and second-degree burns on both arms during the practical exam. (Photo by Staff Sgt. Krista Fletcher)

possibility of becoming an SPP partner country. By 2002, Thailand had formally joined the SPP with the Washington National Guard as its partner. Washington had joined forces with one of the United States' longest-standing allies in Asia, with whom they had enjoyed standing diplomatic relations since 1832. Thailand also was the first nation in mainland Asia to join the SPP.

One of the main military exchanges that the Washington National Guard and the Thai military pursued was to improve port container security for both countries. This consisted of monitoring the U.S. Port of Seattle and the Thai Port of Laem Chabang in Pattaya. Given the drug and human trafficking that occurs in and around Thailand,

particularly in the area near the Myanmar border, both partners collaborated on better methods to enhance their respective security procedures. Lessons learned in Washington benefitted Thai shipping security in Laem Chabang, which in turn benefitted the Port of Seattle and the safety of its commercial shipping.<sup>7</sup> United efforts between SPP partners against potential terrorist activity represented some of the ways that military-to-military exchanges have mutually benefited partners in recent years.

The SPP in USPACOM mitigated geographic distance and demanding logistics through careful planning and close consultation with stakeholders. According to USA Maj. Gen. Raymond F. Rees, the recently retired TAG for the Oregon National Guard, the high cost of travel in the region is something that Oregon must factor into planning operations for SPP events. In the short time that Oregon and Bangladesh have been paired, an excellent relationship has developed. Bangladesh has one of the world's largest population densities, and has historically endured repeated natural disasters.<sup>8</sup> The partnership with Oregon also offered valuable mutual security cooperation including seaport and airport security for the Bangladeshi people.<sup>9</sup> In return, the Bangladesh military can share its unparalleled UN peacekeeping experience with the Oregon National Guard to serve overseas in extended capacities.

Oregon added to its responsibilities in November 2012, when it secured an SPP agreement with Vietnam. This landmark event offered a chance for the United States to highlight the commemoration of the 50th



**ABOVE:** A firefighter from the Port of Laem Chabang in Pattaya, Thailand, secures a hose fitting during a training exercise near the Port, Monday, May 19, 2009. Members of the Washington National Guard have worked with Thai first responders, to include fire fighters from Laem Chabang, on tasks such as search and rescue, mass casualty scenarios and incident command and control as part of the SPP. (U.S. Army photo by Staff Sgt. Jon Soucy)



**ABOVE:** Spc. Mereylen Denora, from the Guam Army National Guard 105th Troop Command (second from left), helps check a local resident's vision, while TSGT Paul Stoycheff (right), an Optometry Technician with the 624th Aeromedical Staging Squadron based in Hawaii, assists another resident. They were working alongside AFP optometry technicians during the medical subject matter expert exchange. (Guam National Guard photo by Maj. Ken Ola)





**ABOVE:** A delegation from Vietnam joins Oregon National Guard leadership for a photo in the Senate chamber at the Oregon State Capitol of Salem, April 15, 2013. The group, led by Lt. Gen. Tran Quang Khue, deputy chief of general staff of the Vietnam People's Army, met with Oregon Gov. John Kitzhaber and took a tour of the Capitol. (Photo by Master Sgt. Nick Choy, Oregon Military Department Public Affairs)

anniversary of the Vietnam War. The agreement is indicative of the progress made between the two countries that were engaged in the United States' longest-lasting war. Rees characterized this partnership as one that was particularly rewarding because it could "never be imagined,"<sup>10</sup> since he served in the Vietnam War as a combat engineer in the USA.

Mongolia, partnered with Alaska since 2003, had no clear policy for the deployment of troops outside its borders. However, through the SPP, it became one of the first coalition countries to contribute soldiers to the war in Iraq, when it formally requested to serve with its SPP counterparts from Alaska. The co-deployments between the Mongolian Expeditionary Task Force (METF) and the Alaska National Guard were strengthened over five years in Operation Iraqi Freedom. This relationship endures today with joint

**RIGHT:** Alaska Army National Guard Master Sgt. Eric Schlemme (left) and Mongolian Armed Forces Senior Sergeant Battulga Baatar discuss tactics and techniques used by the Mongolian Expeditionary Force executing a traffic control point training lane at Five Hills Training Area in Mongolia during Khaan Quest 2009. (Photo by Capt. Amy B. Slinker, Alaska National Guard, August 6, 2010)



**ABOVE:** USA Maj. Gen. Raymond F. Rees, TAG of the Oregon National Guard, and Vietnam Lt. Gen. Tran Quang Khue, vice chairman of the National Committee for Search and Rescue, congratulate each other following the official signing ceremony for the SPP between Oregon and Vietnam on Nov. 27, 2012. (Courtesy U.S. Embassy, Hanoi)



forces serving in Afghanistan. Additionally, the Mongolians' experience with Russian heavy weapons systems allows them to support the training of the Afghan National Army. In total, over 1600 soldiers of the Armed Forces of Mongolia have partnered with the Alaska National Guard in support of Operation Iraqi Freedom and Operation Enduring Freedom. As of 2013, the Alaska-Mongolia partnership had shared a total of 13 rotations since 2004, seven in Afghanistan and six in Iraq. This is the most of any partnership among all 68 at the time of this book's publication.

Alaska SPP Coordinator USA Lt. Col. Steve Wilson developed strong personal and professional relationships with Mongolia's military defense leaders.<sup>11</sup> One example of this bond comes from one of the most successful initiatives to emerge from the partnership, an exercise named "Khaan Quest." While not exclusively an SPP initiative, this event surfaced from the personal relationships established within the SPP. Khaan Quest is a multinational peace support operations training hosted by the Mongolian Armed Forces and USPACOM at the Five Hills Training Center located outside the Mongolian capital Ulaanbaatar. The task emphasizes mission effectiveness, sharing military tactics and procedures, and training the armed forces of several nations to meet UN standards in international affairs and peacekeeping support missions. Khaan Quest has included soldiers from India, Nepal, Thailand, South Korea and France. It allows soldiers to gain multicultural experience and promotes shared military tactics. The new relationships



**ABOVE:** The Utah National Guard's 23rd Army Band performed in Kenitra, Morocco, July 3, 2010. (Photo courtesy of the Utah National Guard Public Affairs Office.)

that emerge encourage a coalition mindset that is increasingly important in the current global climate.

One of the strongest similarities between Mongolia and Alaska, and why this is such a productive relationship, is the reliance on natural resources for revenue. Mongolia's population of 2.7 million depends on mining and agriculture for half of the country's economic output. In an effort facilitated by the SPP, Mongolian President Nambaryn Enkhbayar visited Alaska and met with resource agencies and private industries to develop ideas for strengthening their long-term resource investment policies. The Mongolian government planned to establish a sovereign wealth fund modeled on the Alaska Permanent Fund, which sets aside a certain share of oil and mineral revenue to benefit the current and future residents of Alaska. The Mongolian government hopes its fund will help stabilize its economy and increase the average annual income, currently at \$1,680 per person.

As a result of the successful SPP military-to-military relationship, mining fellowships and scholarships have been created in Alaska and funded by the private sector to exchange education, business and cultural ideas with Mongolia. A student exchange program has been established between the University of Alaska and the Mongolian government to increase mining engineer education opportunities.

The SPP uses the dual state and federal role of the National Guard to connect experts from the State of Alaska, governmental agencies, private businesses, universities, and the Alaska National Guard to strengthen ties and further build on the successful initiatives and friendship it has generated. Alaska continues to work with the Mongolian military on emergency management and disaster response, health care improvement, and military reform.<sup>12</sup>



**ABOVE:** Soldiers from the Alaska Army National Guard and Mongolian Expeditionary Task Force, Artillery Mobile Training team, are pictured in front of the Kabul Military Training Center in Afghanistan on Dec. 17, 2009. Maj. Wayne Don, top row, third from left, and Master Sgt. Eric Schlemme, top row, fifth from left, are a two-member team from the Alaska Army National Guard embedded with the Mongolian Expeditionary Task Force in support of Operation Enduring Freedom. They are the sixth rotation of Alaska Army National Guardsmen to volunteer to deploy with the Mongolians. (Photo courtesy of the Alaska National Guard)





**ABOVE:** Members of the 106th Rescue Wing, New York Air National Guard, demonstrate the capabilities of an HH-60 Pave Hawk helicopter during a visit to South Africa in 2010. (Courtesy New York State Division of Military & Naval Affairs)

## AFRICA — A RISING PRIORITY

By the end of the 1990s, the African continent became, according to the U.S. NSS of 2002:

*...a place where promise and opportunity sit side by side with disease, war, and desperate poverty. This threatens a core value of the United States — preserving human dignity and our strategic priority — combating global terror. We will work with others for an African continent that lives in liberty, peace, and growing prosperity. Together with our European allies, we must help strengthen Africa's fragile states, help build indigenous capability to secure porous borders, and help build up the law enforcement and intelligence infrastructure to deny havens for terrorists.<sup>13</sup>*

This NSS also recognized that political and economic instability in Africa made it a haven for terrorist organizations. It became essential that the United States initiate a realistic policy that included the African continent as an important component of defense strategies. In the 1990s, USEUCOM had been responsible for U.S. defense engagement in Africa.<sup>14</sup> The establishment of U.S. Africa Command (USAFRICOM) in October 2007 provided a stronger focus for DOD on the continent.<sup>15</sup>

Africa's role in U.S. defense policy increased after 9/11. In addition to carrying out offensive strikes in Afghanistan where the Taliban and



**ABOVE:** Col. Rick Gibney points out features of an MQ-1 ground control station simulator to Lt. Gen. Peter Blay, the chief of defense staff for the Ghana Armed Forces, in Fargo, ND on April 16, 2010. Officials from the Ghanaian Armed Forces visited North Dakota to learn about the capabilities of the North Dakota National Guard, and to continue building the bilateral relationship that they have through the SPP. The North Dakota Air Guard flies the MQ-1 remotely piloted aircraft in Fargo, and uses the simulator to train pilots and sensor operators at the unit. (Photo by Senior Master Sgt. David H. Lipp, North Dakota National Guard)



**ABOVE:** Airmen with the North Dakota National Guard's 119th Wing Civil Engineer Squadron clean the interior of a building on Burma Camp near Accra, Ghana. The building will serve as classrooms to train members of the Ghanaian Armed Forces. The two-week mission for the North Dakota Airmen is providing valuable training on contingency skills while helping Ghana, North Dakota's partner in the SPP. (Photo courtesy of the North Dakota National Guard)

al-Qaida terrorist networks were based, the DOD maintained close observation of Somalia, an ungoverned space proving to be fertile recruiting ground for terrorist activity throughout the first decade of the 2000s. Expanding the SPP to Africa under USAFRICOM would serve to bolster countries in the region and combat the influence of terrorist and criminal forces.

South Africa was the first country in Africa to become an SPP partner on June 20, 2003, when it established a relationship with the New York National Guard in coordination with USEUCOM. The South African National Defense Force (SANDF) paired with the New York Guard because of complementary infantry units as well as a combination

**RIGHT:** U.S. service members, including Airmen from the Vermont National Guard, carry a local woman unable to walk into the gates of the clinic in Thies, Senegal, July 11, 2012. The medical care provided by U.S. service members is part of Exercise Western Accord 2012, a multi-lateral exercise with Senegalese and several West African nations. The training exercise ran from June 26 to July 24, 2012 and involved the armed forces of Senegal, Burkina Faso, Guinea, Gambia and France, as well as U.S. service members—primarily Reservists from the Marines, Army, Navy, and Air Force. (U.S. Marine Corps photo by Lance Cpl. Jessica DeRose)



of fixed-wing and rotor-wing aircraft in the South African air forces similar to those in the New York ANG. The ANG's pararescue training and small unit exchange exercises have been a feature of the security relationship with the largest economy and political leader on the African continent.<sup>16</sup>

Other African nation SPP partnerships formed in 2004 were Morocco and Utah; Tunisia and Wyoming; and Ghana and North Dakota. The Utah and Morocco partnership has shared strategies and training in special operations force tactics and mountain rescue, as well as refining medical corps skills. Tunisia, a starting point for regime change in the Arab world in 2011, has shared training exercises with Wyoming. Both the Wyoming National Guard and the Tunisian military operate C-130s and have similar field artillery.

North Dakota and Ghana have exchanged strategies on how to curtail and mitigate flood damage, a phenomenon that has caused great destruction across the upper Midwestern United States.<sup>17</sup> Another partnership featuring the pairing of the most populous U.S. state with the most populous African country, California and Nigeria, was added in 2006. North Carolina and Botswana, as well as Vermont and Senegal, were added in January 2008. There remain many opportunities in Africa for future relationships in coordination with USAFRICOM, and the CCDRs have expressed a desire for the program to expand further.<sup>18</sup>



“We will work with others for an African continent that lives in liberty, peace, and growing prosperity. Together with our European allies, we must help strengthen Africa’s fragile states, help build indigenous capability to secure porous borders, and help build up the law enforcement and intelligence infrastructure to deny havens for terrorists.”

– NATIONAL SECURITY STRATEGY, 2002

## MIDDLE EAST

The first partnership in the Middle East began in 2004 between Colorado and Jordan. This marked a significant milestone within the USCENTCOM CCMD. Jordan was the first Middle East country to join the program and the efforts to bring about this arrangement were championed by Gen. John Abizaid, then the commander of USCENTCOM and formerly a student at the University of Jordan, in the capital city of Amman. This partnership may not initially have displayed commonalities between a Muslim-majority country and state in the western United States, yet through the years in which Colorado and Jordan have shared ideas and exchanged training in military and civilian functions, a fruitful bond has been formed.

Jordan is resource-challenged. It has made good on the notion of the development of “human capital,” that is, a young population eager for education and a willingness to try new challenges as they arise. It is a nation looking toward the future as it also points to its landmarks from ancient times as a magnet for tourism and further development. Jordan also has a great interest in aviation, and Colorado is a renowned center of aviation. Prince Feisal, as chief of the Jordanian Air Force, is interested in helping his aviation units improve. The Colorado ANG, with its F-16 fleet, offers an excellent opportunity to train Jordanian pilots who fly the same aircraft. This multi-unit training saves money and incorporates

efficiencies for both nations. This critical area of the world demands vigilant attention, and the partnership established between Colorado and Jordan represents one of the best multinational arrangements that the DOD could hope to maintain.<sup>19</sup>

## TWENTY-FIRST CENTURY LEADERSHIP, EXPANSION OF SPP

Lt. Gen. H Steven Blum became the 25th CNGB in April 2003. A native of Baltimore, Md., Blum had previously commanded the National Guard’s 29th Infantry Division. His first extended exposure to international affairs took place in Bosnia and Herzegovina, where he led the NATO peacekeeping mission Multinational Division North (MND-North), in Operation Joint Forge in 2001.<sup>20</sup> While commanding MND-North, Blum dealt with local issues in a foreign country on a daily basis. This command included brigade-sized contingents of Russian, Nordic and Turkish soldiers. Blum gained valuable experience in the challenges and opportunities of coalition operations that would influence him during his five-year tenure as CNGB through November 2008. Blum’s tour of duty included landmark events such as Hurricane Katrina, Operation Jump Start (Southwest U.S. border security), and the major mobilization of National Guard units for the conflicts in Afghanistan and Iraq. He also led the largest National Guard transformation in history as it transitioned from a strategic reserve to an operationally ready force.<sup>21</sup>

A vigorous proponent of the SPP, Blum presided over the establishment of 20 new partnerships, including the first partnerships in Africa and the Middle East. Blum organized several regional SPP conferences: two in the Balkan Peninsula and one in Honolulu, Hawaii, to exchange information and review best practices for disaster response and crisis management. A key objective was to strengthen National Guard state and partner nation capabilities for defense support to civil authorities. At the Dubrovnik, Croatia conference in 2007, the SPP facilitated cooperation among former Balkan nation enemies through a regional disaster response exercise. Blum stated that one of his most satisfying achievements as CNGB was partnering all former Yugoslav republics with U.S. National Guard states by 2011.<sup>22</sup> His enthusiastic expansion of the SPP broke through once-difficult barriers and continued the spirit of the original SPP founders as more states took on more nations as partners through the decade of the 2000s. This vision worked to help the program grow in new directions during the first years of the new millennium. ♦



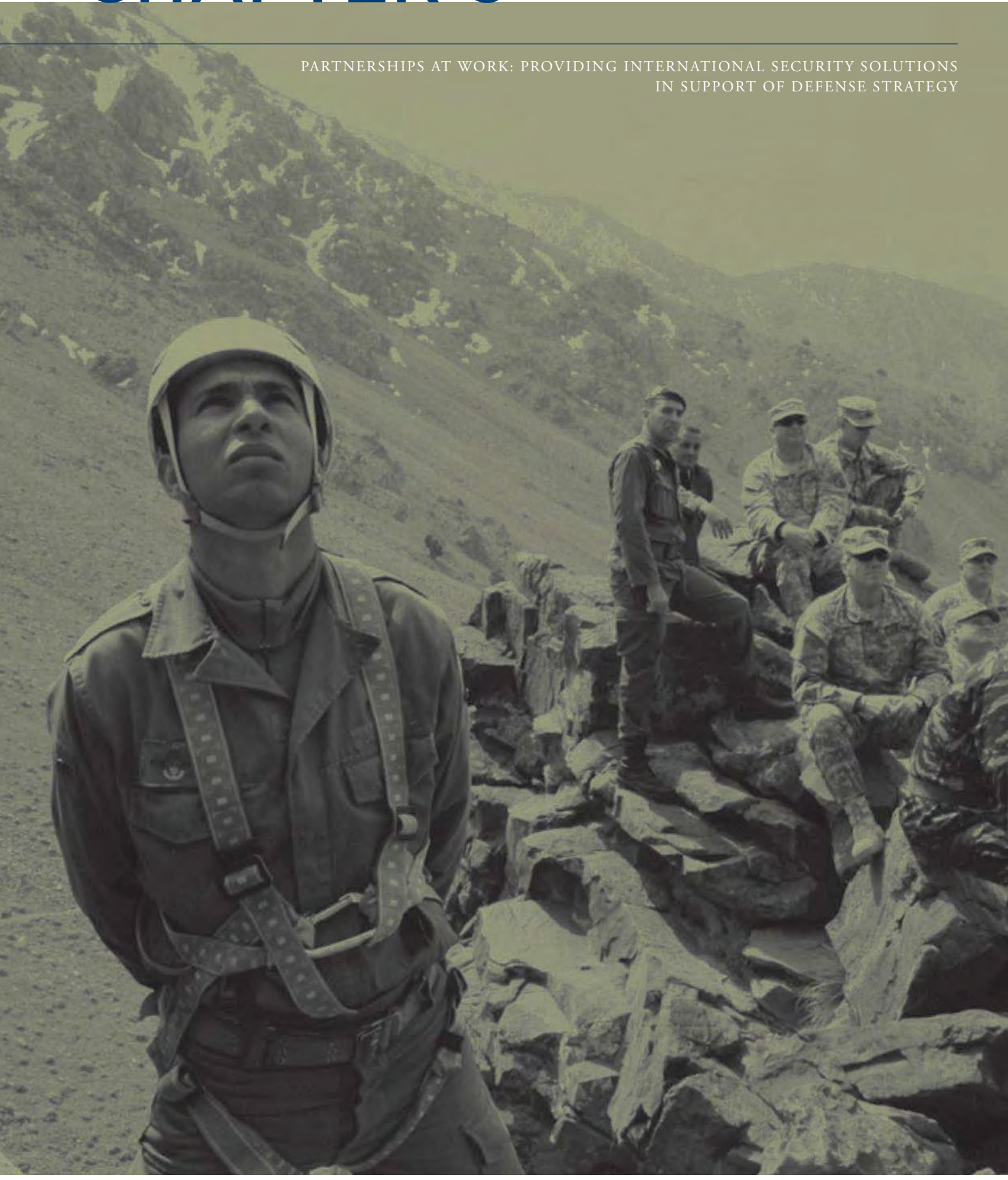
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# CHAPTER 5

PARTNERSHIPS AT WORK: PROVIDING INTERNATIONAL SECURITY SOLUTIONS  
IN SUPPORT OF DEFENSE STRATEGY





Observing geographic regions and combatant commands in which the SPP is active, its earliest roots highlight its origins as a means to incorporate the nations of Central and Eastern Europe into NATO. SPP also supported the movement to incorporate the notion of the civilian control of military units there and in nearby Eurasia. The SPP has continued to support NATO, the most stable and dedicated alliance to serve the national interest and the goals of post-World War II America. NATO's growth and stability have risen, in part, because most of the former Soviet bloc nations are liberalizing politically. NATO is able to perform capably as a war fighting entity in the post 9/11 era because of this wider political support.

In the Eastern Hemisphere, SPP relationships built in previous years helped provide access for U.S. forces to Central Asia. This proved to be helpful for USCENTCOM as it sought to extend logistical lines of communication and supply into Afghanistan after 2001. The SPP maintained a presence that provided readily available coordination with local militaries. Its emphasis on civilian control of defense helped governments better understand processes to manage problems on a local basis. Within the Western Hemisphere, USSOUTHCOM SPP activities have provided opportunities to learn from one another through SMEEs that have aided in counter drug operations in Latin America.



**ABOVE:** USAF Lt. Col. Walter Blankenship prepares to give an orientation talk about the state of Mississippi to his Uzbek military counterparts. Six Mississippi National Guardsmen participated in an engineer brigade disaster support information exchange in Tashkent, Uzbekistan in March 2012. (Courtesy U.S. Embassy, Tashkent, Uzbekistan)

## PROGRAM EXPANSION

As the benefits of the SPP became increasingly well known, non-SPP countries around the world began to request partnerships. As there were fewer states with which to partner, the CNGB allowed some states to take on additional partners based on their past capabilities. The first state to have more than one partner country was Louisiana, which first partnered with Uzbekistan in July 1996 and then with Belize in November 1996.

Louisiana transferred its partnership responsibilities with Uzbekistan to its neighboring state of Mississippi in late 2011 and has undertaken a new relationship with Haiti, with which it is very familiar, having worked closely with the country to provide aid and supplies following the disastrous earthquake in 2010. Mississippi has also been partners with the South American country of Bolivia.

Several other states and territories looked to their respective National Guard units to provide additional partnering opportunities. Eleven states and Puerto Rico took on the responsibility, including



**LEFT:** U.S. and Chilean Delegation on the steps of the Capitol building in Austin, Tex. on April 29, 2009, with Texas State Senator Leticia Van de Putte (middle) showing the Proclamation that was presented to the Chilean delegation on the Senate floor. (Photo by Staff Sgt. Eric Wilson, Texas National Guard).





**ABOVE:** Moroccan Soldier awaits his turn to ascend a cliff during a rappelling demonstration and simulated mountain rescue March 18 at Oukaimeden. (Photo by Lt. Col. Hank McIntire, Utah National Guard Public Affairs Office)

Maryland, Florida, Colorado, Ohio, California, Hawaii, North Carolina, Vermont, Texas, Michigan, and Oregon. This growth proves the popularity and efficacy of the SPP, which now boasts partnerships with more than a third of the world.<sup>1</sup>

## BUILDING RELATIONSHIPS TO MEET CHALLENGES

New partner countries added to the SPP after 2001 had different needs and challenges. This group represented many countries across Africa, Latin America and Asia affected by poverty, war and internal strife. Although their political ideologies varied, the SPP provided an opportunity to understand and apply concepts such as defense support to civil authorities learned through their interactions with the National Guard.

The SPP’s framework for action on poverty supported President Bush’s NSS of 2002. This was necessitated by decades of economic and political stagnation in many developing nations and the earlier failure to reduce poverty.<sup>2</sup> Western leaders grappling with the problem in past decades experienced a greater recognition of the gap in living standards between developed and developing nations. Such a fissure made poor nations susceptible to becoming bases of operations for terrorist organizations due to the ineffective governance being provided. This in turn made the United States more vulnerable to harm. Africa’s interests were now relevant to the security of the United States.<sup>3</sup>

Strong relationships that traverse international borders have served the SPP well in times of disaster. A key partnership in the North Africa region is one between the state of Utah and Morocco. Shortly after initiating their partnership in 2003, the Utah National Guard assisted Morocco following a devastating earthquake in February 2004. They flew nearly 20,000 pounds of donated supplies to an impoverished region of the country within 72 hours of the earthquake. Utah ANG KC-135 refueling aircraft arrived during what Utah ANG Lt. Col. Brad Blackner described as Morocco’s “hour of need.”<sup>4</sup> This established a foundation that continues to build successful relationships.

## TEAMWORK PAYS OFF IN IRAQ AND AFGHANISTAN

In the early years of the Global War on Terror (GWOT), a statistic that validated the effectiveness of the program was the measure of direct



**ABOVE:** Bangladesh Maj. Gen. Abdul Wadud, principal staff officer, Armed Force Division, tries on for size one of the F-15 fighter jets at the Portland Air National Guard Base, Portland, Ore., March 8, 2010. Flanking him is Oregon Air National Guard Col. Jeff Silver (right). (U.S. Air Force photo by Tech. Sgt. Nick Choy, Oregon Military Department Public Affairs Office)

contributions by those countries allied with the United States. Countries involved in state partnership relationships with the United States proved invaluable in supporting American interests. SPP countries publicly announced themselves as members of the U.S.-led coalition in Iraq in 2003. Twenty-two of the 49 countries supporting the U.S. war effort were SPP partners.<sup>5</sup> This assistance proved critical as the war effort encountered resistance, and rotations among allied nations greatly stressed the force structure. Among those countries that were SPP partners, support came from an unlikely yet dedicated group of countries that only two decades earlier had been adversaries of the United States. By developing teamwork and trust, hallmark traits of the SPP, these programs accomplished many goals that the DOD sought in fighting the GWOT.

## OPERATIONAL MENTOR AND LIAISON TEAMS

Operational Mentor and Liaison Teams (OMLTs) are bi-national units funded by USCENTCOM, initially deployed to Iraq, and currently used in Afghanistan to coach, teach, and mentor Afghanistan Security Forces (ANSF) units. Their objective is to provide a connection between command and control and to support the operational planning and employment of the Afghan National Army (ANA). The goal is a self-sufficient and effective Afghan security establishment.<sup>6</sup>

SPP relationships have helped facilitate NATO's need for OMLTs in Afghanistan. NATO countries that are SPP partners deploy and serve alongside USA National Guard soldiers from their respective partner states. OMLTs were created under the NATO Concept of Operations first published by the Supreme Headquarters Allied Powers Europe (SHAPE) in 2007. Aply, the first partnership pairing under the OMLT concept was Michigan and Latvia in 2008, one of the first three state partnerships initiated under the SPP in 1993.<sup>7</sup> Michigan's TAG and the CHOD in the NATO country made these arrangements through USEUCOM and NATO. OMLT units vary in size, with the smallest containing no fewer than 12 U.S. personnel. OMLT rotations are at least six months long, and multiple rotations make up the OMLT pairings that are employed at corps, division brigade, and battalion and garrison levels.<sup>8</sup> Critical to the success of their mission is the ability of the OMLT to apply an embedded approach—living, eating, and working side-by-side with the ANA—to develop mutual trust and confidence.<sup>9</sup> This kind of method that cultivates shared interests has been established by the very core principles of the SPP in its short history.

OMLTs, according to the DOD, are better manned than U.S. Embedded Training Teams, and allow ANA participants to concentrate on



**ABOVE:** A delegation of senior military leaders from New Jersey and Albania joined that nation's prime minister and the U.S. ambassador at a departure ceremony at the Albanian Ministry of Defense for a combined team of more than two dozen American and Albanian Soldiers who deployed to Afghanistan on June 29, 2011. (Courtesy New Jersey National Guard Public Affairs Office)

other mission areas. The OMLT concept has significantly helped the NATO war effort in Afghanistan. The first Michigan-Latvia pairing consisted of three rotations, while the next one with Tennessee and Bulgaria consisted of four. The partnership that contributed the greatest number of rotations was Ohio-Hungary, with 10 total. Other partners contributing troop strength were Indiana-Slovakia, Colorado-Slovenia, Minnesota-Croatia, New Hampshire-El Salvador, Pennsylvania-Lithuania and New Jersey-Albania. Indiana, Colorado and New Jersey also contributed to the Kandak (battalion), Combat Support, and Combat Service Support OMLTs. By the end of 2013, 11 partnerships that included 54 rotations worked together in this difficult endeavor that were becoming known as Military Assistance Teams (MATs). This joint model served Allied forces well, and will continue to serve in Afghanistan.

Pairing units with partner countries has also been beneficial in mentoring the ANA because NATO partners would not otherwise have the ability to participate in the International Security Assistance Force (ISAF) mission. The SPP has proven itself an excellent resource to help fill this need. These innovative force structures have contributed to the overall success of Afghanistan's military forces.<sup>10</sup>

The OMLT program significantly leverages the SPP to conduct joint operations that enable NATO to field fully participating units in Afghanistan. On their own, contributing countries would not be able to



share these responsibilities as effectively. The National Guard, through the SPP, has filled key international security gaps that would otherwise require more difficult structural changes. Moreover, the SPP enables countries to contribute in meaningful and important ways that would not be otherwise possible.

## POLICE OPERATIONAL AND MENTOR TEAMS

In addition to the OMLT system, NATO has used specialized Police Operational Mentor and Liaison Teams (POMLTs). Normally deployed with an Afghan unit for a minimum of six months, the POMLTs work to provide training, mentoring, and support for the Afghan National Police (ANP). Each POMLT consists of approximately 20 members; for example, a joint Pennsylvania-Lithuania POMLT assembled in 2010 consisted of 12 U.S. and eight Lithuanian soldiers. By December 2013, the Pennsylvania-Lithuania joint effort shared five separate rotations in Afghanistan to augment the total force. There were 37 POMLTs

working for NATO in early 2010, and this number grew to 156 training teams throughout Afghanistan's five regions by May 2011.<sup>11</sup> These POMLTs are transitioning into Police Assistance Teams (PATs).

## BI-NATIONAL DEPLOYMENTS (REVERSE OMLTs)

Along with the specialized OMLT pairings, some of the best examples of the evolution of the SPP are joint deployments, such as those undertaken by partners Alaska and Mongolia, as well as Vermont and Macedonia. Having worked with their respective National Guard state partners, the element of trust and confidence developed through the SPP has spurred partner country soldiers and airmen to request co-deployment with their state partners to Iraq and Afghanistan. Fourteen of those SPP partners have co-deployed forces in 79 troop rotations from 2003–2012 ranging from NATO Military Assistance Teams to embedded support teams. Of this group, 13 are USEUCOM countries. Poland, Lithuania, and



**ABOVE:** Soldiers from Slovenian Army Special Operations and the Colorado Army National Guard's 5th Battalion, 19th Special Forces Group (Airborne), practice explosive breaching techniques during a three-week Joint Combined Exchange Training exercise in Slovenia in June 2010. Explosive breaching allows Soldiers to rapidly enter a building and disorient its occupants. This maintains surprise and momentum for friendly forces and usually results in decreased casualties on both sides. (U.S. Army photo by Capt. Michael A. Odgers, Colorado National Guard/released)





**ABOVE:** Croatian and Minnesota National Guard Soldiers prepare to clear a room during an Operational Mentoring and Liaison Team training exercise at the Joint Multinational Readiness Center. U.S. and multinational troops deploy together to Afghanistan as part of the NATO International Security Assistance Force. The team will help with the ISAF mission of assisting the Government of Afghanistan in establishing and maintaining a safe and secure environment. (Photo by Sgt. 1st Class Tyrone Walker, JMRC Public Affairs)

Hungary have the most co-deployments, are also part of the first 11 SPP relationships formed in 1993. Critical partners such as Mongolia and Macedonia are relative newcomers on the world stage; however, their sharp resolve in joining forces with the United States or NATO is a worthy example of military-to-military teamwork.<sup>12</sup>

## CYBER CONNECTION

With the proliferation of digital devices and electronic recordkeeping, a large segment of the world's population is becoming better connected and informed. However, criminal activity through cyberspace also increased drastically in the 2000s, and its international presence has caused great concern for the U.S. government and DOD. This strong concern about the use and management of computer applications resulted in the establishment of U.S. Cyber Command (USCYBERCOM) in 2010.<sup>13</sup> The non-geographic command is subordinate to the U.S. Strategic Command and has prepared to complement other DOD components of domestic preparedness.

Several forward-looking states are sharing ideas regarding cyber security with their partner countries. Soldiers and airmen have focused their efforts on secure government computer techniques. Partners participating in

recent SPP cyber security workshops and exercises have included Rhode Island-Bahamas, Maryland-Estonia, and Georgia-Republic of Georgia.

These exchanges continued under the auspices of USEUCOM, when California National Guard and Ukraine Armed Services personnel conducted a Cyber Security Familiarization, Awareness and Workforce Development Seminar in Kiev, Ukraine in March 2013. Sessions sought to ensure proper computer use and protocols, and aimed at defining and implementing an organizational Security Familiarization and Awareness (SFA) Program within all levels of the Ukrainian military.<sup>14</sup> Another series of workshops, titled "Baltic Ghost," were conducted among the original three Baltic nations, Latvia, Lithuania and Estonia, as well as their U.S. counterparts; respectively, Michigan, Pennsylvania and Maryland. The goal of this program is to build, sustain, and/or enhance cyber partnerships between USEUCOM, the Baltic states, and their respective state partners.<sup>15</sup> As cyber crime and fraud have become a far more serious issue across the globe, these focused exchanges emerge as highly relevant training that benefits both the United States and its partners.

Such forward-thinking exercises operated by the CCMD work well with USCYBERCOM. Other countries also share the same concerns as the United States in this area. Furthermore, strong DOD cyber security measures put into practice allow the United States to effectively counter



**ABOVE:** Roundtable discussions between members of the California National Guard and Ukraine Armed Services covered a variety of cyber security topics. The Cyber Security Familiarization, Awareness and Workforce Development Seminar brought together the California National Guard and the Ukraine Armed Services in Kiev, Ukraine from March 19-21, 2013 (Courtesy USEUCOM).

asymmetrical threats and minimize terrorist incursions from sites outside the North American continent. The National Guard is the logical component to move this preventative measure forward internationally because of its existing SPP relationships around the globe.

## THE SPP AS A VITAL COMPONENT OF MODERN DEFENSE STRATEGY

In summation, the SPP has become a valuable component of the modern U.S. defense strategy for three reasons:

- The SPP is an innovative, low cost, small footprint/high impact security cooperation program.

- The SPP builds long-term, enduring relationships with partner countries' militaries and builds partnership relationships.
- The SPP brings citizen soldiers and airmen together to provide added dimensions to military-to-military and military-to-civilian exchanges.

This is the fundamental logic upon which the program was first established in 1993. Twenty years later, that reasoning remains unchanged.

In analyzing the aftermath of 9/11, political leaders have recognized that the United States must address conditions that allow terrorist exploitation in foreign countries. The SPP will continue to significantly contribute to these solutions. ♦

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## ENDNOTES

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# CHAPTER 6

THE SPP: DEPARTMENT OF DEFENSE PROGRAM OF RECORD

Iowa Governor Terry Branstad and representatives from the state tour the University of Pristina Agricultural Sciences Department in Pristina, Kosovo, July 8, 2013 (U.S. Army photo by Spc. Samantha Parks/Released).





In the early years of the program, SPP funding was dispersed across a variety of sources, to include the NGB, CCMDs, DOD security cooperation programs and agencies, non-DOD organizations, and Congressional earmarks. The modest cost of the program and the urgency of the need to engage newly independent countries, juxtaposed with the diligent efforts put forth by the SPP's founders, was the impetus for others to provide support. State SPP coordinators, many of whom managed their partnership responsibilities in addition to their regular duties, planned and conducted all SPP events in the early years without the benefit of regular annual funding from NGB through DOD's Planning, Programming and Budgeting System (PPBS). A program became a "Program of Record" once it was funded through this process, and SPP needed this designation to continue its success.

Up to 1998, SPP funding consisted of a mix of several different sources, depending on the events being conducted. Although the National Guard serves as the proponent of the SPP, funding for the program came from:

- Traditional (Geographic Combatant) Commander Activities (TCA)
- Joint Contact Team Program (JCTP)

- Temporary Tour of Active Duty (TTAD)
- Mobility Training Teams from Security Assistance
- Warsaw Initiative Funds (WIF)
- Cooperative Threat Reduction (CTR)
- Humanitarian Assistance/Peacekeeping (HA/PK)
- Joint Chiefs of Staff Exercises Program (JCSEP)<sup>1</sup>

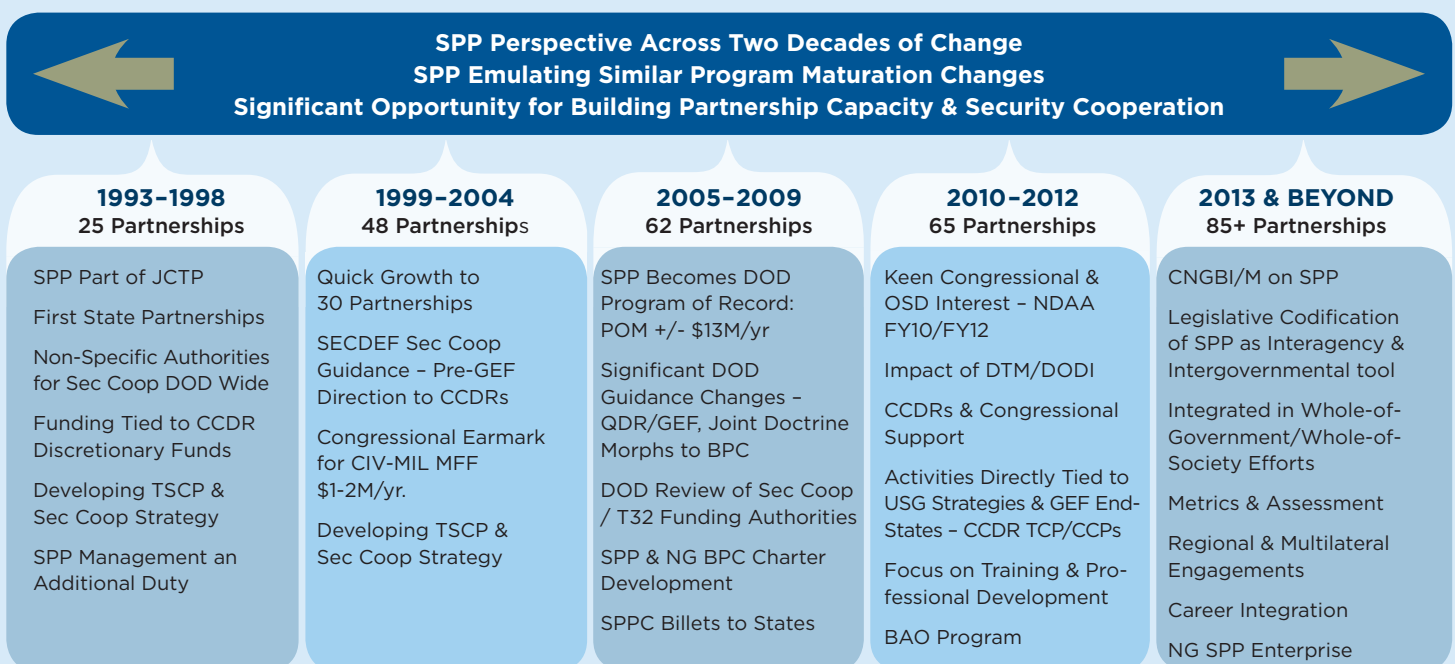
Participating partner countries also contributed funds, depending on the nature of the event. Typical SPP events included senior leader visits, joint military exchanges and exercises (JMEEs) and SMEEs in a broad range of activities such as disaster response, consequence management, vehicle and aircraft maintenance, border security, combat medical, and defense reform. JCTP events and even some civilian-military events were conducted. At this stage, with no funds earmarked for the program, the annual cost of the SPP was estimated at \$3.5 million, a very modest expense for a security cooperation program of such lasting and strategic importance.<sup>2</sup>

JCTP funding was phased out by the early 2000s, but other special funds helped continue the growth of the SPP by financing military-to-military exchanges in Eastern Europe and Central Asia. One program

**BELOW:** Chart illustrating the growth and evolution of the State Partnership Program, 1993–2012, and projecting future growth from 2013. (NGB-IA)

## STATE PARTNERSHIP PROGRAM

### A Historically Phased Perspective



was the WIF, a bilateral U.S. security cooperation program that provided support to developing countries that were members of the NATO PfP program. WIF was started in 1994 to build trust and offer the possibility of NATO membership to countries of the former Soviet Union.<sup>3</sup> WIF was the DOD's primary tool to advance defense reform and institution building in PfP partner countries. WIF also promoted partner country integration and accession to NATO.

Other new programs enabled the United States to provide mutual assistance to the former Soviet republics. The CTR program, authorized by Congress in 1992, mitigated chemical, nuclear and biological hazards. The CTR sought to dismantle and consolidate nuclear weapons stockpiled by the former Soviet Union. It later focused on preventing proliferation of these weapons from former Soviet bloc countries. This line of funding served to finance military-to-military exchanges in the region and opened a substantive security dialogue between the DOD and Central Asian nation defense ministries for the first time.<sup>4</sup>

As demand for the SPP expanded in Europe and beyond, budget considerations became paramount. In 1999, President Clinton announced "A National Security Strategy for a New Century" for the DOD. Clinton's objective was to devote resources to "preventing conflicts, promoting democracy, opening markets, and containing disease and hunger."<sup>5</sup> SPP goals supported these NSS objectives by promoting regional security and civilian control of the military through military-to-military and military-to-civilian exchanges. At this juncture, SPP reached a level of serious relevance. The visibility of the program required the NGB-IA to press policymakers to recognize the value of the SPP and enhance its funding stream.

From 1999 to 2003, the SPP operated primarily through annual budgeted earmarks from Congress of \$1 million plus per year. This earmark, identified as the Minuteman Fellows Fund (MFF), was instituted as a specific allocation adopted through the efforts of Rep. David Hobson of Ohio and allowed a broader funding authority. The MFF supplemented other funding sources, but allowed for civilian-to-military and civilian-to-civilian interaction because it permitted non-DOD civilians to support SPP events that added to building host nation partner capacity within their security sectors. Examples include the civilian director of a state's Department of Emergency Services, civilian lawyers, and Customs and Border Patrol agents. MFF funding supported travel and per diem for these civilians, but did not pay salaries or a stipend.<sup>6</sup>

MFF was increased in 2006 to \$1.5 million, after which the earmark ended. The House Armed Services Committee had recommended

that these targeted funds "be used to support theater engagement for National Guard soldiers and state civilian personnel who directly support the State Partnership Program and for civilian-military engagement goals ..."<sup>7</sup> As the number of partner countries grew, this funding stream needed adjustment.<sup>8</sup> This continued through 2004, as Congressional appropriations stayed flat while the SPP continued to grow through support from U.S. CCMDs.

The MFF enabled European leaders to come to the United States and see how the concept of civilian command of the military worked. MFF was modeled on the Marshall Plan that brought thousands of European civilians to the United States following World War II to learn production and management skills. It was also similar to a Latin American program, the Partnership for the Americas, which had been proposed under the administration of President John F. Kennedy.<sup>9</sup>

## SPP BECOMES A PROGRAM OF RECORD

A primary challenge of the SPP has been to maintain funding momentum and ensure proper authority for the program. National Guard states and territories consistently cite funding as the primary challenge for successful execution of the program. In addition to seeking proper funding for the SPP, the NGB-IA has instituted process improvements and standardized program management while building effective assessment metrics. The value of the SPP is well known at the highest levels of the executive and legislative branches of the U.S. government, but carefully and thoroughly measuring the success of the SPP leverages proper levels of funding and authorities with which to continue the program. It lends the National Guard a powerful tool to continue funding the SPP.

By 2007, the SPP was without MFF funding, although the Office of the Secretary of Defense (OSD) was able to provide some end-of-year money for the program. Making the SPP a Program of Record was largely due to support from CCDRs, particularly USEUCOM, USSOUTHCOM and USAFRICOM, all of which requested funding for the SPP from the JCS Strategic Plans and Policy section (J5) and OSD. CNGB Lt. Gen. Blum was able to obtain OSD agreement and a commitment to provide funding for the program.<sup>10</sup>

Following these senior leader commitments, National Guard staff members working in JCS J5, OSD, USA and USAF staffs, and CCMD staffs, worked together to get the SPP into the service budgets during the PPBS process. This took place during Fiscal Year 2007. The SPP thus became a Program of Record through the collaborative efforts of these groups, although it took over two years and many people working diligently to achieve that goal.<sup>11</sup>



## SPP – PARTNERSHIPS HISTORICAL CONTEXT



**ABOVE:** Graph illustrating the growth in SPP partnerships and SPP partners that have joined NATO. As noted earlier, the current number of partnerships is now 68. Turkmenistan is no longer participating in the SPP, although it was an early participant. (NGB-IA)

In 2007, Program Budget Decision 701/703 authorized appropriated funds for the SPP and directed that NGB secure future funding via the PPBS. Thus, in 2009, the SPP became a DOD Program of Record and was formally recognized as a funded program that could compete in the 2010 budget process. Other sources for funding came by way of security cooperation budgets of the individual CCMDs.<sup>12</sup>

The NGB SPP budget for Fiscal Year 2010 was only \$12 million out of a total DOD budget of \$664 billion. However, this did not include funding and support provided by the CCMDs, which fund events from several other sources in a discretionary manner, thus making the effective funding slightly higher. According to NGB estimates from the Government Accountability Office (GAO), the 2011 budget for the SPP was \$13.2 million, also a minute portion of the entire DOD budget.<sup>13</sup> This again emphasizes the SPP’s low-cost/high impact structure.

For Fiscal Year 2014, the SPP is set to receive a total of \$14.3 million through the USA and USAF Program Objective Memorandum (POM),

still a tremendous return on investment for such a small percentage of the DOD budget. The DOD’s increased emphasis on “innovative, low-cost, and small footprint approaches” in meeting the United States’ national security objectives bodes well for the future of the SPP. In fact, DOD funding priorities specifically mention the SPP as one of six programs targeted for preservation as one of its “key partnership development efforts.”<sup>14</sup>

NGB International Affairs ensures that SPP activities link to higher level guidance and that all events are approved by both the responsible CCMD and the attendant Chief of Mission. Through the SPP, the National Guard primarily conducts military-to-military engagements in support of defense security goals, but has also leverages “whole of society” relationships and capabilities to facilitate broader interagency and corollary engagements in accordance with existing authorities.

Interagency events include some civilian involvement, and thus are done in close cooperation with the CCMDs and Interagency for authorities and funding. These events generally focus on military support to civil



authorities as in disaster response and emergency/crisis management — core mission areas for the National Guard. The SPP thereby provides valuable training for National Guard personnel while implementing CCMD Theater Security Cooperation activities.

While the SPP facilitates corollary events, the activities are funded through state nongovernmental (NGOs), private resources, or by other federal agencies outside the DOD. Such engagements in the past have included education, medical, legal, business and professional exchanges.<sup>15</sup>

### ACCOUNTABILITY: VALIDATING THE PROGRAM

A GAO report released in May 2012 recommended the OUSDP develop guidance in using funds to permit civilian participation in the SPP. The report further noted that guidance on funding of activities involving civilians in SPP has been a point of confusion in prior years and should be clarified.<sup>16</sup> DOD concurred and NGB worked to implement all of the GAO’s recommendations in Fiscal Year 2012.<sup>17</sup>

The National Defense Authorization Act (NDAA) FY10 Section 1210, Public Law (PL) 111-84 had mandated the publication of a DOD issuance establishing policy for the use of funding to pay for SPP

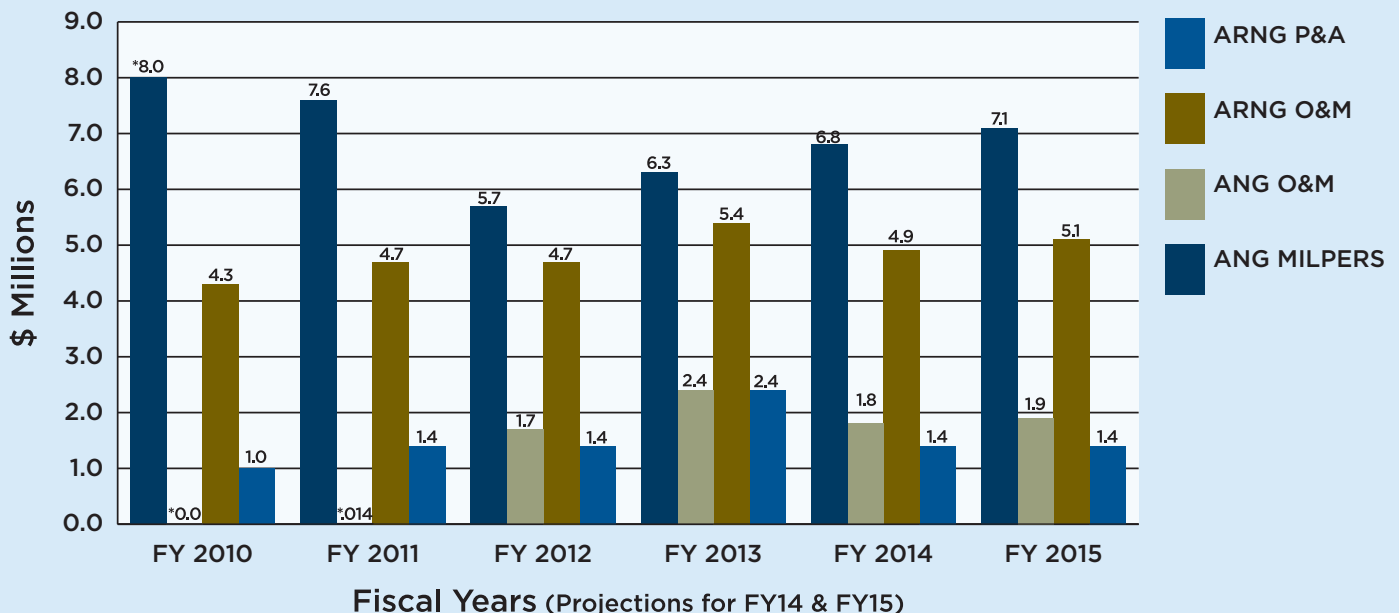
activities. NGB International Affairs worked closely with OSD Policy and the Joint Staff on clarification of SPP authorities and processes to be implemented in this new instruction. DOD Instruction (DODI) 5111.20, published on 14 December 2012, established policy, assigned responsibilities, and provided instruction for the use of funds to support SPP activities. The DODI clearly defined approval authorities and roles and responsibilities for SPP activities, including civilian engagements. DODI 5111.20 thus became the fundamental source policy document in providing program management guidelines for the SPP.

The DODI also incorporated NDAA FY12 Section 1085 (PL-112-81), which provided that the Secretary of Defense may allow up to \$3 million to be used to pay for travel and per diem costs associated with the participation of U.S. and foreign civilian and non-defense agency personnel in conducting SPP activities. Accordingly, the activity in which U.S. and foreign civilian and non-defense agency personnel are to participate must be approved by the relevant geographic Combatant Commander and Chief of Mission.

DODI 5111.20 has had an important impact on the management of the SPP in instituting appropriate management controls to ensure SPP activities are in compliance with funding authorities and that the event

**BELOW:** Budget projections, SPP, FYs 2010-2015. The chart depicts NGB funding for the SPP, but does not include CCMD or other funding for the SPP. O & M represents Operations and Maintenance; P & A represents Pay and Allowances; MILPERS represents Military Personnel. (NGB-IA)

### SPP POM FUNDING FY10-15



\*FY10 NGPA/ONMG funded internally (BE) \*FY11 ONMG funded internal (BE)

approval and documentation process and procedures are standardized. NGB International Affairs, which had already instituted training for SPP program managers, ensures that training includes policy requirements of the DODI, particularly regarding the funding of civilians participating in SPP activities. NG-J52 is currently finalizing a draft CNGB Instruction (CNGBI) to formalize policy and responsibilities for planning, coordinating, and conducting activities of the NG SPP.

NGB International Affairs has developed an “activities map” that deconstructs sections of law to delineate more than 100 authorized SPP activities. Accompanying this map is an encyclopedia of funding sources that provides SPP coordinators a tool by which they can determine if proposed SPP activities are authorized and eligible for certain types of funding. The DODI requires each National Guard-funded SPP event conform to at least one of the identified sections of law and that, regardless of funding, they must align with CCMD Theater Security Cooperation and Country Cooperation Plan objectives. These objectives are linked to Intermediate Military Objectives and/or Lines of Activities appropriate to each CCMD.<sup>18</sup>

## ASSESSMENT METRICS FOR THE SPP

The multidimensional nature of the SPP makes it challenging to develop quantitative metrics to measure the effectiveness of the program. However, the NGB-IA began addressing these challenges several years ago and is now recognized as a leader in this area among most DOD security cooperation programs. The value of the program as a security cooperation tool is well known in both the United States and overseas; there is ample anecdotal support for the program. Its significance to partner countries is strongly evident in that a third of the world has requested to participate. The SPP currently accounts for approximately 44 percent of all military-to-military engagements in USEUCOM; 46 percent in USAFRICOM; and 38 percent in USSOUTHCOM, and contributes significantly to the TCPs of the remaining CCMDs.<sup>19</sup>

Quantitative measures are required to show the program is meeting Theater Security Cooperation objectives of the CCMDs. There are a number of methods to measure program effectiveness. NGB-IA has been focusing on developing metrics using Joint Capability Areas (JCAs) and Universal Joint Task List (UJTL) metrics as a starting point. As a Program of Record it is essential, therefore, that the effectiveness of the SPP as one of the United States’ premier security cooperation programs be recognized and continued in future POM processes. ♦

## ENDNOTES

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- 15 Mr. Michael Braun, NGB J53, authored the activities map and assessment tools that are proving invaluable aids in enhancing program effectiveness.
- 16 Information brief, Mr. Jon McIntosh, International Affairs Division, NGB-J53; Government Accountability Office (GAO), “State Partnership Program: Improved Oversight, Guidance, and Training Needed for National Guard’s Efforts with Foreign Partners,” May 2012, preface; accessed online, <http://gao.gov/assets/600/590840.pdf>, May 27, 2012. To improve performance in these areas, GAO recommended four courses of action to the Department of Defense. This included directing the Secretary of Defense to instruct the National Guard Bureau to update program goals and objectives, in coordination with the geographic combatant commands and the embassy country teams. It also recommends that those same stakeholders develop agreed-upon definition for data collection and rules for maintaining data until a global data system is instituted.
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# CHAPTER 7

THE SPP: SECURITY COOPERATION MODEL FOR THE 21ST CENTURY





## THE SPP AND DOD'S NEW STRATEGIC GUIDANCE

The SPP has supported U.S. government security strategies and foreign policy goals through enduring partnerships engaged in security cooperation activities since its inception. The current SPP strategic plan is developed from higher-level strategic guidance, primarily nested with the January 2012 DOD Strategic Guidance; Guidance for Employment of the Force (GEF); Joint Strategic Capabilities Plan (JSCP); and CCMD TCPs as well as associated individual country plans.<sup>1</sup> The NGB and state National Guard SPP strategic plans promote activities utilizing National Guard core mission areas and are coordinated and synchronized with the appropriate CCMD TCPs and Service Component plans. The SPP in the 21st century will continue to build relationships and conduct engagement activities that support U.S. national security strategies.

The SPP is well positioned in the current era of evolving security threats and declining budgets to serve as a model program for building relationships and improving cooperation with America's allies. Since the Quadrennial Defense Review (QDR) of 2006, the DOD has emphasized the importance of working with other countries to build partner capacity and share the responsibilities of addressing complex security challenges.<sup>2</sup> The QDR of 2010 continues this emphasis on building

security relationships, something the SPP has been doing now for 20 years at low cost.<sup>3</sup>

Since 1992, the SPP has maintained a steady growth in building relationships and partner capacity around the world. The program provides an openness and flexibility that ensures all partner countries are treated equally as true partners of the United States in relationships that endure even as the international and regional security environments change and evolve. U.S. states and territories and their partner countries focus on one another for mutual benefit. The SPP truly is a "long-term" approach to security cooperation and building relationships that perfectly supports U.S. national security objectives.

DOD's January 5, 2012 Strategic Guidance highlights the importance of building partnership capacity through effective and efficient-minded approaches. Key in bringing about this need is programs constructed in the fashion of the SPP. The document states that "whenever possible, we will develop innovative, low-cost and small-footprint approaches to achieve our security objectives, relying on exercises, rotational presence, and advisory capabilities."<sup>4</sup> This evaluation is highly significant, as it signaled new DOD priorities in sizing U.S. Armed Forces toward executing the national security strategy. In his unprecedented announcement of the new strategic guidance from the DOD, President Obama, along with CJCS Gen. Martin Dempsey and then-SecDef Leon Panetta,

**BELOW:** How the SPP supports the DOD. (NGB-IA).

### NATIONAL & DOD STRATEGIES/GUIDANCE

- National Security Strategy (NSS) Essential Tasks
- National Defense Strategy (NDS) Strategic Objectives
- Quadrennial Defense Review (QDR) Strategic Priorities
- Strategic Planning Guidance (SPG)
- DOD Strategy for Homeland Defense & Civil Support
- Guidance for Employment of the Force (GEF)

### DOD PRIORITIES

- Sustain global presence
- Rebalance toward Asia while continuing focus on Middle East and maintaining commitments in Europe
- Build innovative, low-cost, small footprint approaches to worldwide partnerships
- Protect new capabilities and investments to respond to changing nature of warfare
- Preserve lessons, capabilities, and expertise, and ensure our technological edge
- Align size and composition of forces to be capable of a range of missions/activities
- Ensure reversibility for ability to surge, regenerate, and mobilize to counter any threat

### STATE PARTNERSHIP PROGRAM GOALS

- GOAL 1:** Educate and train National Guard forces for conducting security cooperation activities
- GOAL 2:** Sustain and strengthen enduring partnerships and build partner capacity
- GOAL 3:** Advance geographic combatant commander and ambassador security cooperation goals
- GOAL 4:** Posture to adeptly respond to future global scenarios by ensuring program is synchronized with national, DOD, and Joint strategies.

underscored the importance of the new strategic direction that utilizes the unique capabilities of the SPP.<sup>5</sup>

One of the most significant announcements in the new guidance was that DOD is rebalancing forces from Europe by placing a higher emphasis on the USPACOM area of responsibility while maintaining focus on the Middle East and Southwest Asia.<sup>6</sup> DOD planners are counting on stable, maturing relationships with partner countries in Europe and elsewhere to continue, as this will allow for a significant shift in the aggregate force structure. The new guidance reflects geographical refocusing of U.S. attention in the world in light of Europe's more stable status over the last 20 years. Defense budget priorities and obligatory choices dictate that the United States preserves key partnership development efforts, one of which is the SPP.

As it relates to the SPP and the National Guard, perhaps the most optimistic concept obtained from SecDef Panetta's remarks was his emphasis on the term "partnerships" on multiple occasions while describing scenarios of future operations. Defense journalists filed feature stories on the program after the speech, underscoring that the low-cost/high-impact value of the SPP had a promising future within DOD plans.<sup>7</sup>

In support of U.S. higher-level strategic guidance, NGB's vision for the SPP looks to "build and sustain enduring partnerships, strengthen U.S. and partner countries' collective defense, enhance regional stability, and support U.S. global initiatives."<sup>8</sup> General priorities identified in the SPP strategic plan 2012–2016 are as follows:

- Maintain enduring relationships.
- Support the goals and objectives of CCMD's Theater Security Cooperation Plans and Ambassadors' Mission Strategic Resource Plans.
- Build and sustain partner capacity through low-cost/high-impact, small footprint security cooperation activities/events.
- Bolster multilateral engagement to improve interoperability and expeditionary capability.
- Focus on strengthening partner country capability, capacity and interoperability with U.S. forces.

Parallel to these focal points is the further strengthening of longstanding partnerships in Europe where the SPP began. These priorities outlined in 2012 are the same as the program's original priorities; the SPP, at the outset, was based on enduring principles. Such partnerships remain vibrant and valuable and should be maintained, especially as NATO continues to evolve. The SPP in Europe can expand strategically, seek and/or develop new funding sources, expand interagency collaboration, and maintain synergy with active duty partners.

In that spirit, it is through innovative collaborations such as the one instituted by the Poland-Illinois partnership that exemplifies an approach necessary to maintain flexible, viable fighting units. Polish Land Forces and the Illinois National Guard of the Bi-Lateral Embedded Staff Team (BEST) have come together to train ANSF in much the same way as the OMLT or POMLT programs outlined in Chapter 5. The Illinois cadre organized its unit in a 16-person configuration, providing for agile operation control that allowed for effective military training to the Afghan security groups. One Illinois team, designated BEST A11, was awarded a unit insignia from the Polish Air Cavalry Brigade for their work. This recognition underscores the joint cooperation and the shared sense of responsibility.<sup>9</sup>

The dedication of both elements from Poland and Illinois, forged through their 20-year old partnership, has made BEST function smoothly under difficult circumstances.



**LEFT:** U.S. Army Maj. Gen. Robert E. Livingston, Jr., the TAG of South Carolina, speaks with Colombian Army Maj. Gen. Jorge Salgado, army planning and transformation, in front of a Colombian army Mi-17 search and rescue helicopter at Tolemaida, Colombia, Feb. 21, 2013. Livingston visited Colombia as part of the State Partnership Program between South Carolina National Guard and the country of Colombia. (U.S. Army photo by Staff Sgt. Jorge Intriago/ released)



**ABOVE:** In Ghazni Province, Afghanistan, U.S. Army Capt. Simon Wlodarski of the Illinois Bilateral Embedded Staff Team A11 receives the unit insignia of the 25th from Brig. Gen. Marek Sokolowski, June 22, 2013. The members of BEST A11 are the only foreign soldiers to ever be awarded the badge of the 25th Air Cavalry Brigade. (Photo by Polish Army Maj. Dariusz Osowski)

The NGB–IA strategic plan states that “the SPP is a program that truly embodies a whole of society/whole of government approach. The National Guard interfaces and collaborates with many different entities within DOD, State Department, and the state.” Key stakeholders with which the National Guard coordinates to achieve SPP objectives include:

- OUSDP—principal staff assistant; serves as advisor to the SecDef for SPP policy and programs.
- OSD Special Operations and Low Intensity Conflict—provide guidance and oversight on the use of appropriated funds to conduct security cooperation and SPP activities.
- CJCS—reviews, comments, and provides coordination as appropriate on all proposed establishment and disestablishment of partnerships between a State National Guard and a foreign country.
- CCMDs—review and approve or coordinate, as appropriate, all proposed SPP activities, and forward to the relevant authority those requests for SPP activities for which the CCDR is not the approval authority.
- CCMD Service Components—review and coordinate on SPP events that support service lines of activity.
- DOS/Embassies/Defense Attaché Office/Military Groups—develops, coordinates and plans SPP activities with the partner country.
- State governor’s offices—integrate all state resources and capabilities to offer to the partner country support of mutual interests (e.g., security, economic, academic and business).

During times of budgetary constraints, DOD leadership has increasingly taken notice of novel programs that use a proactive approach to improve relationships with foreign nations. In doing so, the SPP is confidently addressing national security challenges facing the U.S. The Vice Chairman of the JCS, Navy Adm. James A. Winnefeld Jr., voiced his support of the

SPP as he evaluated a larger defense posture. In remarks made on January 5, 2012, in conjunction with the announcement of the new DOD Strategic Guidance, he characterized the SPP as “... a very valuable high-leverage tool for us ... so we plan to build on things like [the SPP] to help us on these innovative approaches to other parts of the world.”<sup>10</sup>

CCDRs have also attested to the critical contributions to their missions made by the SPP. The CCDR of USEUCOM, Supreme Allied Commander Navy Adm. James Stavridis, testified to the Senate Armed Services Committee in March 2011 that the program worked particularly well in strategically located countries such as Azerbaijan, which is partnered with Oklahoma.

The relationships established through the SPP aided the United States when vital logistical routes were required through the Central Asia republics of Azerbaijan and the Kyrgyz Republic en route to Afghanistan in support of the U.S. and NATO operations. Adm. Stavridis pointed out that the Oklahoma National Guard SPP presence in Azerbaijan allowed consistent access along transit routes, a vital necessity. In addition, Stavridis’ positive assessment of the other 21 countries within the European command underscored the value of the program.<sup>11</sup>



**ABOVE:** Oklahoma Air National Guard member offload supplies in Baku, Azerbaijan. Oklahoma Air National Guard members flew to Azerbaijan to participate in Operation Cherokee Angel, a medical humanitarian mission aimed at improving the health and welfare of the local population while training and working alongside Azerbaijan medical personnel in May 2007. (Photo courtesy U.S. Air Force)





**ABOVE:** His Royal Highness Prince Feisal Ibn al-Hussein greets CNGB Gen. Craig McKinley and Maj. Gen. Howard Michael “Mike” Edwards, the TAG of the Colorado National Guard, upon the prince’s arrival at Mwaffaq Salti Air Base, Azraq, Jordan, on Oct. 28, 2009, during the Falcon Air Meet, an annual bilateral exercise between the U.S. Air Force, the Royal Jordanian Air Force and other regional countries that fly the F-16 Fighting Falcon. The Colorado and South Carolina Air National Guard were among the 2009 participants. (U.S. Army photo by Staff Sgt. Jim Greenhill/released)

## PERSONAL RELATIONSHIPS – THE QUALITATIVE POSITIVE

*“We remain in your debt. As a small token of our appreciation, that is, my own, the Latvians who were on the flight, as well as the American Latvian Association, please accept the enclosed card ... which effectively will make you an honorary member of the American Latvian Association ... it is given to you with the deepest appreciation of your help and your efforts on behalf of our emerging reborn Baltic countries.”<sup>12</sup>*

This short letter to former CNGB Lt. Gen. John Conaway from Dr. Manfreds Munters, one of the civilian doctors of Latvian descent who accompanied the historic 1992 trip, illustrates the sentiment of genuine appreciation and gratitude that a Baltic country felt toward the United States in its time of greatest need. Many have noticed the progress made by several countries in their admission to NATO since they joined the SPP in the early 1990s. Millions of citizens from nations behind the Iron Curtain in the Cold War were an assortment of ethnic groups,

frequently neglected by larger powers in the world during treaty signings and peace talks. These emerging democracies looked to programs like the SPP to learn from one another and develop relationships based on mutual respect. Since 1993, the National Guard and the SPP have been instrumental in promoting long-term relationships and building regional security and stability in an unstable world.

## ANALYZING SUCCESS

In an interview conducted in 2011, Conaway assessed why the SPP has become so successful. He recalled the time after the Berlin Wall fell and the face of Central and Eastern Europe had started to change. The National Guard’s marketing slogan in 1990 reflected its utility and cost to the American taxpayer, “Adding Value to America.” When Conaway took office at the end of the Cold War in 1991, he recognized that the changing world necessitated that the National Guard address other challenges to cement its role as the nation’s chief homeland defense force.

Conaway noted that when Cols. Gosnell and Renfroe approached him about the concept of a partnership program between National Guard states and territories and the newly independent countries of Eastern Europe, he asked them to construct a framework. Conaway's belief in the abilities of his subordinates to work within DOD-approved goals furthered U.S. national security objectives following the fall of the Berlin Wall and collapse of the Soviet Union. His beliefs underscored the utility of the National Guard and its ability to help the emerging nations and proved critical to the long-term success of the program.

Among CCDRs, Cmdr. Gen. John Shalikashvili understood the value of the SPP and approved the concept. He was later able to experience firsthand the progress made under the program when he visited his native country of Georgia as it established its state partnership with the U.S. state of Georgia.<sup>12</sup> Shalikashvili understood the significance of the SPP and vigorously fought for its retention, continuation and growth.<sup>14</sup> Without this critical early support, the program may have ended abruptly. Another factor that allowed the SPP to become successful required the cooperation of the CCDRs and their strong support. USEUCOM was the first command to recognize that this program could form lasting security partnerships with friendly and allied nations.

## THE SPP – PROVEN SUCCESS FOR THE FUTURE

The SPP is a proven and valuable security cooperation tool. It supports U.S. national security objectives for the CCMDs; enhances DOD security cooperation with friendly and allied countries worldwide with modest funding; builds long-term relationships with partner defense



**ABOVE:** Senior Latvian National Armed Forces Officers meet with Michigan Army and Air National Guard officers and non-commissioned officers during a tour of Michigan National Guard facilities on June 1-2, 2013. The visiting Latvians are given a tour of the Dismounted Soldier Training System, a video simulation virtual reality trainer, by Intelligent Decisions system operator Anthony Gazvoda. Sgt. Sergey Zelenskiy (right) of the 1434th Engineer Company and Staff Sgt. Justin Grosinsky (left) of D Company, 1st Battalion, 125th Infantry demonstrate how the DSTS equipment is used by Soldiers training with the system. (Army National Guard photo by Sgt. 1st Class Jim Downen)

and military institutions that promote mutual security and stability; and focuses on meeting the partner countries' security needs.

The SPP strives to build strong relationships, a concept that was important at the time of its inception in 1993, and has become even more important in the post-9/11 era. The SPP's future lies in establishing enduring relationships with friends and allies around the world and

in working together to develop mutual capabilities to ensure global peace and stability. The close relationships developed with our partners during the past 20 years offer a promising future as we work together to build a peaceful and stable international security environment.

Former SecDef Leon Panetta emphasized a partnered approach to security in "Building Partnerships in the 21st Century." He stressed the importance of developing innovative approaches by building partnerships to meet future security challenges. Broadly outlined, this DOD-wide initiative proposes improving security cooperation in three areas:

**LEFT:** Maj. Gen. James A. Adkins (center), TAG of Maryland, discusses the Maryland SPP with Gov. Martin O'Malley (left) during a reception for senior delegations from Estonia and Bosnia-Herzegovina on May 13, 2013. At right is CNGB Gen. Frank Grass. (Courtesy NGB Public Affairs)







**ABOVE:** CNGB Gen. Craig R. McKinley addresses Army and Air National Guard senior service members from across the nation on November 19, 2009, at National Harbor near Washington, D.C. (Courtesy U.S. Air Force by Master Sgt. Mike R. Smith)

- First, taking a strategic approach to security cooperation and ensuring that the United States has comprehensive and integrated capabilities in key regions in order to confront critical security challenges.
- Second, ensuring the DOD continues to enhance the skillsets and capabilities that are needed to build and sustain partnerships.
- Third, streamlining the DOD's internal processes to improve security cooperation programs and to work with the DOS and Congress to do the same.<sup>15</sup>

Leveraging the unique capabilities of partnerships is well suited to the SPP. The program's strength lies in the special nature of the National Guard. National Guard citizen-soldiers and airmen have civilian skill sets not found in the active components that make them an invaluable security engagement asset. Specifically, the unique nature of the National Guard as an organization and the unit cohesion that develops over years of working together with people that are known, trusted, and also regarded as lifelong friends are the same sorts of characteristics and values that make the SPP so successful.

In a recent NDU graduation speech, Gen. Martin E. Dempsey extolled the SPP and the trust and familiarity that flow from it. He noted that one of his counterparts had approached him at a NATO conference the month before, praising the SPP and pointing out that he has worked with the same group of National Guard officers since he was a major. Today, as a major general, that officer continues to value the relationships established over the years with his partner state.<sup>16</sup> These close, personal ties have been highlighted since the beginning of the SPP; Americans in foreign countries have been made to feel "as if they were members of a family rather than official guests."<sup>17</sup>

The SPP has become a model program for the future because it is flexible, innovative, low-cost/high-impact while occupying a small footprint. The program addresses each partner's needs and is implemented on the basis of discussion, collaboration, and mutual benefit. The program continues to open new venues as the United States and its partners discuss new ideas and initiatives to address common critical threats. The close relationships developed over the last 20 years offer a promising future as partners work together to build a safe and secure tomorrow. In a complex and challenging security environment and an era of shrinking resources, SPP represents a unique and proven model for addressing the challenges of the 21st century.

The cost effectiveness, versatility, and enduring focus of the SPP provides the DOD, CCMDs, and U.S. interagency and international partners with the ability to address security challenges today and hedge against a wide range of security threats well into the 21st century. The program promotes defense reform and modernization, and provides a training venue for our National Guard forces and personnel in meeting Joint and Service doctrine, as well as training requirements. The SPP has proven itself a unique and valuable engagement asset that will continue to pay dividends to peace and security for many years to come, thanks to all the men and women from partner states, territories, and partner countries who have laid the foundation during its first 20 years of success.

The National Guard's administration of an international program like the SPP demonstrates innovation and wide appeal as it leverages the unique strengths of its organization and people. In 2009, Gen. Craig R. McKinley, CNGB, announced the campaign of "Adding Value to America." It was a familiar theme, identical to the campaign slogan championed by Lt. Gen. John Conaway in 1993 when the SPP was being established. It became a supporting maxim for the work of the National Guard to bolster its role beyond that of the citizen-soldier or airman, and highlighted the versatile role of today's National Guard. The value of the SPP is a theme that leadership has emphasized in recent years in many settings. This concept has resonated with the American public in the past. Then, now, and in the future, the National Guard's mission has been and will continue to be "Adding Value to America." The SPP serves as one of the pillars to this ongoing campaign.<sup>18</sup> ♦



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## ENDNOTES

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## APPENDICES

### APPENDIX A-1:

States with their respective host country partners in the SPP (listed in chronological order from first partnerships, along with additional partnerships immediately following), current as of April 22, 2014.

STATE	COUNTRY PARTNER	GEOGRAPHIC COMBATANT COMMAND	DATE of ADMISSION
Maryland	Estonia Bosnia-Herzegovina	USEUCOM USEUCOM	April 27, 1993 January 24, 2003
Michigan	Latvia Liberia	USEUCOM USAFRICOM	April 27, 1993 October 1, 2009
Pennsylvania	Lithuania	USEUCOM	April 27, 1993
Tennessee	Bulgaria	USEUCOM	July 14, 1993
Texas / Nebraska	Czech Republic	USEUCOM	July 14, 1993
Texas	Chile	USSOUTHCOM	November 25, 2008
Ohio	Hungary Serbia	USEUCOM USEUCOM	July 14, 1993 August 24, 2005
Vermont	Macedonia Senegal	USEUCOM USAFRICOM	July 14, 1993 January 8, 2008
Illinois	Poland	USEUCOM	July 14, 1993
Alabama	Romania	USEUCOM	July 14, 1993
Indiana	Slovakia	USEUCOM	July 14, 1993
Colorado	Slovenia Jordan	USEUCOM USCENTCOM	July 14, 1993 May 24, 2004
Arizona	Kazakhstan	USCENTCOM	August 31, 1993
California	Ukraine Nigeria	USEUCOM USAFRICOM	August 31, 1993 February 1, 2006
Georgia	Georgia	USEUCOM	October 3, 1994
Minnesota	Croatia	USEUCOM	February 8, 1996
Montana	Kyrgyz Republic	USCENTCOM	July 30, 1996
North Carolina	Moldova Botswana	USEUCOM USAFRICOM	August 1, 1996 January 8, 2008
Louisiana	Belize Haiti	USSOUTHCOM USSOUTHCOM	November 27, 1996 February 1, 2012
Kentucky	Ecuador	USSOUTHCOM	November 27, 1996
Missouri	Panama	USSOUTHCOM	November 27, 1996
West Virginia	Peru	USSOUTHCOM	November 27, 1996
Puerto Rico	Honduras Dominican Republic	USSOUTHCOM USSOUTHCOM	October 16, 1998 March 17, 2003
Florida	Venezuela Guyana Caribbean RSS	USSOUTHCOM USSOUTHCOM USSOUTHCOM	October 16, 1998 October 9, 2003 August 26, 2006
Mississippi	Bolivia Uzbekistan	USSOUTHCOM USCENTCOM	June 9, 1999 November 11, 2011

(Note: states with multiple partners have additional country added below first entry.)

STATE	COUNTRY PARTNER	GEOGRAPHIC COMBATANT COMMAND	DATE of ADMISSION
District of Columbia	Jamaica	USSOUTHCOM	October 19, 1999
Guam	Philippines	USPACOM	February 18, 2000
Hawaii	Philippines Indonesia	USPACOM USPACOM	February 18, 2000 July 18, 2006
New Hampshire	El Salvador	USSOUTHCOM	March 29, 2000
Connecticut	Uruguay	USSOUTHCOM	August 14, 2000
New Jersey	Albania	USEUCOM	January 17, 2001
New York	South Africa	USAFRICOM	June 30, 2003
Massachusetts	Paraguay	USSOUTHCOM	January 24, 2001
Washington	Thailand	USPACOM	March 11, 2002
Arkansas	Guatemala	USSOUTHCOM	June 4, 2002
Oklahoma	Azerbaijan	USEUCOM	September 19, 2002
Kansas	Armenia	USEUCOM	November 22, 2002
Wisconsin	Nicaragua	USSOUTHCOM	August 25, 2003
Utah	Morocco	USAFRICOM	September 11, 2003
Alaska	Mongolia	USPACOM	September 26, 2003
Virginia	Tajikistan	USCENTCOM	October 20, 2003
Delaware	Trinidad & Tobago	USSOUTHCOM	July 19, 2004
North Dakota	Ghana Togo Benin	USAFRICOM USAFRICOM USAFRICOM	August 17, 2004 February 27, 2014 February 27, 2014
Wyoming	Tunisia	USAFRICOM	August 20, 2004
Rhode Island	Bahamas	USNORTHCOM	April 4, 2005
South Dakota	Suriname	USSOUTHCOM	July 26, 2006
New Mexico	Costa Rica	USSOUTHCOM	November 6, 2006
Maine	Montenegro	USEUCOM	November 20, 2006
Oregon	Bangladesh Vietnam	USPACOM USPACOM	January 24, 2008 November 27, 2012
Idaho	Cambodia	USPACOM	August 4, 2009
Iowa	Kosovo	USEUCOM	March 17, 2011
South Carolina	Colombia	USSOUTHCOM	July 23, 2012
Nevada	Tonga	USPACOM	April 11, 2014



## APPENDIX A-2:

Partnerships (alphabetical by state participant)

STATE	COUNTRY PARTNER	GEOGRAPHIC COMBATANT COMMAND	DATE of ADMISSION
Alabama	Romania	USEUCOM	July 14, 1993
Alaska	Mongolia	USPACOM	September 26, 2003
Arizona	Kazakhstan	USCENTCOM	August 31, 1993
Arkansas	Guatemala	USSOUTHCOM	June 4, 2002
California	Nigeria Ukraine	USAFRICOM USEUCOM	February 1, 2006 August 31, 1993
Colorado	Jordan Slovenia	USCENTCOM USEUCOM	May 24, 2004 July 14, 1993
Connecticut	Uruguay	USSOUTHCOM	August 14, 2000
Delaware	Trinidad & Tobago	USSOUTHCOM	July 19, 2004
District of Columbia	Jamaica	USSOUTHCOM	October 19, 1999
Florida	Caribbean RSS Guyana Venezuela	USSOUTHCOM USSOUTHCOM USSOUTHCOM	August 26, 2006 October 9, 2003 October 16, 1998
Georgia	Georgia	USEUCOM	October 3, 1994
Guam	Philippines	USPACOM	February 18, 2000
Hawaii	Indonesia Philippines	USPACOM USPACOM	July 18, 2006 February 18, 2000
Idaho	Cambodia	USPACOM	August 4, 2009
Illinois	Poland	USEUCOM	July 14, 1993
Indiana	Slovakia	USEUCOM	July 14, 1993
Iowa	Kosovo	USEUCOM	March 17, 2011
Kansas	Armenia	USEUCOM	November 22, 2002
Kentucky	Ecuador	USSOUTHCOM	November 27, 1996
Louisiana	Belize Haiti	USSOUTHCOM USSOUTHCOM	November 27, 1996 February 1, 2012
Maine	Montenegro	USEUCOM	November 20, 2006
Maryland	Bosnia-Herzegovina Estonia	USEUCOM USEUCOM	January 24, 2003 April 27, 1993
Massachusetts	Paraguay	USSOUTHCOM	January 24, 2001
Michigan	Latvia Liberia	USEUCOM USAFRICOM	April 27, 1993 October 1, 2009
Minnesota	Croatia	USEUCOM	February 8, 1996
Mississippi	Bolivia Uzbekistan	USSOUTHCOM USCENTCOM	June 9, 1999 November 11, 2011
Missouri	Panama	USSOUTHCOM	November 27, 1996
Montana	Kyrgyz Republic	USCENTCOM	July 30, 1996

STATE	COUNTRY PARTNER	GEOGRAPHIC COMBATANT COMMAND	DATE of ADMISSION
Nevada	Tonga	USPACOM	April 11, 2014
New Hampshire	El Salvador	USSOUTHCOM	March 29, 2000
New Jersey	Albania	USEUCOM	January 17, 2001
New Mexico	Costa Rica	USSOUTHCOM	November 6, 2006
New York	South Africa	USAFRICOM	June 30, 2003
North Carolina	Botswana Moldova	USAFRICOM USEUCOM	January 8, 2008 August 1, 1996
North Dakota	Ghana Benin Togo	USAFRICOM USAFRICOM USAFRICOM	August 17, 2004 February 27, 2014 February 27, 2014
Ohio	Hungary Serbia	USEUCOM USEUCOM	July 14, 1993 August 24, 2005
Oklahoma	Azerbaijan	USEUCOM	September 19, 2002
Oregon	Bangladesh Vietnam	USPACOM USPACOM	January 24, 2008 November 27, 2012
Pennsylvania	Lithuania	USEUCOM	April 27, 1993
Puerto Rico	Dominican Republic Honduras	USSOUTHCOM USSOUTHCOM	March 17, 2003 October 16, 1998
Rhode Island	Bahamas	USNORTHCOM	April 4, 2005
South Carolina	Colombia	USSOUTHCOM	July 23, 2012
South Dakota	Suriname	USSOUTHCOM	July 26, 2006
Tennessee	Bulgaria	USEUCOM	July 14, 1993
Texas	Chile	USSOUTHCOM	November 25, 2008
Texas / Nebraska	Czech Republic	USEUCOM	July 14, 1993
Utah	Morocco	USAFRICOM	September 11, 2003
Vermont	Macedonia Senegal	USEUCOM USAFRICOM	July 14, 1993 January 8, 2008
Virginia	Tajikistan	USCENTCOM	October 20, 2003
Washington	Thailand	USPACOM	March 11, 2002
West Virginia	Peru	USSOUTHCOM	November 27, 1996
Wisconsin	Nicaragua	USSOUTHCOM	August 25, 2003
Wyoming	Tunisia	USAFRICOM	August 20, 2004

## APPENDIX A-3:

Partnerships (alphabetic by partner country)

COUNTRY PARTNER	STATE	GEOGRAPHIC COMBATANT COMMAND	DATE of ADMISSION
Albania	New Jersey	USEUCOM	January 17, 2001
Armenia	Kansas	USEUCOM	November 22, 2002
Azerbaijan	Oklahoma	USEUCOM	September 19, 2002
Bahamas	Rhode Island	USNORTHCOM	April 4, 2005
Bangladesh	Oregon	USPACOM	January 24, 2008
Belize	Louisiana	USSOUTHCOM	November 27, 1996
Benin	North Dakota	USAFRICOM	February 27, 2014
Bolivia	Mississippi	USSOUTHCOM	June 9, 1999
Bosnia-Herzegovina	Maryland	USEUCOM	January 24, 2003
Botswana	North Carolina	USAFRICOM	January 8, 2008
Bulgaria	Tennessee	USEUCOM	July 14, 1993
Cambodia	Idaho	USPACOM	August 4, 2009
Caribbean RSS	Florida	USSOUTHCOM	August 26, 2006
Chile	Texas	USSOUTHCOM	November 25, 2008
Colombia	South Carolina	USSOUTHCOM	July 23, 2012
Costa Rica	New Mexico	USSOUTHCOM	November 6, 2006
Croatia	Minnesota	USEUCOM	February 8, 1996
Czech Republic	Texas / Nebraska	USEUCOM	July 14, 1993
Dominican Republic	Puerto Rico	USSOUTHCOM	March 17, 2003
Ecuador	Kentucky	USSOUTHCOM	November 27, 1996
El Salvador	New Hampshire	USSOUTHCOM	March 29, 2000
Estonia	Maryland	USEUCOM	April 27, 1993
Georgia	Georgia	USEUCOM	October 3, 1994
Ghana	North Dakota	USAFRICOM	August 17, 2004
Guatemala	Arkansas	USSOUTHCOM	June 4, 2002
Guyana	Florida	USSOUTHCOM	October 9, 2003
Haiti	Louisiana	USSOUTHCOM	February 1, 2012
Honduras	Puerto Rico	USSOUTHCOM	October 16, 1998
Hungary	Ohio	USEUCOM	July 14, 1993
Indonesia	Hawaii	USPACOM	July 18, 2006
Jamaica	District of Columbia	USSOUTHCOM	October 19, 1999
Jordan	Colorado	USCENTCOM	May 24, 2004
Kazakhstan	Arizona	USCENTCOM	August 31, 1993
Kosovo	Iowa	USEUCOM	March 17, 2011
Kyrgyz Republic	Montana	USCENTCOM	July 30, 1996



COUNTRY PARTNER	STATE	GEOGRAPHIC COMBATANT COMMAND	DATE of ADMISSION
Latvia	Michigan	USEUCOM	April 27, 1993
Liberia	Michigan	USAFRICOM	October 1, 2009
Lithuania	Pennsylvania	USEUCOM	April 27, 1993
Macedonia	Vermont	USEUCOM	July 14, 1993
Moldova	North Carolina	USEUCOM	August 1, 1996
Mongolia	Alaska	USPACOM	September 26, 2003
Montenegro	Maine	USEUCOM	November 20, 2006
Morocco	Utah	USAFRICOM	September 11, 2003
Nicaragua	Wisconsin	USSOUTHCOM	August 25, 2003
Nigeria	California	USAFRICOM	February 1, 2006
Panama	Missouri	USSOUTHCOM	November 27, 1996
Paraguay	Massachusetts	USSOUTHCOM	January 24, 2001
Peru	West Virginia	USSOUTHCOM	November 27, 1996
Philippines	Guam	USPACOM	February 18, 2000
Philippines	Hawaii	USPACOM	February 18, 2000
Poland	Illinois	USEUCOM	July 14, 1993
Romania	Alabama	USEUCOM	July 14, 1993
Senegal	Vermont	USAFRICOM	January 8, 2008
Serbia	Ohio	USEUCOM	August 24, 2005
Slovakia	Indiana	USEUCOM	July 14, 1993
Slovenia	Colorado	USEUCOM	July 14, 1993
South Africa	New York	USAFRICOM	June 30, 2003
Suriname	South Dakota	USSOUTHCOM	July 26, 2006
Tajikistan	Virginia	USCENTCOM	October 20, 2003
Thailand	Washington	USPACOM	March 11, 2002
Togo	North Dakota	USAFRICOM	February 27, 2014
Tonga	Nevada	USPACOM	April 11, 2014
Trinidad & Tobago	Delaware	USSOUTHCOM	July 19, 2004
Tunisia	Wyoming	USAFRICOM	August 20, 2004
Ukraine	California	USEUCOM	August 31, 1993
Uruguay	Connecticut	USSOUTHCOM	August 14, 2000
Uzbekistan	Mississippi	USCENTCOM	November 11, 2011
Venezuela	Florida	USSOUTHCOM	October 16, 1998
Vietnam	Oregon	USPACOM	November 27, 2012

Sixty-eight (68) partner countries, broken down by Combatant Commands, as of October 15, 2013:

USEUCOM - 22 USAFRICOM - 10 USCENTCOM - 5 USPACOM - 8 USNORTHCOM - 1 USSOUTHCOM - 22

## APPENDIX B:

Public service announcement for SPP, 2009 (Courtesy NGB International Affairs)

**Building trust,  
establishing long-term  
relationships and  
sharing democracy are  
on the itinerary.**

*The National Guard*  
SIGNATURE OF MEMBER OF NATIONAL GUARD  
NOT VALID UNTIL ISSUED

UNITED STATES OF AMERICA

Name / Nom  
THE NATIONAL GUARD  
Nationality / Nationalité  
UNITED STATES OF AMERICA  
Date of birth / Date de naissance  
13 DEC / DEC 1636  
Authority / Autorité  
PASSPORT AGENCY  
WASHINGTON, D.C.

Amendments / Modifications  
SEE PAGE  
24

<THE NATIONAL GUARD  
WWW.NGB.ARMY.MIL

Americans are familiar with the National Guard's role in natural disasters—saving lives and protecting property. Most know the Guard is playing a key role in the war on terror in Iraq, Afghanistan and here at home. Yet few Americans know of the Guard's role as goodwill ambassadors around the world.

The State Partnership Program links the National Guard through the states and territories with 54 countries. National Guard Soldiers and Airmen apply both military and civilian skills to foster democracy, encourage economic development and promote regional cooperation and stability. These Partnerships create long-term, friendly relationships. The result is greater security for all Americans.

*Always Ready, Always There.*  
**THE NATIONAL GUARD**  
www.ngb.army.mil

## APPENDIX C:

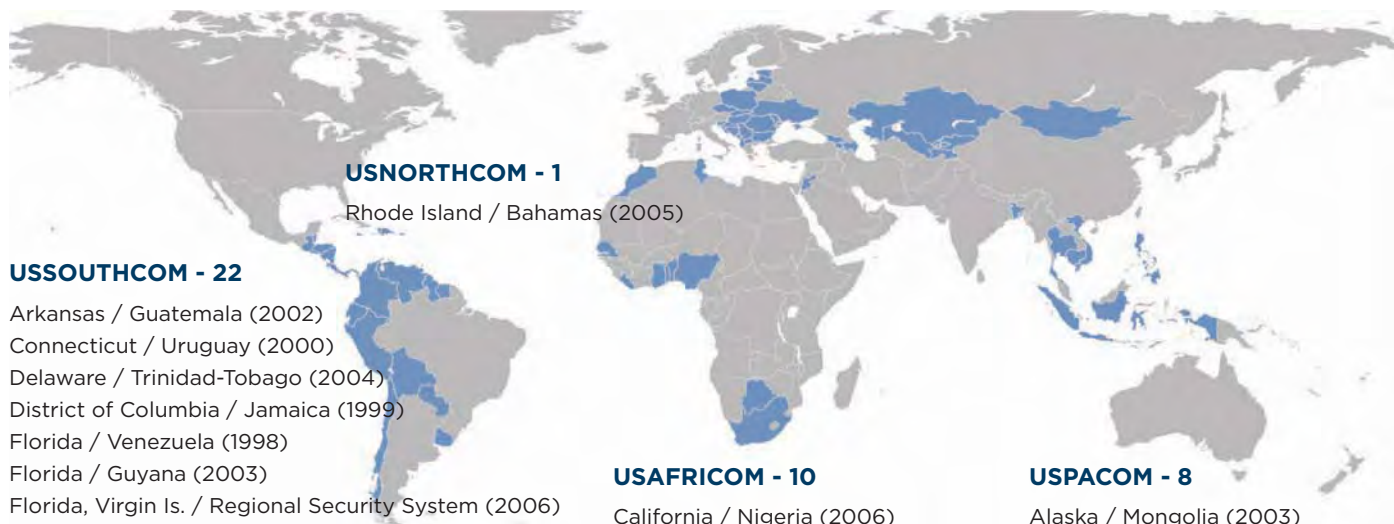
Map of State Partners, 2014 (Courtesy NGB International Affairs)

### USEUCOM - 22

Alabama / Romania (1993)  
California / Ukraine (1993)  
Colorado / Slovenia (1993)  
Georgia / Georgia (1994)  
Illinois / Poland (1993)  
Indiana / Slovakia (1993)  
Iowa / Kosovo (2011)  
Kansas / Armenia (2002)  
Maine / Montenegro (2006)  
Maryland / Estonia (1993)  
Maryland / Bosnia (2003)  
Michigan / Latvia (1993)  
Minnesota / Croatia (1996)  
New Jersey / Albania (2001)  
North Carolina / Moldova (1996)  
Ohio / Hungary (1993)  
Ohio / Serbia (2005)  
Oklahoma / Azerbaijan (2002)  
Pennsylvania / Lithuania (1993)  
Tennessee / Bulgaria (1993)  
Texas, Nebraska / Czech Republic (1993)  
Vermont / Macedonia (1993)

### USCENTCOM - 5

Arizona / Kazakhstan (1993)  
Colorado / Jordan (2004)  
Mississippi / Uzbekistan (2012)  
Montana / Kyrgyz Republic (1996)  
Virginia / Tajikistan (2003)



### USNORTHCOM - 1

Rhode Island / Bahamas (2005)

### USSOUTHCOM - 22

Arkansas / Guatemala (2002)  
Connecticut / Uruguay (2000)  
Delaware / Trinidad-Tobago (2004)  
District of Columbia / Jamaica (1999)  
Florida / Venezuela (1998)  
Florida / Guyana (2003)  
Florida, Virgin Is. / Regional Security System (2006)  
Kentucky / Ecuador (1996)  
Louisiana / Belize (1996)  
Louisiana / Haiti (2011)  
Massachusetts / Paraguay (2001)  
Mississippi / Bolivia (1999)  
Missouri / Panama (1996)  
New Hampshire / El Salvador (2000)  
New Mexico / Costa Rica (2006)  
Puerto Rico / Honduras (1998)  
Puerto Rico / Dominican Rep. (2003)  
South Carolina / Colombia (2012)  
South Dakota / Suriname (2006)  
Texas / Chile (2008)  
West Virginia / Peru (1996)  
Wisconsin / Nicaragua (2003)

### USAFRICOM - 10

California / Nigeria (2006)  
New York / South Africa (2003)  
North Carolina / Botswana (2008)  
North Dakota / Ghana (2004)  
North Dakota / Togo (2014)  
North Dakota / Benin (2014)  
Michigan / Liberia (2009)  
Utah / Morocco (2003)  
Vermont / Senegal (2008)  
Wyoming / Tunisia (2004)

### USPACOM - 8

Alaska / Mongolia (2003)  
Guam, Hawaii / Philippines (2000)  
Hawaii / Indonesia (2006)  
Idaho / Cambodia (2009)  
Nevada / Tonga (2014)  
Oregon / Bangladesh (2008)  
Oregon / Vietnam (2012)  
Washington / Thailand (2002)



## APPENDIX D:

Signatories, NATO Partnership for Peace, established 1994

Albania Armenia Austria Azerbaijan
Belarus Bosnia and Herzegovina Bulgaria
Croatia Czech Republic Estonia Finland Georgia
Hungary Ireland Kazakhstan Kyrgyz Republic (formerly Kyrgyzstan) Latvia Lithuania
Macedonia Malta Moldova Montenegro Poland Romania Russia
Serbia Slovakia Sweden Switzerland
Tajikistan Turkmenistan Ukraine Uzbekistan

## APPENDIX E:

SPP Partner Country Relationships: NATO Members in the SPP, 1993–2013

STATE/TERRITORY	PARTNER COUNTRY	SPP MEMBERSHIP DATE	NATO MEMBERSHIP DATE
Texas, Nebraska	Czech Republic	1993	1999
Ohio	Hungary	1993	1999
Illinois	Poland	1993	1999
Tennessee	Bulgaria	1993	2004
Maryland	Estonia	1993	2004
Michigan	Latvia	1993	2004
Pennsylvania	Lithuania	1993	2004
Alabama	Romania	1993	2004
Indiana	Slovakia	1993	2004
Colorado	Slovenia	1993	2004
Minnesota	Croatia	1996	2009
New Jersey	Albania	2001	2009

## APPENDIX F:

SPP Partner Countries Aspiring to join NATO

STATE/TERRITORY	PARTNER COUNTRY	SPP MEMBERSHIP DATE
Vermont	Macedonia	1993
Georgia	Georgia	1994
Maryland	Bosnia and Herzegovina	2003
Maine	Montenegro	2006

## APPENDIX G:

Directors of NGB International Affairs and its Predecessor Organizations, 1991-2013

DIRECTOR AND MILITARY AFFILIATION	DATES OF SERVICE	OFFICE	OFFICE SYMBOL
Col. P. Wayne Gosnell, US Army (USA)	1991-1994	Office of International Initiatives	NGB-ZII
Col. A. Vance Renfroe, US Air Force (USAF)	1994-1996	Office of International Affairs	NGB-IA
Col. Robert James, USA	1996-2000	Office of International Affairs	NGB-IA
Col. Virgil "Lee" Iams, USAF	2000-2001	Office of International Affairs	NGB-IA
Col. Mark Kalber, USAF	2001-2005	Office of International Affairs	NGB-IA
Col. Cathy Rodriguez, USAF	2005-2007	Office of International Affairs	NGB-IA
Col. Randy Everett, USA (Acting Director)	2007-2008	Office of International Affairs	NGB-IA
Col. Cathy Rodriguez, USAF	2008-2010	Office of International Affairs	NGB-IA
Col. Kurt Vogel, USAF	2010-2011	Office of International Affairs	NGB-IA
Col. Joey Booher, USAF	2011-2012	Office of International Affairs	NGB-IA
Col. Michael Norton, USAF	2013-present	Office of International Affairs	NGB-IA



## SPP MILESTONES, 1992 – 2012

- **November 1992:** First senior leader visit to potential partner countries. CNGB Lt. Gen. John Conaway leads interagency team to Latvia, Estonia, and Lithuania.
- **January 1993:** President Bush's National Security Strategy (NSS) provided guidance of a "whole of society" approach to security cooperation.
- **April 1993:** First partnerships recognized, Michigan-Latvia, Pennsylvania-Lithuania, and Maryland-Estonia.
- **July 1993:** First USCENTCOM partner country, Arizona-Kazakhstan.
- **October 1993:** Precursor to the present-day Bilateral Affairs Officer (BAO), a full-time Army National Guard soldier embedded in the U.S. Embassy of the partner country, called Military Liaison Teams (MLT), were deployed in USEUCOM.
- **January 1994:** Partnership for Peace (PfP), NATO program, was launched after initial formulation in 1993, with 28 former Warsaw Pact countries and their territorial provinces as signatories.



**ABOVE:** Moldovan stamp showing the Partnership for Peace signing ceremony, March 1994. (Moldovan government courtesy photo)

- **July 1994:** President Clinton's NSS supports the expansion of NATO into Eastern Europe and Central Asia.
- **October 1994:** Lt. Gen. Edward Baca becomes the new CNGB. Baca continues the focus on international security engagements for the National Guard and expands the program into USSOUTHCOM and further into Eastern Europe.

- **1994:** First civilian-military exchange between Maryland and Estonia. Maryland Governor Parris Glendening offered exchanges with world class medical facilities in Maryland at Johns Hopkins University and the University of Maryland system to assist in building the Estonian medical establishment.
- **January 1995:** The National Guard is assigned as peacekeepers in Sinai with the U.S. Army and U.S. Army Reserve as part of the 82nd Airborne Division, 4th Battalion, 505th Parachute Infantry Regiment. Eventually, the National Guard would replace regular Army units in the Sinai in 2002 (see photo, next page, and January 2002 entry).



**ABOVE:** Air Force Gen. Craig McKinley, the chief of the National Guard Bureau, poses with members of the Maryland National Guard after a town hall meeting with troops at MFO South Camp near Sharm El Sheik, Egypt, on Oct. 21, 2011. Maryland National Guard members were deployed to the Sinai in support of the international peacekeeping force. (U.S. Army National Guard photo by Staff Sgt. Jim Greenhill/released)

- **1996:** First partnerships in countries administered without a Ministry of Defense: Missouri-Panama, Louisiana-Belize, Kentucky-Ecuador, and West Virginia-Peru.
- **November 1996:** First state with multiple SPP partner countries, Louisiana pairs with Belize and Uzbekistan (later assigned a partnership with Mississippi).
- **November 1996:** First USSOUTHCOM partnership established, Missouri-Panama. Missouri had previously sent National Guard troops to Panama in 1985 as part of Operation Blazing Trails (*Fuertos Caminos*), to construct bridges, roads, medical clinics, and schools.
- **March 1999:** Three initial SPP partner nations gain full membership in NATO: Czech Republic, Poland and Hungary.
- **February 2000:** First USPACOM partner country, Philippines, partners with Guam and Hawaii. Partnership arrangement continues.



**ABOVE:** Ceremony to mark the accession of the Czech Republic, Hungary and Poland to the North Atlantic Treaty Organization at NATO Headquarters in Brussels on March 16, 1999. (Courtesy NATO)



**ABOVE:** During a transformative time throughout the Middle East credited mostly to the use of social media, the first-ever U.S. Central Command Public Affairs exchange with the Jordan Armed Forces occurred March 23-30, 2012 as part of the SPP. Members of the Jordanian Armed Forces, Jordanian Media, and Colorado National Guard pose for a group shot (Photo courtesy Jordan Armed Forces/released)

- **January 2002:** The 2nd Battalion, 153rd Infantry Regiment, Arkansas National Guard, assigned to the Sinai Peninsula on peacekeeping duty in Operation Noble Eagle (ONE). This was the first deployment of National Guard forces to the Sinai during ONE; the 2-153 received a “no-notice” mobilization order activated in October 2001.
- **April 2003:** Lt. Gen. H Steven Blum confirmed as new CNGB; oversees the addition of 20 new partnerships in his tenure through 2008, the most of any chief to this point.
- **September 2003:** First USAFRICOM partner country, Utah-Morocco (USAFRICOM initiated its mission in 2007).
- **March 2004:** Seven original SPP partner countries gain full NATO membership (Bulgaria, Estonia, Latvia, Lithuania, Romania, Slovakia and Slovenia), bringing a total of 10 SPP countries in NATO.
- **May 2004:** First partner country in the Middle East, Colorado-Jordan (USCENTCOM).
- **April 2005:** First USNORTHCOM partner country, Rhode Island-Bahamas.
- **February 2009:** First SPP co-deployed Operation Mentor Liaison Team (OMLT) in support of ISAF and Operation Enduring Freedom (OEF) deploys for six months to train Afghan National Army (ANA) soldiers (Ohio-Hungary).
- **April 2009:** Two SPP partner countries gain full NATO membership (Croatia, Albania); total of SPP nations in NATO increases to 12.
- **October 2009:** SPP becomes a Department of Defense Program of Record.
- **September 2010:** First peacekeeping co-deployment between partner countries sharing an SPP state. Serbia and Hungary, SPP partners with Ohio, co-deployed as a joint peacekeeping force to Cyprus in support of the UN Peacekeeping Force in Cyprus (UNFICYP).

**RIGHT:** During the Ohio National Guard's Operational Mentor and Liaison Team homecoming ceremony in Solnok, Hungary on Aug. 15, 2009, Maj. Gen. Gregory L. Wayt, Ohio's adjutant general, presented Capt. Robert H. Paley with an award for his hard work and dedication. The team spent the last year working together with Hungarian soldiers training the Afghan National Army forces. (Department of Defense photo by 1st Lt. Nicole Ashcroft)



- **April 2011:** SPP partner country Jordan participates in Operation Freedom Falcon as a full ally of the United States and NATO in support of UN Security Council Resolution 1973 to remove Col. Muammar Gaddafi from power in Libya.
- **September 2011:** National Guard Bureau is recipient of the Dr. William J. Perry Award, given annually by the Center for Hemispheric Defense Studies, Ft. McNair, Washington D.C., for its administration of the USSOUTHCOM SPP and its contribution to stability in the Western Hemisphere; specifically, in the regions of the Caribbean, Central and South America.
- **January 2012:** DOD releases a new Defense Strategic Guidance document that cites SPP as a model security cooperation program through its small footprint and innovative operation with low costs.
- **November 2012:** The Oregon National Guard announces a partnership with Vietnam in a historic pact, a country with which the United States fought its longest war from 1955 to 1973.
- **April 2014:** The North Dakota National Guard and Nevada National Guard announce new SPP partnerships with Togo and Benin, as well as Tonga, respectively. These will operate in coordination with USAFRICOM and USPACOM.

**BELOW:** GEN (USA) Frank J. Grass, Chief, National Guard Bureau, meets with officials from Central Asian republics participating in the State Partnership Program. The first active regional partnership was established in 1993, between the state of Arizona and Kazakhstan. This delegation included representatives from the Kyrgyz Republic, Tajikistan, Kazakhstan and Uzbekistan, who conferred with GEN Grass about the positive security relationships forged from SPP. The meeting took place at the Pentagon, Washington, D.C., on September 9, 2013. (U.S. Army photo by Sgt. 1st Class Jim Greenhill)





## ACRONYMS

AFP	Armed Forces of the Philippines	NGB-ZII	National Guard Bureau Office of International Initiatives
ANA	Afghan National Army	NGO	Non-governmental Organization
ANP	Afghan National Police	NSS	National Security Strategy
ANG	Air National Guard	OAS	Organization of American States
ARNG	Army National Guard	ODC	Office of Defense Cooperation
BAO	Bilateral Affairs Officer	OEF	Operation Enduring Freedom
BEST	Bilateral Embedded Staff Team	OIF	Operation Iraqi Freedom
BPC	Building Partnership Capacity	OMLT	Operational Mentor Liaison Team
CCDR	Geographic Combatant Commander	OSD	Office of the Secretary of Defense
CCMD	Geographic Combatant Command	OUSDP	Office of the Under Secretary of Defense for Policy
CCP	Country Cooperation Plan	PAT	Police Assistance Team
CHOD	Chief of Defense	PfP	Partnership for Peace
CINC	Commander-in-Chief	POM	Program Objective Memorandum
CINC/SOUTH	Commander-in-Chief, United States Southern Command	POMLT	Police Operational Mentor Liaison Team
CIV	Civilian	PPBS	Planning, Programming and Budgeting System
CJCS	Chairman of the Joint Chiefs of Staff	PPBES	Planning, Programming, Budgeting and Execution System
CNGB	Chief, National Guard Bureau	PPF	Panamanian Public Forces
CNGBI/M	Chief, National Guard Bureau Instruction or Manual	QDDR	Quadrennial Diplomacy and Development Review
CTR	Cooperative Threat Reduction	QDR	Quadrennial Defense Review
DOD	Department of Defense	RSS	Regional Security System
DODI	Department of Defense Instruction	SACEUR	Supreme Allied Commander, Europe
DOS	Department of State	SANDF	South African National Defense Force
DSCA	Defense Support to Civil Authorities	SecDef	Secretary of Defense
DTM	Directive Type Memorandum	SFA	Security Familiarization and Awareness
EU	European Union	SHAPE	Supreme Headquarters Allied Power Europe
FAM	Familiarization Visits	SME	Subject Matter Expert
GAO	Government Accountability Office	SMEE	Subject Matter Expert Exchange
GEF	Guidance for Employment of the Force	SPG	Strategic Planning Guidance
HA/PK	Humanitarian Assistance and/or Peacekeeping	SPP	State Partnership Program
ISAF	International Security Assistance Force	SPPC	State Partnership Program Coordinator
IWG	Interagency Working Group	TAG	The Adjutant General
JCA	Joint Capability Areas	TCA	Traditional (Geographic Combatant) Commanders Activities
JCS	Joint Chiefs of Staff	TCP	Theater Campaign Plans
JCSEP	Joint Chiefs of Staff Exercises Program	TCT	Traveling Contact Team
JCTP	Joint Contact Team Program	TSCP	Theater Security Cooperation Plan
JMEE	Joint Military Exercises and Exchanges	TTAD	Temporary Tour of Active Duty
JMETL	Joint Mission Essential Task List	UCMJ	Universal Code of Military Justice
JMT	Joint Military Training	UJTL	Universal Joint Task List
JSCP	Joint Strategic Capabilities Plan	UN	United Nations
MAG	Military Airlift Group	UNFICYP	United Nations Peacekeeping Force, Cyprus
MAT	Military Assistance Team	USA	United States Army
MBCI	Mississippi Band of Choctaw Indians	USAF	United States Air Force
METF	Mongolian Expeditionary Task Force	USAFRICOM	United States Africa Command
MIL	Military	USAID	United States Agency for International Development
MLT	Military Liaison Teams	USAREUR	United States Army, Europe
MFF	Minuteman Fellows Fund	USCENTCOM	United States Central Command
MND	Multinational Division	USCYBERCOM	United States Cyber Command
MOD	Ministry of Defense/Defence	USEUCOM	United States European Command
MSCA	Military Support to Civil Authorities	USG	United States Government
MTT	Mobility Training Teams	USMA	United States Military Academy
NACC	North Atlantic Cooperation Council	USMILGRP	United States Military Group
NATO	North Atlantic Treaty Organization	USNORTHCOM	United States Northern Command
NCO	Non-Commissioned Officer	USPACOM	United States Pacific Command
NDAA	National Defense Authorization Act	USSOUTHCOM	United States Southern Command
NDS	National Defense Strategy	VCNGB	Vice Chief, National Guard Bureau
NDU	National Defense University	WIF	Warsaw Initiative Fund
NG	National Guard		
NGB	National Guard Bureau		
NGB-IA	National Guard Bureau International Affairs Division		
NGB-J53	National Guard Bureau, J53 (Joint Staff numeric designation)		



## BIOGRAPHIES

### WILLIAM B. BOEHM

William B. (Bill) Boehm grew up in Alamogordo, N.M. In his youth he gained an appreciation for the history of the desert of the Southwestern United States, frequented by figures like the Billy the Kid, Pat Garrett, Albert B. Fall, Oliver Lee, John J. Pershing and “Pancho” Villa.

After completing undergraduate work at the University of New Mexico in Albuquerque in 1987, Boehm later enrolled at the graduate history program at New Mexico State University in Las Cruces in 1994. His interest focused on the arrival of the railroads and the military’s presence in southern New Mexico and west Texas. His master’s thesis detailed the impact of the El Paso region’s railroads during the first years of the Mexican Revolution from 1910 to 1916. Boehm received an M.A. in History from New Mexico State University in 1997.

Boehm worked on various projects that focused on Fort Bliss, White Sands Missile Range, and Holloman Air Force Base. He later joined the staff of the New Mexico State University Library in 2000, working as an archivist and curator. Boehm started work with the Historical Services Branch of the National Guard Bureau in Arlington, Va. in 2006, as an archivist and historian. He has contributed numerous articles on Guard history and wrote *Quarters One: The Story of a Historic Home and its Residents* (2012). He was also lead author of *In Katrina’s Wake: The National Guard on the Gulf Coast, 2005* (2010).



### STEVEN STEARNS

Retired USAF Chief Master Sgt. Steven L. Stearns has spent almost 40 years working as a public historian. A graduate of the University of Wisconsin system (B.A., B.S., M.Ed.), Stearns spent nine years working in living history museums interpretation before joining the National Guard Bureau as the ANG senior enlisted historian in 1984. Stearns has vast experience in National Guard history matters in that time through the present.

From 2004 to 2006, Stearns served as the NGB project manager for the Lewis and Clark Bicentennial Commemoration. He has also worked with the more than 40 National Guard museums located in various states and territories.



### DEREK NESTELL

Derek R. Nestell attended Eastern Michigan University receiving a B.A. in History and earned an M.L.S. from Wayne State University in Detroit. Presently, he is employed as the archivist for the National Guard Bureau Historical Services Branch.



