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OF THE AIR FORCE**

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AIR ADVISING OPERATIONS

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This instruction implements Department of the Air Force Policy Directive (DAFPD) 10-43 *Air Advising/Security Force Assistance*. It is consistent with Department of Defense (DoD) Directive (DoDD) 3000.07_DAFPD 10-42, *Irregular Warfare*; DAFPD 16-1, *Security Cooperation*; and DAFPD 36-26, *Total Force Development and Management*. This instruction provides Air Force guidance and direction for the planning, execution, and assessment of United States Air Force (USAF) air advising operations with partner nations. It applies to all civilian employees and uniformed members of the Regular Air Force, Air Force Reserve (AFR) and Air National Guard (ANG) involved in the planning, execution, and assessment of USAF air advising operations with partner nations. This instruction also applies to Air Force contractors to the extent required by the applicable contract. Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with Air Force Instruction (AFI) 33-322, *Records Management and Information Governance Program*, and disposed of in accordance with the Air Force Records Disposition Schedule located in the Air Force Records Information Management System. Refer recommended changes and questions about this publication to the Office of Primary Responsibility (OPR) using the AF Form 847, *Recommendation for Change of Publication*; route AF Forms 847 from the field through the appropriate functional chain of command. This publication may be supplemented at any level, but all direct supplements must be routed to AF/A3TMQ for coordination prior to certification and approval. The authorities to waive wing/unit level requirements in this publication are identified with a Tier ("T-0, T-1, T-2, T-3") number following the compliance statement. See Department of the Air Force Instruction (DAFI) 33-360, *Publications and Forms Management*, for a description of the authorities associated with the Tier numbers. Submit requests for waivers

through the chain of command to the appropriate Tier waiver approval authority, or alternately, to requestor's commander for non-tiered compliance items.

SUMMARY OF CHANGES

This publication has been completely revised and should be reviewed in its entirety. Major changes include, but are not limited to 1) establishing the roles and responsibilities of key stakeholders within the Air Advisor enterprise, 2) aligning mission description with new lexicon defined in Joint Doctrine, 3) defining and separating newly established legal authorities into an attachment, 4) establishing new method for tracking trained Air Advisors, and 5) defining airworthiness requirements for Air Advisors flying on partner nation owned and maintained aircraft.

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Chapter 1

GENERAL INFORMATION

1.1. Purpose. The purpose of this instruction is to provide Air Force guidance and direction for the planning, execution, and assessment of USAF air advising operations with partner nations. The objective is to harmonize and synchronize the wide range of US security cooperation (SC) activities in order to better achieve US national strategic objectives.

1.2. Background.

1.2.1. Air advising is an Air Force capability employed throughout the full range of military operations in support of combatant commander (CCDR), commander Air Force forces (COMAFFOR), or theater special operations command (TSOC) objectives. Air advising can create tactical, operational, and strategic-level effects.

1.2.1.1. Air Advising Operations. Air advising operations focus on supporting and developing employment, sustainment, and integration of partner nation aviation enterprise capabilities in support of CCDR, COMAFFOR and/or TSOC objectives across the range of military operations.

1.2.1.2. Air advising operations include, but are not limited to: subject-matter expert exchanges, exercises and competitions, mobile training team (MTT) and extended training service specialists (ETSS) deployments, global health engagements, agile combat support engagements, DoD State Partnership Program engagements, and operations in support of request for forces (RFF) and/or request for support (RFS) taskings.

1.2.1.3. Air advising operations are conducted through various SC initiatives and programs, including building partner capacity, security force assistance (SFA), foreign internal defense, and support to security assistance (SA). Authorities and funding for these activities for the Department of Defense is usually found in Title 10 United States Code (USC), *Armed Forces* and for the Department of State is usually found in Title 22 USC, *Foreign Relations and Intercourse*. Further details on specific authorities are found in [Attachment 2](#).

1.2.1.4. The Chief of Mission is an important stakeholder in Air Advisor operations, as his/her concurrence is required prior to air advising operations which are not under the sole purview of the CCDR. COM objectives for the partner nation are addressed in CCDR and COMAFFOR/TSOC country plans at the operational level. Air Advisor plans at the tactical level support these country plans.

1.2.2. Total Force Airmen assigned to conduct air advising operations may reside in designated Air Advisor units or the Conventional Force (CF) and should be tasked through the Joint Staff's Global Force Management (GFM) process.

1.2.3. Title 22 programs such as International Military Education and Training, Foreign Military Financing (FMF), and Foreign Military Sales (FMS) are part of the Department of State (DoS) foreign operations budget.

1.2.3.1. Air Advisors may execute Title 22-funded missions as part of a MTT or as an individual deployment. Funding for Title 22 missions is managed through the Air Force Security Assistance Training Squadron (AFSAT).

1.2.3.2. Although Air Advisors executing Title 22 MTTs are under the operational oversight of the Chief of Mission, the Commander with Operational Control (OPCON) will manage Air Advisors. **(T-2)**.

1.3. Scope.

1.3.1. This instruction addresses USAF air advising operations conducted in support of geographical combatant commander (GCC) operation plans, theater campaign plans (TCPs), bi- or multi-lateral exercises, and GCC country plans.

1.3.1.1. These air advising operations are primarily documented in the Air Force campaign support plan (CSP), the TSOC CSP, the specific COMAFFOR country plans, and United States Special Operations Command (USSOCOM) country support plans.

1.3.1.2. When directives and tasks assigned in this instruction conflict with specific guidance from the GCC to Air Force Forces (AFFOR) staffs, GCC guidance takes precedence.

1.3.2. This instruction expands upon guidance contained in SC related AFIs to encompass the larger air advising community and establish a common framework to better synchronize a wide range of USAF air advising operations. References to related AFIs are made throughout this instruction for completeness and consistency.

1.3.3. Detailed air advising procedures and checklists in Air Force Tactics, Techniques, and Procedures (AFTTP) 3-4.5, *Air Advising*, should be used in conjunction with this AFI.

1.3.4. Air Advisors should consult AFI 10-421, *Operations Planning for the Steady-State*, for specific planning, execution, and assessment guidance related to country, event, and training/capacity plans.

Chapter 2

ROLES AND RESPONSIBILITIES

2.1. Overview. The following roles and responsibilities pertain to air advising operations. Roles and responsibilities that apply to Air Advisor training are described in AFI 10-4301 V1, Air Advisor Education and Training.

2.2. Deputy Chief of Staff, Operations (AF/A3).

2.2.1. Establishes and oversees policy to organize, train, and equip Air Advisors for the USAF.

2.2.2. Identifies, in conjunction with lead major commands (MAJCOMs), component MAJCOMs (C-MAJCOMs), and component numbered and/or named air forces (C-NAFs), the resources required to organize, train, and equip Air Advisors to support GCC requirements.

2.2.3. Assists the Deputy Under Secretary of the Air Force for International Affairs (SAF/IA) in advocating for resources within the Air Force Corporate Structure.

2.2.4. Prepares air advising policies for approval and issues official guidance and/or procedures to ensure implementation of those policies.

2.2.5. Serves as the DAF lead for air advising policy, guidance, and oversight.

2.2.6. Coordinates with USSOCOM concerning policies affecting Special Operations Forces (SOF) air advising to ensure service policies do not conflict with USSOCOM policies in order to provide proper support to the Commander of United States Special Operations Command (CDR USSOCOM) and TSOCs.

2.2.7. Coordinates and synchronizes CF and SOF operating concepts and procedures to provide a common framework for all CF, SOF, USAF government civilians, and contractor air advising operations.

2.2.8. Facilitates incorporation of air advising operational concepts and procedures into USAF and joint documents to ensure consistency with existing SC policies and procedures.

2.2.9. Provides sourcing recommendations for air advising operations within the GFM process in support of CDR requirements.

2.2.10. Defines and implements effective air advising organizational structures, in conjunction with MAJCOMs and Headquarters Air Force (HAF) staffs.

2.2.11. Defines, in conjunction with MAJCOMs and HAF staffs, the required equipment and related training for air advising operations, teams, and/or individuals.

2.2.12. Provides the Deputy Chief of Staff, Manpower, Personnel and Services (AF/A1), a list of Air Advisor training, including language training, education, and experience criteria to track military and USAF civilian personnel IAW Chairman, Joint Chiefs of Staff Instruction (CJCSI) 3210.06A, *Irregular Warfare*; works with AF/A1 and career field managers to incorporate this criteria into a designated tracking tool. **(T-0)**.

2.2.13. Standardizes Air Force Mission Essential Tasks.

2.2.14. Establishes Command and Control policy (Administrative [ADCON], Tactical [TACON] and OPCON) for Air Advisor teams and/or units operating outside the normal GFM process.

2.2.15. Works with stakeholders (such as the Office of the Secretary of Defense (OSD), Joint Staff, Defense Security Cooperation Agency (DSCA), DoS, Department of Homeland Security) to develop whole-of-government approach for shaping the global aviation domain and global aviation enterprise development.

2.2.16. Provides guidance and oversight on measures of performance (MOPs) aspects for assessment, monitoring, and evaluation of air advising operations and coordinates corrective actions as required.

2.3. Deputy Chief of Staff, Manpower Personnel and Services (AF/A1).

2.3.1. Implements and maintains a capability to track Air Advisor education, training, and experience of USAF military and civilian personnel to facilitate functional and operational force management and comply with DoDD 3000.07_DAFPD10-42; works with Air Force Reserve Command (AFRC) and ANG to ensure each tracks Air Advisor training and experience across the total force.

2.3.2. Incorporates criteria, from the AF/A3 and career field managers, for tracking Air Advisor education, training, and experience of USAF military and civilian personnel.

2.3.3. Ensures personnel who are selected to fill advisor manpower positions and staff positions (e.g. Secretary of the Air Force, International Affairs (SAF/IA), USAF Expeditionary Center Expeditionary Operations School, Mobility Support Advisory Squadrons (MSAS), etc.) have the requisite background, qualifications, and experience levels as indicated in the Manpower Programming and Execution System.

2.4. Deputy Chief of Staff for Intelligence, Surveillance, Reconnaissance and Cyber Effects Operations (AF/A2/6).

2.4.1. Incorporates, in conjunction with AF/A3 and AFFOR staffs, the use of intelligence, surveillance, and reconnaissance (ISR), and cyber effects operations personnel, assets, and resources in air advising operations.

2.4.2. Ensures AFFOR Staff/A2 directorates have the analytical capabilities and ISR expertise to perform intelligence preparation of the operational environment and other required ISR assessments, analyses, and staff actions to support AFFOR staffs and units conducting air advising operations planning.

2.4.3. Works with key stakeholders within the intelligence community to develop whole-of-government approach for shaping ISR aspects of the global aviation domain and global aviation enterprise development.

2.5. Deputy Chief of Staff, Logistics, Engineering and Force Protection (AF/A4). Incorporates, in conjunction with AF/A3 and AFFOR staffs, the use of civil engineers, logistics, maintenance, and security forces in air advising operations.

2.6. Deputy Chief of Staff, Strategy, Integration, and Requirements (AF/A5).

2.6.1. Maintains oversight of the AF guidance for SC efforts. This includes working with AF/A3 to incorporate Air Advising/SFA, as part of SC, into their annual review of AF implementation of the National Defense Strategy.

2.6.2. Ensures, in coordination with AF/A3, that air advising is appropriately addressed in strategy and concept documents where applicable.

2.7. Office of the Judge Advocate General of the Air Force (AF/JA).

2.7.1. Identifies judge advocates and paralegal personnel required to perform air advising activities.

2.7.2. Advises on the availability and use of proper legal authorities, including funding authorities in coordination with SAF/GC as appropriate.

2.8. Surgeon General of the Air Force (AF/SG).

2.8.1. Incorporates, in conjunction with AF/A3 and AFFOR staffs, the use of international health specialists and other medical personnel in air advising operations.

2.8.2. Ensures personnel selected to accomplish SC and air advising missions have the requisite pre-mission training.

2.9. Deputy Assistant Secretary of the Air Force, Budget (SAF/FMB). Provides advice and guidance on the availability and proper use of funds for CF air advising operations.

2.10. Office of the General Counsel of the Department of the Air Force (SAF/GC). Advises on the availability and use of proper legal authorities, including funding authorities in coordination with AF/JA as appropriate

2.11. Deputy Under Secretary of the Air Force for International Affairs (SAF/IA).

2.11.1. Supports, in coordination with the Deputy Chief of Staff, Operations (AF/A3), DoD efforts to build the capacity and capability of ministries of defense.

2.11.2. Assists AF/A3 and AF/A5 in identifying resources required to perform air advising operations and advocates via the SC governance structure for these resources within the AF corporate structure.

2.11.3. Ensures security assistance activities within a partner nation support the National Defense Strategy, COMAFFOR CSP, TSOC CSPs, COMAFFOR Country Plans, and other plans as necessary.

2.11.4. Establishes and distributes Air Force guidance on foreign disclosure policies.

2.11.5. Assists AF/A3 in working with key stakeholders to develop a whole-of-government approach for shaping the aviation domain and aviation enterprise development.

2.11.6. As the Air Force lead for SC, integrates and synchronizes SC and/or SA activities and events, involving Air Advisor/SFA resources with AF/A3 and AF/A5.

2.11.7. Coordinates with AF/A5, AF/A3, and SAF/AQ on approved geographic CCDR-validated Air Force SFA capability requirements programmed or planned into acquisition programs.

2.11.8. Coordinates “Total Package” approach with AF/A3 and GCC and/or Component AFFOR staffs as they plan FMS and/or FMF cases to include training requirements for proper planning and programming of Air Advisor requirements in addition to disclosure sensitivities.

2.12. Air Combat Command (ACC), Air Education and Training Command (AETC), AF Global Strike Command, AF Materiel Command (AFMC), Air Mobility Command (AMC), AF Reserve Command (AFRC), AF Special Operations Command (AFSOC), and Air National Guard (ANG).

2.12.1. Provides personnel and force structure for Combatant Command (CCMD) requirements identified in Air Advisor related RFFs, RFS, FMS cases, and/or other taskings.

2.12.1.1. Maintains scalable air advising capabilities.

2.12.1.2. Ensures all personnel conducting air advising operations are appropriately organized, trained, and equipped.

2.12.1.3. Ensures units with an Air Advisor mission report readiness status IAW AFI 10-201, *Force Readiness Reporting*.

2.12.1.4. Identifies gaps in air advising capabilities needed to meet CCMD requirements and works with SAF/IA and AF/A3 to advocate for resolution within the AF corporate structure.

2.12.2. Provides reachback support to Security Cooperation Organizations (SCO) personnel and AF Component (C-MAJCOMs/C-NAFs) for air advising teams conducting operations within the theater.

2.12.3. Owing MAJCOMs must conduct a thorough analysis of the mission requirements that govern their designated Air Advisor unit taskings. The mission analysis will evaluate both Air Advisor mission complexity and the operating environment. This MAJCOM mission analysis complements, but is not a substitute for, unit-level mission analysis, planning, and preparation.

2.12.4. Maintains command and control of personnel assigned from their MAJCOM as Air Advisors and establishes appropriate command relationships to ensure visibility of Air Advisor Operations within the GCC. **Note:** Functional Air Advisor forces conducting activities in support of a GCC/COMAFFOR/TSOC country plan are normally considered “supporting” forces for the geographic COMAFFOR/TSOC unless change of operational control is designated to the theater.

2.12.5. Maintains access to a list of qualified Air Advisors and provides associated information when requested.

2.12.6. Ensures personnel selected to fill designated Air Advisor manpower positions have the requisite background, qualifications, and experience levels.

2.12.7. Ensures personnel or units conducting Air Advisor operations submit after action reports (AARs) to the appropriate AFFOR/TSOC staffs and SCOs.

2.12.8. In coordination with AF/A3, provides scalable total-force capabilities to meet requirements of Air Advising/SFA activities that are collectively capable of executing all required missions and activities under these conditions:

2.12.8.1. Politically sensitive environments where an overt US presence is unacceptable to the host-nation government.

2.12.8.2. Environments where a limited, overt US presence is acceptable to the host-nation government.

2.12.8.3. Environments where a large-scale US presence is considered necessary and acceptable by the host-nation government.

2.12.9. Works closely with their geographic CCDR to identify Air Force-related SFA requirements (including standard and non-standard equipment). Commanders will work SFA-related budgeted requests through respective MAJCOMs. **(T-2)**. Commanders will ensure planned SFA-related airpower activities are included in the Air Force Campaign Support Plan. **(T-2)**.

2.12.10. Provides input to geographic CCDRs on the use of the GFM process or internal AF sourcing processes to satisfy air advising and SFA manpower requirements.

2.12.11. Appoints Air Advisor-qualified officer and enlisted MAJCOM Air Advisor/SFA functional area managers IAW AFI 10-401, *Air Force Operations Planning and Execution*.

2.12.12. Assists with development and publishing of tactics, techniques, and procedures documents.

2.12.13. Assists the lead MAJCOM for Air Advisors with POM development IAW DAFFPD 10-9, *Lead Command Designation and Responsibilities for Weapon Systems*.

2.12.14. Provides training to Air Advisors and Combat Aviation Advisors to support SFA-related activities in permissive, uncertain, and hostile environments via the USAF Expeditionary Center and the 492d Special Operations Wing.

2.12.15. Organizes, trains, and equips sufficient Air Advisors to meet unit type code requirements to accomplish missions in support of CCDR objectives within resource constraints, force protection needs, and risk management.

2.12.16. Maintains awareness of requirements to execute assessment, monitoring, and evaluation for SC activities, and leverage Air Advisors as an available resource to fill those requirements.

2.13. ACC. Coordinates and integrates combat Air Force-related and cyberspace air advising capability requirements to meet GCC requirements.

2.14. AETC

2.14.1. Serves as the USAF lead for the education and training of CF personnel performing air advising.

2.14.2. Provides advisory support in developing training and education details of FMS, pseudo-FMS, and training cases to the responsible MAJCOM staff. **Note:** AFSAT is the AETC organization that performs this function.

2.15. AFMC.

2.15.1. Ensures aviation-related acquisition and weapon system sustainment cases are consistent with GCC TCPs, GCC country plans, COMAFFOR and TSOC CSPs, and COMAFFOR/TSOC Country Plans, and are coordinated with the appropriate AFFOR/TSOC staffs prior to fielding procured equipment.

2.15.2. Ensures FMS and Building Partner Capacity case details include airworthiness assessments equivalent to those for USAF programs, unless stated otherwise by the customer country.

2.15.3. When requested, assesses airworthiness of foreign-owned aircraft prior to allowing air advising personnel to fly on partner nation aircraft, IAW DoDD 5030.61, *DoD Airworthiness Policy*. Any questions regarding airworthiness assessments should be directed to the USAF Airworthiness Technical Authority (usaf.airworthiness.office@us.af.mil).

2.16. AFRC.

2.16.1. Integrates and synchronizes, in coordination with AF/A3, AFRC total force contributions into the CF and SOF air advising effort.

2.16.2. Ensures AFRC air advising operations are coordinated with appropriate AFFOR and/or TSOC staffs.

2.16.3. Implements and maintains capability to track Air Advisor education, training, and experience of AFR personnel to facilitate functional and operational force management.

2.16.4. Ensures AFR personnel or units conducting Air Advisor operations submit after action reports (AARs) to the appropriate AFFOR and/or TSOC staffs and SCOs.

2.17. AMC.

2.17.1. Integrates rapid global mobility and aspects of agile combat support advising efforts to build partner capacity and strengthen the global Air Mobility System.

2.17.2. In conjunction with AF/A3TM and AETC/A3Q, the USAF Expeditionary Center maintains and updates AFTTP 3-4.5 as necessary, and serves as the execution agent for Air Advisor training.

2.17.3. Ensures appropriate AFFOR staffs coordinate and prioritize air advising operations requiring MSAS support.

2.17.4. Programs appropriate manning and funding to support USAF Expeditionary Center capability and capacity to provide Air Advisor training to meet requirements.

2.17.5. Provides operational reachback for MSAS Air Advisor teams if the required support cannot be obtained within the theater.

2.17.6. Coordinates with AF/A3, AFSOC, and AETC to develop and implement operating concepts and procedures that coordinate and synergize the actions of Combat Aviation Advisors (CAAs) and MSAS Air Advisors in the planning and execution of air advising operations.

2.17.7. Coordinates appropriate command relationships for air advising operations with supported component, including supported and supporting relationships when using AMC-assigned forces. Performs command and control of assigned and attached Air Advisors performing operations when AMC retains OPCON of assigned forces.

2.18. ANG.

2.18.1. Integrates, in coordination with AF/A3 and MAJCOMs, total force air advising operations with CF and SOF capabilities, and ensures personnel are organized, trained, and equipped to conduct air advising operations.

2.18.2. Ensures ANG air advising operations are coordinated with appropriate AFFOR/TSOC staffs.

2.18.3. Implements and maintains a capability to track Air Advisor education, training, and experience of ANG personnel to facilitate functional and operational force management.

2.18.4. Ensures ANG personnel or units conducting air advising operations submit AARs to the appropriate AFFOR/TSOC staffs and SCOs.

2.19. AFSOC.

2.19.1. Serves as the lead for USAF special operations air advising operations.

2.19.2. Serves as the USAF lead for the education and training of all Air Force Special Operations Forces (AFSOF) personnel performing air advising operations.

2.19.3. Ensures AFSOC Air Advisors comply with DAF air advising policies and procedures, de-conflicting these policies and procedures with AFSOC and USSOCOM-specified guidance as required.

2.19.4. Plans and executes through TSOCs AFSOF air advising operations, as coordinated between the AF component commander and TSOC responsible for the particular GCC area of responsibility (AOR). Ensures all air advising operations are in support of GCC TCPs and individual country plans.

2.19.5. Provides operational reachback for AFSOF Air Advisor teams if the required support cannot be obtained within the theater.

2.19.6. Identifies resources required to support AFSOC air advising engagements with partner nations and advocates for these resources in USSOCOM and the AF Corporate Structure.

2.19.7. Coordinates with AF/A3 to develop and implement operating concepts and procedures that coordinate and synergize the actions of AFSOC and CF Air Advisors in the planning and execution of air advising operations.

2.19.8. Works with TSOC and USSOCOM staffs to determine the appropriate authorities for conducting specific AFSOC air advising operations and ensures compliance with the applicable funding authorities.

2.20. Curtis E. LeMay Center for Doctrine Development and Education.

2.20.1. Incorporates lessons learned from air advising operations into the doctrine development process, in coordination with AF/A3 and AFFOR/A9 or equivalent Lessons Learned Directorates.

2.20.2. Assists in the development of service doctrine focused on security cooperation.

2.20.3. Provides training to enable Air Advisor units to conduct operational after action reviews, when requested.

2.21. 1 AF, 12 AF (AFSOUTH), Air Forces Africa (AFAFRICA), Pacific Air Forces, US Air Forces Central Command, US Air Forces in Europe (USAFE) Staffs.

2.21.1. Participates in GCC TCP and country plan development.

2.21.2. Identifies, plans, programs, and executes air advising operations that meet the intent of GCC theater plans.

2.21.3. Ensures assigned forces performing Air Advisor operations are trained IAW AFI 10-4301 V1.

2.21.4. Provides details to deploying air advising teams on specific equipment and training requirements needed for their theater in coordination with the unit tasked to support the mission.

2.21.5. Integrates air advising operations into COMAFFOR/TSOC country plans to enable the development or enhancement of a partner nation's aviation enterprise in support of US strategic objectives; ensures country plans are in line with GCC time horizons; and provides the long-term view necessary for systematic development.

2.21.5.1. Ensures all air advising plans and initiatives are fully coordinated and approved by the Senior Defense Official and/or SCO personnel.

2.21.5.2. Validates SC activities performed by Air Advisors, in coordination with SCOs, Air Advisors, and CCMD, to ensure the activities are aligned with their respective Command Campaign Plans and AOR specific strategic objectives.

2.21.5.3. Ensures operations are entered into Global-Theater Security Cooperation Management Information System (G-TSCMIS).

2.21.5.4. Provides air advising operations data to AF/A3TM for A3 Air Advisor Snapshot monthly briefing.

2.21.6. Develops synchronized and detailed plans that support the GCC TCP, incorporates resulting air advising operations into COMAFFOR CSPs and country support plans, and documents theater demand signal for these activities.

2.21.7. As a step in the plans development process, initiates and leads operational and tactical baseline assessments of the aviation enterprise of partner nations when required, documents results as appropriate, and coordinates with TSOC, AF/SOF, and other service components as required.

2.21.8. Works with GCC staff to determine the appropriate authorities and funding mechanisms for conducting specific air advising operations.

2.21.9. Coordinates with GCC staff to obtain required personnel resources to conduct air advising operations through established GFM processes when personnel are not available from within MAJCOM-assigned forces.

2.21.10. Appoints Air Advisor-qualified officer and enlisted MAJCOM Air Advisor/SFA Functional Area Managers.

2.21.11. Performs Operational Preparation of the Environment for AFFOR staff conducting baseline aviation enterprise assessments in support of country plan development; performs Operational Preparation of the Environment for the organizations accomplishing detailed event planning in advance of event execution; and ensures any SOF-related issues are coordinated with the TSOC.

2.21.12. Provides commander's intent and planning guidance to inform event planning; approves event plans for air advising operations within the theater prior to execution.

2.21.13. In conjunction with the GCC, develops and implements inputs to the theater strategic communications plan that address air advising operations when needed.

2.21.14. Identifies gaps in air advising capabilities needed to meet CCMD requirements and works with SAF/IA, and AF/A3 to advocate for resolution within the AF Corporate Structure.

2.21.15. Performs command and control of assigned and attached Air Advisors performing operations; establishes appropriate command relationships for air advising operations. Provides Air Advisors with a breakout of Command relationships: OPCON, TACON, ADCON as delegated by the CCMD.

2.21.16. Ensures an appropriate airworthiness assessment is conducted prior to allowing AF passengers (to include service members, civilians, and contractors) or aircrew on foreign-owned aircraft.

2.21.16.1. For DoD commercial air transportation services, refer to DoDI 4500.53, *DoD Commercial Air Transportation Quality and Safety Review Program*. (T-0).

2.21.16.2. For guidance regarding all other foreign-owned aircraft, contact the USAF airworthiness Technical Authority, (usaf.airworthiness.office@us.af.mil).

2.21.17. Ensures air advising operations are coordinated with GCC/COM force protection, medical or aeromedical evacuation, and personnel recovery units and the status of the air advising team is monitored and reported during execution.

2.21.18. Coordinates with functional and service components to synchronize air advising operations; ensures they are mutually supportive and complementary, creates a persistent engagement strategy within the partner nation as required, and provides a synergistic effect focused on GCC plans and objectives.

2.21.19. Provides guidance for tactical-level events conducted by Air Advisors. Assessment guidance may be provided as an annex to the COMAFFOR CSP and/or COMAFFOR country plan.

2.21.20. Ensures Air Advisors performing MTT or ETSS activities with partner nations adhere to USAF air advising policies and procedures.

Chapter 3

AIR ADVISING OPERATIONS

3.1. Mission Description.

3.1.1. Security Cooperation, as defined in Joint Publication (JP) 3-20, *Security Cooperation*, encompasses all activities with foreign security establishments to build security relationships that promote specific United States security interests, develop allied and partner nation military and security capabilities for self-defense and multinational operations, and provide United States forces with peacetime and contingency access.

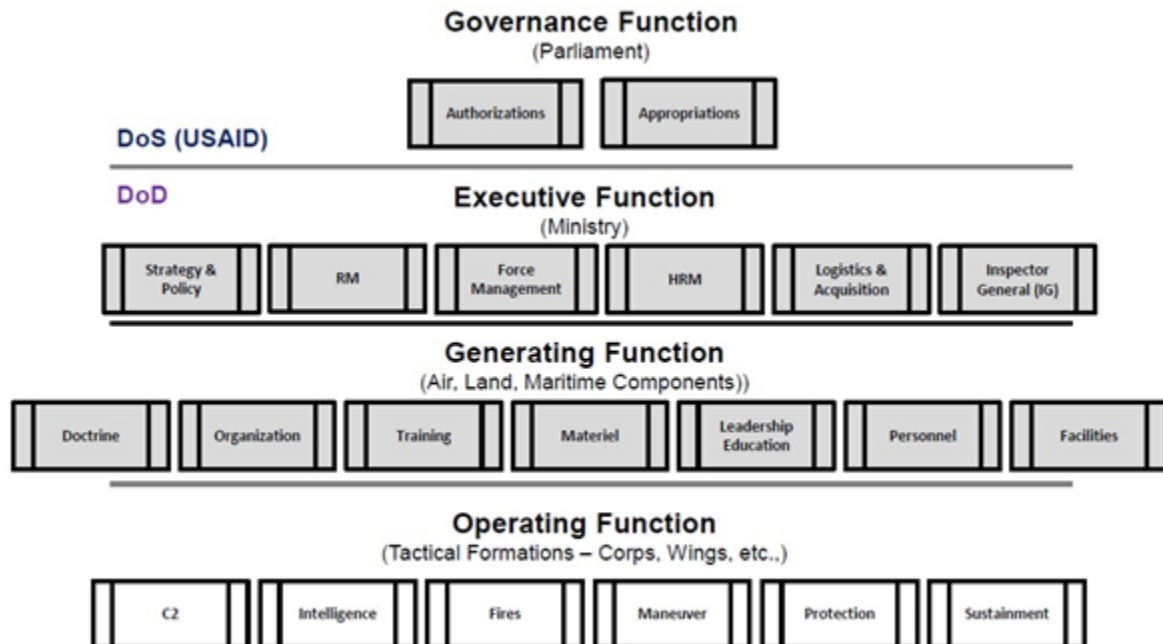
3.1.2. Air advising is the Air Force's operational arm of SC and it occurs across all levels of the Governance, Executive, Generating, and Operating (G-EGO) functions of a partner nation, as defined by the Joint Center for International Security Force Assistance (JCISFA). (See [Figure 3.1](#)).

Figure 3.1. JCISFA G-EGO Functional Descriptions.

Structure	Function	Basic Description
Prime Minister & Parliament	Governance	Provides a partner nation government the means to organize and purpose a foreign security force by way of laws and policy; and, to provide necessary resources to the foreign security forces. Typical instruments within this function include general law and annual authorizations generated by actions in the lower and upper domains of a partner nation parliament.
Foreign Security Force	Executive	Enables a Ministry of Defense to carry out administrative aspects and core processes to direct a foreign security force. Provides a means to inform the governance function of foreign security force needs such as resources and authorities.
	Generating	Provides capacity within a foreign security force component (e.g., air, land, maritime) to fulfill development and sustainment of foreign security force tactical formations by way of doctrine, organization, training, materiel, leadership & education, personnel, and facilities.
	Operating	Empowers foreign security force tactical formations to employ military capabilities by way of command and control, intelligence, maneuver, fires, force protection, and sustainment during actual security operations to satisfy security goals.

3.1.3. The overall goal of air advising is to support US strategic objectives, GCC theater strategies, and TCPs by working with and through partner nations in the development, sustainment, and employment of their aviation enterprises. Air advising operations can occur inside partner nations or in the US and consist of personnel interacting with partner nation personnel at the strategic, operational and tactical levels within the G-EGO framework (See [Figure 3.2](#)). These interactions span a wide range of events and include activities such as addressing technical skills on the flight line; understanding and integrating space and cyberspace capabilities; learning and exercising operational skills in the command center; conducting flying operations in foreign or US aircraft; and teaching managerial skills at a headquarters or other staff levels.

Figure 3.2. JCISFA G-EGO Function and Process Structure.



3.2. Types of Engagements. Air advising operations can support various types of engagements and are designed to accomplish specific objectives. The following types are illustrative of the wide range of engagements, but should not be considered all inclusive. Each is designed to address some aspect of the partner nations' aviation enterprise and is tailored to the partner nations' specific needs. To maximize the impact to the partner nation's aviation enterprise development, air advising operations must be part of a persistent presence with focused engagements by trained personnel over a number of years.

3.2.1. Defense Institution Building. SC activities that empower partner nation defense institutions to establish or re-orient their policies and structures to make their defense sector more transparent, accountable, effective, affordable, and responsible to civilian control. It improves defense governance, increases the sustainability of other DoD SC programs, and is carried out in cooperation with partner nations pursuant to appropriate and available legal authority. It is typically conducted at the ministerial, general, joint staff, military service headquarters, and related defense agency level, and when appropriate, with other supporting defense entities.

3.2.2. Building Partnerships and/or International Relationships. This type of engagement is focused on building relationships and rapport with partner nation personnel. These engagements can include initial “door-opening” activities and periodic military-to-military discrete engagements at either a senior-level or subject matter expert level to address specific areas within the aviation enterprise. This type of engagement can facilitate US access to partner nation facilities required during both peacetime and contingency operations. Finally, maintaining these relationships over time can further US strategic interests as partner nation personnel become senior leaders of their military or government.

3.2.3. Building Partner Capabilities and/or Capacities. This type of engagement is focused on increasing the capabilities and/or capacities of the partner nation’s aviation enterprise. This type of engagement can include a wide range of activities, from developing the basic infrastructure and support systems of an aviation enterprise to training partner nation personnel to perform military aviation missions such as airlift and personnel recovery. However, activities should be tailored to the partner nation’s needs and capabilities, based on economic, infrastructure, and human capital factors, to ensure the partner nation can operate and sustain their capabilities.

3.2.4. Joint Training and Interoperability. This type of engagement is focused on joint and coalition training that can lead to increased interoperability among joint and coalition forces. Examples of this type of engagement are bilateral and multilateral exercises and competitions, joint combined exchange training missions conducted by SOF, and the involvement of forward-stationed forces, teams, and individual liaison officers that train and operate with international allies and partners on a daily basis.

3.3. Team Composition.

3.3.1. Provider Organizations. Air advising teams should be formed from designated Air Advisor units. If necessary, air advising teams can be formed on an as-needed basis from organizations with the required specialty and/or expertise. Air advising units may be established in theater (such as the air expeditionary wings previously established in Iraq and Afghanistan) or in the Continental United States (such as the 81 FS, 571 and 818 MSASs). Air advising teams may be composed of personnel from one or more organizations, and consist of AF SOF, AF CF, other services, government civilians, and coalition personnel trained for the air advising activity. **Note:** For information on air advising team and unit organizational structures reference AFTTP 3-4.5.

3.3.2. Personnel and/or Size. CF and SOF air advising teams are generally cross functional, task and/or mission oriented, and comprised of personnel proficient in a wide variety of AF specialty codes. Capability to achieve specific mission requirements and the potential operating environment (i.e., permissive to hostile and/or uncertain) are key factors in personnel selection. The team lead or mission commander will ensure the required team composition meets minimum mission and operational requirements. **(T-1)**. Total team size is mission dependent but also must remain within partner nation expectations, agreements, and specific approvals. **(T-0)**. Teams may have capability to operate in a self-contained independent package, to include force protection, or as a dependent package that requires key support from the SCO or AF Component (C-MAJCOM/C-NAF [TSOC for SOF teams]) while in the theater, or significant reachback support from outside the theater. AFSOF teams are task organized as Operational Aviation Detachments and tailored to the specific mission.

3.3.3. Training. Teams may be augmented by members who are not specifically trained as Air Advisors. In these cases, sourced and sourcing units will ensure that augmentees meet requirements commensurate with mission objectives and environment. **(T-1)**. These training requirements include those elements and tasks required for augmentees to integrate and operate with team members and supported and/or partnered elements. In order to improve both response times to CCDR requirements and the overall quality of an Air Advisor team, command staffs and career field managers should work together to provide trained and available personnel. For mission planning and execution, team leads, mission commanders, and/or requirement owners may levy additional training.

3.3.3.1. Designated and expeditionary Air Advisor units will ensure their Air Advisors are trained IAW AFI 10-4301V1. **(T-1)**.

3.3.3.2. Global Force Management requests for personnel sourcing should identify the number of Air Advisors required to support a SC mission. When Conventional Forces are sourced through means other than GFM, AFFOR staffs and SCOs will ensure that the air advising team consists of a minimum of 2 trained Air Advisors or 10 percent of the advising team, whichever is greater. **(T-1)**. When required, round up to nearest whole Air Advisor; for example, a team size of 25 requires 2.5 qualified advisors so the team lead should have 3 trained Air Advisors or a waiver to execute with less.

3.3.3.3. Theater entry and/or country clearance requirements may dictate additional training for air advising teams.

3.4. Synchronization of Air Advising Operations.

3.4.1. Air advising operations are most effective when planned as a series of continuing engagements designed to meet definitive GCC SC objectives; however, not all countries need or will have a persistent engagement to have successful SC partnership. Since air advising operations are part of the larger SC program in the partner nation, Air Advisors shall ensure that missions are planned, approved, executed and assessed in coordination with the respective Air Component and Country Team. **(T-3)**.

3.4.2. Thorough planning and synchronization of all air advising operations in a partner nation is critical, to include AFSOC Combat Aviation Advisors, Mobility Support Advisory Squadron, Contingency Response Group Air Advisors, and State Partnership Program personnel. Air advising operations are often conducted by leveraging expertise from multiple organizations to meet US objectives and the requirements of the partner nation. The AFFOR/TSOC staff works with the SCO personnel to assist in coordinating and synchronizing all air advising operations with the TSOC, other GCC components, and, as appropriate, with other AFFOR and MAJCOM staffs. The objective is to ensure all activities are mutually supporting and complementary, create a persistent engagement relationship with the partner nation, and provide synergistic effects focused on the long-term strategies and objectives of the GCC.

Chapter 4

AUTHORITIES FOR AIR ADVISING OPERATIONS

4.1. Background

4.1.1. All DoD interactions with international partners are governed by specific legal authorities, which in turn authorize, fund, and establish constraints on air advising operations. Authorities used for air advising operations are subsets of authorities for security cooperation. Authorities may have expiration dates; therefore, Airmen must be mindful of whether Congress permits a temporary authority to expire or chooses to extend its application for a longer period. **(T-0)**.

4.1.2. In addition to the Congressional authorization for an activity, Congress must also appropriate funds before execution. Identifying applicable authorities and appropriations and determining the most appropriate ones to use can be complex and requires careful and thorough review and planning in order to properly facilitate air advising operations. AFFOR staffs and/or SAF/IA coordinate with GCC staffs to ensure appropriate funding and authorities are available or programmed to conduct specific air advising operations.

4.2. Compliance Requirements

4.2.1. In all situations and environments, DAF personnel must ensure they comply with applicable US, foreign, and international law as they work to advance US strategic objectives. **(T-0)**. If Air Advisors have questions regarding what activities they are authorized to execute, they should seek legal advice from the appropriate legal office on available authorities and funding for proposed air advising operations.

4.2.2. Detailed information regarding SC authorities can be found in [Attachment 2](#).

Chapter 5

PERSONNEL SELECTION AND MANAGEMENT

5.1. Personnel Selection.

5.1.1. Attaining SC objectives is critically dependent upon selecting individuals with the requisite skills to ensure success. Since Airmen conducting air advising operations represent the USAF to partner nation personnel, as much as practicable during the selection process, units should screen qualifications of potential Air Advisors.

5.1.2. For designated forces and/or units, the cross-functional authority, working with the functional area manager and current commander in conjunction with the gaining organization, should ensure personnel being considered for designated Air Advisor assignments are screened as part of the selection process. In addition to standard evaluation areas, such as Officer Performance Reports and/or Enlisted Performance Reports, functional area expertise, etc., the following areas are considerations for selection:

- 5.1.2.1. Volunteer for the Air Advisor career field.
- 5.1.2.2. Appropriate regional and cultural experience and understanding.
- 5.1.2.3. Appropriate language proficiency.
- 5.1.2.4. Supervisor and/or commander recommendation(s).
- 5.1.2.5. Previous air advising experience or international relations experience.
- 5.1.2.6. Previous Air Advisor education and training.
- 5.1.2.7. Previous curriculum development, teaching or training experience.

5.1.3. For expeditionary units, personnel being considered for individual air advising operations versus designated Air Advisor positions should be screened using the above criteria as a guide prior to selection. **Note:** MAJCOMs will apply selection criteria to individuals assigned to air advising duties (for both designated and expeditionary forces and/or units).

5.2. Personnel Tracking.

5.2.1. Tracking air advising experience and Air Advisor education and training will enable the USAF to provide cross-functional management to quickly identify trained and/or experienced personnel for future air advising assignments and deliberately develop personnel.

5.2.2. Air Advisors receive a special duty identifier IAW AFI 10-4301 V1.

5.2.3. Designated units will track air advising missions to capture individual experience for upgrade IAW SC workforce management directed by DAFFPD 10-43. **(T-3)**.

5.3. Personnel Certification. Qualification of Air Advisors is IAW this AFI. Certification for Combat Aviation Advisors and MSAS Air Advisors is IAW this AFI and MAJCOM guidance.

5.4. Readiness.

5.4.1. DAF units with designated Air Advisor manpower positions will report readiness status IAW AFI 10-201. **(T-2)**. The Air Force component A3 is responsible for establishing readiness requirements for their given AOR.

5.4.2. Organizations with designated Air Advisor manpower positions will include air advising tasks in their core Mission Essential Task Lists. **(T-1)**.

Chapter 6

PLANNING

6.1. General. Thorough and comprehensive planning is critical to ensuring the achievement of US national security strategy objectives in the most effective way possible. In addition, strategy-driven plans justify resources and enable operational assessment. Airmen involved in the planning, execution, and assessment of air advising operations need to be familiar with CCMD campaign plans and COMAFFOR/TSOC CSPs, as these plans link country plans and Air Advisor operations with national-level strategy and objectives. Country plans developed by the AFFOR staff or TSOC inform event and training/capacity plans developed by Air Advisors.

6.2. Planning Guidance.

6.2.1. Air Advisors must be proficient in operational planning. **(T-3).** Formal training, professional military education, and experience are the primary means to acquire proficiency in planning air advising operations. **Attachment 3** to this AFI provides a non-inclusive list of key references that Airmen should consult when planning, executing, and assessing Air Advisor operations.

6.2.2. Baseline assessments are a critical step in the development of country, event, and training/capacity plans. Specifically, the baseline assessment of military objectives enables the development of an operational approach that clearly outlines a game plan to move from a baseline state to an end state.

6.2.3. As in all operational plans, the establishment of military objectives is a critical step in the planning process.

6.2.3.1. Specific, measurable, achievable, relevant, and time-bound (SMART) objectives enable mission execution and support the COMAFFOR/TSOC operational assessment process. SMART objectives, when defined further with effects and tasks, provide a doctrinally-sound framework for executing and assessing Air Advisor operations.

6.2.3.2. Effects are supported by measures of effectiveness (MOEs) and tasks are supported by MOPs. Requirements owners should articulate MOEs and MOPs at each planning level (tactical, operational, and theater-strategic) and should be referenced in Air Advisor after action reports to enable the refinement of follow-on planning and engagements.

6.2.3.3. Expeditionary units, AFFOR and TSOC staffs generate MOEs, MOPs, and metrics and/or indicators to determine if air advising operations support the achievement of defined objectives. Evaluation products use the MOEs to answer the question, “Are we doing the right things?” and MOPs to answer, “Are we doing things right?” An expanded discussion of MOEs and MOPs is provided in JP 5-0, *Joint Planning*, Chapter VI.

6.3. Theater-Wide and Regional Plans (Theater-Strategic Level).

6.3.1. AFFOR and TSOC staffs, in conjunction with the CCMD staff, SCOs, and country teams, accomplish both theater-wide and regional planning. Theater-wide and regional planning follow the directions contained in the GCC TCP and are aligned with requirements of the AFFOR or TSOC CSP.

6.3.1.1. GCC TCP. The TCP is the GCC's plan to accomplish strategic or operational objectives within a geographic AOR. This plan operationalizes the CCDR's theater strategy and translates strategic concepts into unified actions. The TCP integrates steady-state activities, which include ongoing operations, security cooperation, and other shaping activities. Contingency plans for responding to crisis scenarios are treated as branch plans to the campaign plan.

6.3.1.2. TSOC/COMAFFOR CSP. The TSOC/COMAFFOR CSP is an operations plan at the theater-strategic level, summarizing steady-state, component-specific operations in support of the CCDR TCP. The TSOC/COMAFFOR CSP operationalizes the TSOC/COMAFFOR strategy. The scope and planning horizon of the CSP normally align with the TCP.

6.3.2. AFFOR and TSOC staffs should be proactive in advocating for the development and sustainment of aviation enterprise capabilities and capacities within the theater that supports the implementation of the CCMD campaign plans.

6.3.3. Regional planning is accomplished in much the same way as theater-wide planning, but is focused on specific regions of a theater and is thus smaller in scope. Regional planning can be used to address objectives that are specific to a given region, such as, promoting regional stability and assistance, US-regional cooperation, and interoperability among the partner nations in the region. Regional planning allows for a more focused effort in areas of strategic importance to the US and should complement theater-wide planning.

6.4. Security Cooperation Plans (Operational Level).

6.4.1. Operational level planning is accomplished in coordination with the CCMD staff, SCOs, SAF/IA, and individual country teams. Country planning follows the direction contained in the GCC TCP, aligns with requirements of the AFFOR or TSOC CSP and the US Embassy Integrated Country Strategy (ICS).

6.4.2. Department of State ICS. ICSs are 3-year DoS-developed country plans that serve as single, multi-year, overarching strategies that encapsulate US government policy priorities, objectives, and the means by which diplomatic engagement, foreign assistance, and other tools will be used to achieve national objectives.

6.4.2.1. The ICS codifies DoS goals and objectives across the spectrum of foreign policy areas (e.g., security, development, health, agriculture, trade, education, etc.) through a coordinated and collaborative planning effort at the country level and are flexible enough to accommodate emerging threats.

6.4.2.2. The ICS serves as the core organizing document for security sector assistance efforts in each country and will inform individual agencies' security sector assistance planning and budget requests.

6.4.3. GCC Country Plan. The country plan is the GCC's primary tool to synchronize DoD SC operations in support of the DoS ICS. The initial focus of country planning should be on the GCC priority countries in the theater. Other than the TSOC/COMAFFOR country plan, the GCC country plan is the plan most applicable to the Air Advisor.

6.4.4. TSOC/COMAFFOR Country Plan. The TSOC/COMAFFOR country plan is a SC plan at the operational level that aligns with the GCC's country plan and nests under the TSOC/COMAFFOR CSP. These plans focus on achieving country-level objectives related to partner relationships, partner capabilities and capacities, access, and interoperability. The TSOC/COMAFFOR country plan is the plan most applicable to the Air Advisor, as Air Advisor-developed tactical plans support and link to the TSOC/COMAFFOR country plan. The TSOC/COMAFFOR country plan:

- 6.4.4.1. Identifies desired security roles the GCC would like the partner to play.
- 6.4.4.2. Focuses on achieving US interests and aligns with the intersection of US and partner objectives.
- 6.4.4.3. Sequences activities, operations, events, and investments in time and space to achieve desired effects. The most common SC operations include military-to-military engagement, training, equipping, and exercises.
- 6.4.4.4. Articulates resource requirements, including a demand signal for SC programs and organizations.
- 6.4.4.5. Provides justification for SC funding regardless of funding source.
- 6.4.4.6. Provides justification to request forces through the GFM system.
- 6.4.4.7. Should include phase 0 shaping actions associated with TSOC/COMAFFOR-developed contingency support plans.

6.5. Security Cooperation Plans (Tactical Level).

6.5.1. Event Plan. The event plan is a SC plan at the tactical level, outlining objectives, concept of operations, and concept of support for an individual SC action or engagement, hereafter referred to as an event. A detailed event plan builds the linkage between the tactical action (event) and the COMAFFOR/TSOC operational-level plan (country plan). This vertical linkage is vital because it provides top-down purpose to the event and enables bottom-up operational assessment of the country plan and steady-state campaign plan. The event plan:

- 6.5.1.1. Is a detailed SC plan for a specific or discrete steady-state engagement. Must take into account and comply with foreign disclosure guidance governing interactions with each international partner.
- 6.5.1.2. Is an internal USAF plan focused on how USAF personnel will prepare, deploy, employ, redeploy, and assess the steady-state event. For SC events, the event plan is not shared with the partner nation.
- 6.5.1.3. May be supplemented with a subordinate plan(s) that focuses entirely on a partner nation (e.g., training plan, building capacity and/or capability plan, etc.).

6.5.1.4. Articulates preparation, training, rehearsal, funding, equipment, force protection, logistics, command relationships, and other requirements necessary for event execution and assessment.

6.5.1.5. Is developed by any organization or individual formally tasked for the execution and assessment of a steady-state event.

6.5.1.6. May not be required for all steady-state events due to the event's importance, significance, scope, cost, etc., as determined by C-MAJCOM.

6.5.1.7. Must take into account and comply with public laws and authorities that govern interactions with international partners. This is especially relevant to building the capacity and capability of partner nations and security assistance events.

6.5.1.8. May be executed and funded using a variety of authorities and programs, including Title 10, Title 22, and others.

6.5.1.9. Addresses the expected duration of event planning, preparation, execution, assessment, and after action reporting.

6.5.1.10. Is developed using an effects-based approach, ensuring events support TSOC/COMAFFOR-established strategy, objectives, effects, and tasks. Event-level objectives are the centerpiece of the event plan, enabling all subordinate planning and assessment.

6.5.1.10.1. Normally, event-level objectives support tasks in the TSOC/COMAFFOR country plan, and are developed by the planning organization in coordination with the TSOC/AFFOR staff.

6.5.1.10.2. Event-level objectives should be SMART.

6.5.1.10.3. Event-level objective baselines should be established prior to the development of an operational approach.

6.5.1.10.4. Event effects describe the conditions necessary to achieve event objectives. MOEs support the assessment of effects.

6.5.1.10.5. Event tasks describe friendly actions to create effects. MOPs support the assessment of tasks.

6.5.1.10.6. Event plans are often organized by phases. For illustration, a single event plan may include phases for planning, preparation, site survey, baseline assessment, deployment, employment, redeployment, assessment, and after action reporting.

6.5.1.10.7. The ability to assess during plan execution should be incorporated into the plan at initial creation.

6.5.2. Training/Capacity Plan. A training/capacity plan is a SC plan at the tactical level, outlining objectives, concept of operations, and concept of support for building partner capacity or capability. In contrast to the event plan that focuses on the specifics of how Airmen will execute and assess an individual engagement event, the training/capacity plan is entirely focused on the partner nation. It can be viewed as a very comprehensive and highly detailed project management plan for building a partner's capacity or capability. A detailed training/capacity plan implements, from a building partner capacity/capability perspective, the applicable portions of the TSOC/COMAFFOR country plan. The training/capacity plan:

6.5.2.1. Is developed, executed, and assessed in collaboration with the partner nation.

6.5.2.2. Is developed for the sole purpose of building a specific capacity or capability within a partner nation. Multiple training/capacity plans may be necessary for a partner nation. A single training/capacity plan may support multiple events.

6.5.2.3. Is developed by the planning organization in coordination with the TSOC/AFFOR staff.

6.5.2.4. May require the integration of doctrine, organization, training, materiel, leader development and education, personnel, facilities, and policy in order to build a capacity or capability.

6.5.2.5. Is developed using an effects-based approach.

6.5.2.5.1. Although the training/capacity plan may be included as part of an event plan, the training/capacity plan primarily supports TSOC/COMAFFOR country plan objectives, effects, and tasks.

6.5.2.5.2. Objectives are the centerpiece of the training/capacity plan, enabling all subordinate planning and assessment.

6.5.2.5.3. Objectives should be SMART and developed in collaboration with the TSOC/AFFOR staff.

6.5.2.5.4. Objective baselines should be established prior to the development of an operational approach.

6.5.2.5.5. Effects describe the partner conditions necessary to achieve objectives. MOEs support the assessment of effects.

6.5.2.5.6. Tasks describe partner actions to create effects. MOPs support the assessment of tasks.

6.5.2.5.7. Training/capacity plans are often organized by phases. For illustration, a single training/capacity plan may include phases for defining requirements, procurement, fielding, initial operating capability, full operating capability, and sustainment.

6.5.2.5.8. The ability to assess during plan execution should be incorporated into the plan at initial creation.

6.5.3. Organizations tasked to lead and plan the air advising operations should:

- 6.5.3.1. Understand the purpose, scope, and detailed objectives of the air advising operations and how it links to US strategic planning objectives.
- 6.5.3.2. Understand how the partner nation's air force is organized, employed, supported, and integrated into the larger context of the partner nation's national security strategy and US planning constructs.
- 6.5.3.3. Understand the partner nation's civil aviation capabilities and organizational structure, and obtain an awareness of how current and future civil aviation development could influence its aviation enterprise.
- 6.5.3.4. Understand any previous and ongoing air advising operations in the partner nation and their relationship to the activity being planned.
- 6.5.3.5. Ensure all planned air advising operations support CCMD TCPs and country plans.
- 6.5.3.6. Incorporate the ability to assess the activity during plan execution during plan development.
- 6.5.3.7. Develop the plan using an effects-based approach.
- 6.5.3.8. Define the required air advising resources—manpower, equipment, etc.
- 6.5.3.9. Understand and take into account the ability of the partner nation to sustain the capabilities that the organization is tasked to develop.
- 6.5.3.10. Coordinate formal and informal activity details with the AFFOR/TSOC staff and with the US country team in the partner nation (e.g., opening ceremonies, closing ceremonies, and ice breakers).
- 6.5.3.11. Obtain strategic communications inputs (Public Affairs guidance) from the AFFOR/TSOC staff and/or US country team.
- 6.5.3.12. Understand country entry requirements per the Foreign Clearance Guide, and lead times associated with Aircraft and Personnel Automated Clearance System, visas, etc.
- 6.5.3.13. Plan for the personnel recovery requirements for each phase of the activities.
- 6.5.3.14. Obtain foreign disclosure guidance and review from AFFOR/TSOC staff.

Chapter 7

EXECUTION

7.1. General. All facets of SC including security assistance, SFA, foreign internal defense, and security sector reform may require air advising operations. Air advising operations function across the range of military operations within the categories of indirect support, direct support not involving combat, and combat operations.

7.2. Interagency Coordination. Air advising operations are part of the unified actions of the GCC and require interagency coordination. This coordination is led by the CCDR, but must be understood by all Airmen prior to the execution of the mission. **(T-2).**

7.3. Employment Factors. Key factors that may affect mission execution include:

7.3.1. Legal authority and/or funding. Air Advisors should consult with the appropriate legal office to ensure they understand the legal authorities for employment and the funding restrictions that limit the conduct of the mission.

7.3.2. Foreign Disclosure Limitations. Only designated foreign disclosure officers may approve the disclosure of classified and controlled unclassified information to foreign personnel. Air Advisors will follow foreign disclosure rules and regulations. **(T-0).** USAF personnel must ensure compliance with AFI 16-201, *Air Force Foreign Disclosure and Technology Transfer Program (T-1)*. AFSOF will comply with appropriate USSOCOM directives. **(T-0).** Foreign Disclosure Officers are the only officials authorized to approve the transfer of information, files, copies or other documents IAW AFI 16-201. Air Advisor teams should not assume that unclassified or unmarked information is transferrable. If an advisor or team has questions regarding releasability, they should verify with the appropriate Foreign Disclosure Officer.

7.3.3. Disclosure Involving Equipment Procurement through FMS, Pseudo-FMS or Other Transfers. Air Advisors must adhere to the limits of information transfer concerning specific equipment procured or transferred to Foreign Security Forces. **(T-1).**

7.3.4. Information Operations Impact. Information Operations are a key consideration at all levels of execution. Strategic communication plans require coordination with the Public Affairs office at the appropriate level of command (i.e., SCO, CCDR, C-MAJCOM, TSOC, or C-NAF). Each Air Advisor should review facets of information-related operations that may influence or affect the perceptions of the partner nation population, an adversary, or the international community.

7.3.5. Intelligence Support. Intelligence assessments of partner nations and potential adversary capabilities, capacities, and shortfalls inform air advising operations.

7.3.6. Contract Support for Air Advising Operations. If the activity involves contract support, such as maintenance of any equipment or supplies, ensure a contracting officer representative is appointed and trained prior to activity initiation. Ensure the contracting officer representative has basic knowledge pertaining to contract maintenance responsibilities and is able to reach back to the contracting officer for assistance.

7.3.7. Anti-Terrorism and/or Force Protection. The COM and SCOs also play an important role in force protection, but the primary responsibility sits with the geographic COMAFFOR or TSOC. This is true regardless of whether the Air Advisors are assigned, attached, aligned, or unaffiliated with the GCC. A force protection annex to the event plan is an effective method to coordinate force protection with the regional AFFOR. Commanders, mission commanders, and/or team leaders are responsible for implementing anti-terrorism and/or force protection measures, OPSEC, COMSEC, and other security measures, such as countering a potential insider attack threat, for the air advising activity or operation.

7.3.8. Risk Management. Prior to execution, commanders, mission commanders, and/or team leaders will conduct a risk assessment and implement required mitigating measures. **(T-2)**. Approval authority for a risk management plan is a minimum of one command level above the mission commander and/or team lead.

7.3.9. Personnel Recovery. Squadron or equivalent commanders will ensure PR preparedness of assigned forces and that emergency action plans and/or evasion plans of action are implemented as required IAW JP 3-50, *Personnel Recovery*, and CCMD guidance. **(T-0)**.

7.4. Equipping the Air Advisor, Team, or Unit.

7.4.1. The AFFOR staff or TSOC responsible for the theater in which the air advising activity will take place, in coordination with the unit tasked to support the mission, should define the equipment requirements for the team and provide an equipment list to team members. Minimum required equipment includes unique equipment specific to the air advising activity, individual protective equipment, and, if required due to mission and/or training objectives, weapons and ammunition.

7.4.2. Required equipment is provided to team members by their home organization, the SCO, or the AFFOR/TSOC staff depending on travel and/or country clearance restrictions. Specialized equipment that requires procurement will require a determination of the most appropriate funding source based on the executive authority directing the mission.

7.5. Command Relationships for Air Advising Teams.

7.5.1. Air advising teams support the GCC and COM in the partner nation to which they are deployed; the command relationships specified for the deployment support this relationship. The advisor team's specific chain of command and command relationships will be identified and briefed to all US units, organizations, and agencies integrated into specific SC efforts utilizing Air Advisors or Air Advisor teams. **(T-2)**.

7.5.2. The COMAFFOR/TSOC commander ensures appropriate command and control relationships are established for applicable air advising teams, activities, and events in their respective AOR. Command and control relationships should be clearly identified in the event plan.

7.6. Core Task Execution. Core task execution may range from indirect support operations through direct support operations up to and including combat operations.

7.6.1. All Air Advisors must operate under the assigned authority granted for application of each core task. **(T-0)**. If during the execution of the mission it becomes apparent that the interaction may exceed that level, the Air Advisor must gain new operational guidance before exceeding the authority of the current operational task. **(T-2)**.

7.6.2. Assessing the Partner Nation. Air advising operations require continuous assessment. Initially, Air Advisors should assess a partner nation's aviation capabilities and limitations based on the specific tasks in response to the GCC requirements and the Country Plan. Examples of assessment areas can be found in AFTTP 3-4.5 Attachment 4.

7.6.3. Training the Partner Nation. Air Advisors train partner nation military aviation forces to operate and sustain indigenous airpower resources and capabilities. Training can provide a doctrinal or procedural foundation for military operations and activities. Training enables foreign aviation forces to accomplish a variety of airpower functional tasks, roles, and missions. Instructional programs impart employable capabilities ranging from technical skills, sustainment functions, and tactical flying skills. Training can be used to close specific gaps in foreign skills and to raise the partner nation level of competency.

7.6.4. Advising the Partner Nation. The step from training to advising crosses a political threshold requiring at a minimum, Secretary of Defense (SecDef) approval and potentially Presidential approval. As explained in Air Force Doctrine Annex 3-22, *Foreign Internal Defense* advice can include advising central command elements of the host military on the capabilities, limitations, and correct use of airpower in a given conflict. Examples include providing mission-related advice on intelligence, maintenance, logistics, communications, and administration as well as tactical operations.

7.6.5. Assisting the Partner Nation. Assist operations are unique and may be authorized when a partner nation cannot conduct required missions or contingency operations alone. Assist operations can also include all types of mission and operational support functions working in parallel to support the overall objective. When specifically authorized, assisting can include accompanying a partner nation's forces in combat operations.

7.6.6. Equipping the Partner Nation. From training through assisting, Air Advisors need to understand the legal restrictions involved in equipping their partner nation. Air Advisors will not transfer any equipment and/or information to Foreign Security Forces unless explicitly authorized in their mission orders. **(T-0)**.

7.7. Miscellaneous Execution Support.

7.7.1. Reachback Support.

7.7.1.1. SCO personnel, in coordination with the GCC, assisted by AF Component (C-MAJCOM/C-NAF), should function as the central point of contact for reachback support for CF air advising teams within their country. They work with MAJCOMs and other agencies and organizations as necessary to provide the support required by the air advising team that is not available at the theater level.

7.7.1.2. Detailed procedures for obtaining reachback support should be established by the SCO and AF Component (C-MAJCOM/C-NAF), coordinated with all participating reachback organizations, and provided to members of the air advising team prior to initiation of the activity.

7.7.1.3. TSOCs are expected to function as the central point of contact for reachback support to SOF air advising teams deployed within their theater.

7.7.1.4. MAJCOMs provide assistance to SCOs/C-MAJCOMs/C-NAFs and TSOCs for reachback support not available at the theater level.

7.7.2. Joint or Coalition Organizations and Teams. USAF personnel can be assigned or deployed as part of a joint and/or coalition air advising organization or team. In this situation, USAF personnel should follow the policy and procedures established by the US commander of the organization or by the team lead.

7.7.3. Security Cooperation Management Information Systems.

7.7.3.1. The organization with primary responsibility for the execution of an advising activity or operation will enter details of the operation into the approved information system of record. **(T-1)**. (i.e. Global Theater SC Management Information System [G-TSCMIS], Socium, etc.).

7.7.3.2. Organizations that have air advising events unique to their organization will enter those events into G-TSCMIS or the information system of record. **(T-1)**. A designated person within the activity or operation owns the event from initial data entry through assessment and closeout.

7.8. Flying and Maintenance Operations.

7.8.1. Flight on non-USAF aircraft. Refer to DAFMAN 11-401, *Aviation Management*, AFI 24-605 V2, *Air Transportation Operations*, applicable supplements, and the following paragraphs (as applicable) for guidance and approval authorities. **NOTE: Paragraph 7.8.2** and its subparagraphs are applicable to flight on foreign-owned military aircraft only. Approval for flight in foreign air carrier commercial aircraft is addressed separately by DoDI 4500.53.

7.8.2. Flight on foreign-owned military aircraft. Compliance with DoDD 5030.61 must be accomplished prior to granting approval for USAF personnel (uniformed service members, civil service employees, and contractors performing under a US DoD contract) to fly as passengers or aircrew on foreign-owned military aircraft. **(T-0)**. By following the guidance contained in this paragraph and its subparagraphs, commanders can ensure they remain in compliance with DoD guidance. **Note:** On-scene commanders may authorize emergency combat extraction and lifesaving medical evacuation missions utilizing foreign-owned military aircraft without following this guidance.

7.8.2.1. Compliance requires the geographic AFFOR in which the foreign nation is located pursue either (1) a Military Airworthiness Authority System Assessment conducted by the National Airworthiness Council or (2) an Operational Airworthiness Appraisal (OAA) with risk acceptance endorsed by a general/flag officer (GO/FO) or Senior Executive Service (SES) civilian in the operational, supervisory, or command chain of the AFFOR in which the foreign nation is located (e.g., USAFE A3/5).

7.8.2.1.1. Recognition is established upon completion of a positive recognition assessment confirming the Airworthiness Assurance System₂ operated by the foreign Airworthiness Authority₂ ensures a sufficient level of safety for the aircraft under its purview. Commands can determine if a recognition certificate already exists for the foreign nation under review by contacting the USAF Airworthiness Office (usaf.airworthiness.office@us.af.mil or 937-255-5802). Recognition typically requires 120-180 days to complete once funding is obtained and the foreign Airworthiness Authority agrees to participate. Recognition is valid for up to 4 years and is the preferred course of action to establish compliance with DoDD 5030.61. However, mission schedule constraints, economics (e.g., non-recurring and/or infrequent missions), and other circumstances (e.g., no identifiable or uncooperative foreign Airworthiness Authority) may make it impossible to pursue recognition. Commands may pursue recognition through the USAF Airworthiness Office. If this is not feasible or advisable for the USAF Airworthiness Office, commands may pursue an OAA.

7.8.2.1.2. OAA endorsement is a four-step process that assesses the airworthiness-related operational risk for a specific aircraft type and mission set (e.g., India C-130J, night vision device training).

7.8.2.1.2.1. The geographic AFFOR in which the foreign nation is located shall notify the USAF Airworthiness office with their intention to complete an OAA. The notification shall identify nationality, aircraft type(s), scope of operations (passenger movement, aircrew operations, parachuting operations, etc.) and date of the mission. **(T-2)**. This will provide the USAF Airworthiness Office an opportunity to inform the notifying command of recognition assessments in work, updated instructions, or other pertinent history.

7.8.2.1.2.2. The geographic AFFOR in which the foreign nation is located must source a team to conduct the OAA. OAAs are accomplished in person, by at least one rated officer and one 7-level aircraft maintainer at the home or deployed station of the foreign-owned aircraft. **Note:** Foreign aircraft in a “TDY” status without full logistical support are not considered deployed. OAA teams must fully comprehend the appraisal checklist provided by the USAF Airworthiness Office. OAA team members should be formally trained on, or have extensive experience with, aviation operations and maintenance practices. Example appraisal areas include technician and/or operator training and certification, maintenance practices, recordkeeping, and flight operations policies and procedures. An OAA should require only a few days to complete once access to the foreign aircraft operating unit is gained.

7.8.2.1.2.3. The results of the OAA must be endorsed in writing by a GO/FO/SES in the operational, supervisory, or command chain (e.g., USAFE A3/5) of the geographic AFFOR (or CCMD) in which the foreign nation is located. **(T-1)**. The endorsement memo shall assess the airworthiness-related operational risk of the specific mission(s) it supports and include a duration (e.g., single sortie, multiple sorties, calendar period, etc.). **(T-1)**.

7.8.2.1.2.4. The airworthiness risk for the mission is accepted by the appropriate authority consistent with existing Air Force approval processes for flight on foreign-owned military aircraft. The completed OAA checklist and endorsement memo shall be incorporated in the decision-making process. **(T-1)**.

7.8.2.2. Geographic AFFORs should maintain all OAA documentation until considered obsolete. A previously completed OAA checklist may be used to inform risk acceptance decisions for a future mission if validated as current and applicable to the future mission. **Note:** Neither SAF/IA or the USAF Airworthiness Office are responsible for tracking and/or maintaining OAA documentation.

7.8.2.3. SC education and training (SCET) team requests. SAF/IA will not approve or forward SCET requests (DD Form 2964, *Security Cooperation Education and Training (SCET) Team Request*) requiring flight by USAF personnel on foreign-owned military aircraft to AFSAT for sourcing unless Military Airworthiness Authority System Assessment exists or an OAA is completed or scheduled to be completed. Completion or scheduled dates and points of contact must be included with all applicable SCET requests. **(T-1)**.

7.8.2.4. If an OAA checklist cannot be executed due to insufficient time or non-cooperation of the foreign operating unit on whose aircraft flight is to occur, a documented risk acceptance decision by the GO/FO/SES responsible for the DoD personnel flying as passengers or aircrew on the aircraft is required. This risk acceptance decision (i.e., accepting risk without the aid of a completed OAA checklist) must be transmitted to the USAF Airworthiness Office.

7.8.3. Operational Guidance for Aircrew Activity with Partner Nations. The general provisions of AFI 11-series regulations are not authoritative over partner nation owned and operated aircraft. When specific AFI guidance directly refers to operations in non-USAF owned aircraft that guidance must be adhered to. **(T-1)**. To the maximum extent possible, Air Advisor aircrew operating on partner nation aircraft will use AFI 11-series regulations as a guide to safe and effective operations. **(T-3)**.

7.9. After Action and Lessons Learned Reporting and Implementation.

7.9.1. The effectiveness of individual air advising operations and the overall country and theater-wide plans are measured and documented on a continual basis with evaluations at multiple levels within the air advising realm. It is necessary for Air Advisors to document observations and lessons learned to support the cyclical nature of air advising: planning, execution, and measuring effectiveness. All air advising operations conclude with an event AAR as defined specifically by the AFFOR or TSOC staff. The report articulates the degree to which the objectives were satisfied. Data collection associated with the MOPs and MOEs provide support for the report findings. AARs shall include a narrative summary of observations, lessons learned, and recommendations. **(T-2)**.

7.9.1.1. Mission commanders or team leads will forward an AAR to the tasking organization. **(T-2)**. The report should be submitted within 14 days.

7.9.1.2. The AAR articulates the degree to which the event objectives were satisfied in reference to specified MOEs and MOPs.

7.9.1.3. Mission commanders or team leads will ensure information is uploaded into G-TSCMIS for review by the event owning organization. **(T-2)**.

7.9.2. Lessons learned reporting should be completed at all levels as appropriate and uploaded into the Joint Lessons Learned Information System or approved system of record, as required. AFI 10-1302, *Air Force Lessons Learned Program*, provides guidance on developing lessons learned.

Chapter 8

ASSESSMENT

8.1. General. Assessment is a critical component to ensuring air advising operations are effective and contribute to the achievement of campaign plan objectives. The primary purpose of assessment is to enhance the commander's decision making ability and increase the effectiveness of operations and plans. Assessment is a key component of the commander's decision cycle, helping to determine the results of actions in the context of overall mission objectives and providing potential recommendations for the refinement of future plans. Assessment is continuous; it precedes and guides every planning or operations execution activity and follows each operation or phase of an operation.

8.2. Types of Assessment. As it relates to the Air Advisor, there are three categories of assessment discussed below.

8.2.1. **Baseline Assessment.** This is a limited scope, short duration assessment of the partner nation's air force that must remain focused at the operational and/or strategic level to provide a snapshot of current capability, capacity and absorptive capacity. The primary goal of this assessment is to provide a high-level understanding to support the establishment of desired partner roles and/or country-level military objectives to inform country plan development. Experience has shown the use of a Doctrine, Organization, Training, Materiel, Leader Development and Education, Personnel, Facilities, and Policy, Political, Military, Economic, Social, Information, and Infrastructure, or a similar construct provides an effective framework for this assessment. In most cases, this assessment is only necessary when beginning or renewing a US relationship with a partner nation.

8.2.2. **Operational Assessments.** Operational assessments determine progress toward closing the gap between the initial state (baseline) and the objective. This assessment is necessary at every level where a plan exists to achieve a desired capability or capacity. The operational assessment framework is built into the plan itself, requiring the establishment of SMART objectives, effects, and tasks. MOPs support task accomplishment. MOEs support effects accomplishment. MOEs and MOPs provide the commander and Air Advisor with evidence and clues related to the progress toward closing the gap between the initial state and objective. Operational assessments inform the refinement of future plans.

8.2.3. **Tactical Assessments.** These assessments are conducted within specific organizations of the partner nation air force and determine abilities to conduct assigned tasks. These assessments are used to develop partner nation engagement plans, MOEs, and MOPs for meeting desired end states. This assessment informs event or training/capacity plan development at the tactical level. This is a more detailed baseline assessment and will require contact with partner nation personnel and on-site visits. The support and concurrence of the partner nation is critical since a baseline assessment is not possible without the partner's acceptance and buy-in to the US military objective. The assessment framework to be used is unique to the objective. The results and insights of this assessment may require changes to the military objective.

8.3. Assessment Guidance.

8.3.1. The air advising team will accomplish an operational assessment for each event and will take into account CCMD and component assessment, monitoring, and evaluation processes. (T-2). Mission commanders or team leads will communicate the assessment as part of the AAR to the TSOC/AFFOR staff. (T-2).

8.3.1.1. The AAR articulates the degree to which the event objectives were satisfied. Many people use a three-point scale to represent this: green, yellow, and red.

8.3.1.2. Data collection associated with the MOEs/MOPs provides support for the report findings.

8.3.2. Assessment should be built into the plan from the outset and not engineered as an afterthought when execution is complete.

8.3.3. Assessments must be appropriately scoped, emphasizing operational assessment as the key activity that informs commander decision making.

8.3.4. The assessment approach should be documented in an annex to the event, training/capacity, or country plan. Air Advisors should consider rehearsing the methods of data collection to be used during event execution.

8.3.5. The AAR documents the assessment, but it is not the assessment itself and it is not the assessment framework.

8.3.6. Operational assessments cannot provide absolute proof that an objective has or has not been achieved. The intent is to provide the commander the most compelling information possible, to inform his/her decision making and future action.

JOSEPH T. GUASTELLA, Jr.,
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Attachment 1**GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

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Prescribed Forms

None

Adopted Forms

AF Form 847, *Recommendation for Change of Publication*

DD Form 2964, *Security Cooperation Education and Training Team Request*

Abbreviations and Acronyms

AAR—After Action Report

ACC—Air Combat Command

ADCON—Administrative Control

AETC—Air Education and Training Command

AFFOR—Air Force Forces

AFMC—AFMC

AFR—Air Force Reserve Command

AFRC—Air Force Reserve Command

AFSAT—Air Force Security Assistance Training Squadron

AFSOC—Air Force Special Operations Command

AFSOF—Air Forces Special Operations Forces

AFTTP—Air Force Tactics, Techniques, and Procedures

AMC—Air Mobility Command

ANG—Air National Guard

AOR—Area of Responsibility

C-MAJCOM—Component Major Command

C-NAF—Component Numbered/Named Air Force

CAA—Combat Aviation Advisor

CCDR—Combatant Commander

CCMD—Combatant Command

CDR—Commander

CF—Conventional Force

COMAFFOR—Commander Air Force Forces

CSP—Campaign Support Plan

DoD—Department of Defense

DoDD—Department of Defense Directive

DoDI—Department of Defense Instruction

DoS—Department of State

DSCA—Defense Security Cooperation Agency

ETSS—Extended Training Service Specialist

FMF—Foreign Military Financing

FMS—Foreign Military Sales

GCC—Geographic Combatant Commander

G-EGO—Governance, Executive, Generating, Operating

GFM—Global Force Management

GO/FO—General Officer/Flag Officer

G-TSCMIS—Global Theater Security Cooperation Management Information System

HAF—Headquarters Air Force

HAFMD—Headquarters Air Force Mission Directive

IAW—In Accordance With

ICS—Integrated Country Strategy

ISR—Intelligence, Surveillance, and Reconnaissance

IW—Irregular Warfare

JCISFA—Joint Center for International Security Force Assistance

JP—Joint Publication

MAJCOM—Major Command

MOE—Measure of Effectiveness

MOP—Measure of Performance

MSAS—Mobility Support Advisory Squadron

MTT—Mobile Training Team

OAA—Operational Airworthiness Appraisal

OPCON—Operational Control

OSD—Office of the Secretary of Defense

RFF—Request for Forces

RFS—Request for Support

SA—Security Assistance

SecDef—Secretary of Defense

SecState—Secretary of State

SC—Security Cooperation

SCO—Security Cooperation Organization

SES—Senior Executive Service

SFA—Security Force Assistance

SMART—Specific, Measurable, Achievable, Relevant, and Time-Bound

SOF—Special Operations Forces

TACON—Tactical Control

TCP—Theater Campaign Plan

TSOC—Theater Special Operations Command

USAFE—United States Air Forces in Europe

USSOCOM—United States Special Operations Command

Terms

Air Advising—A category of related activities that provides the basic operational methods used by USAF personnel to work with partner nations to develop, sustain, and employ their aviation enterprise to meet their national security needs, in support of US interests.

Air Advising Operations—SC efforts focused on improving/enhancing a partner nation aviation capability/capacity in support of combatant commander/COMAFFOR/TSOC objectives across the range of military operations.

Air Advisor—An Airman specially trained and educated to apply aviation support and operational expertise to assess, train, advise, assist, and equip partner nations in the development, sustainment, and employment of their aviation enterprise to meet their national security needs, in support of US interests. This includes both Conventional and Special Operations Force personnel.

Air Force Corporate Structure—The corporate review process for Headquarters U.S. Air Force. Membership consists of civilian and military personnel assigned to the Air Staff or Secretariat, Core Function Lead representatives, and the MAJCOMs and provides the forum for considering and deciding Air Force resource allocation issues.

Assessment—1. A continuous process that measures the overall effectiveness of employing joint force capabilities during military operations. 2. Determination of the progress toward accomplishing a task, creating a condition, or achieving an objective. (*Department of Defense Dictionary of Military and Associated Terms*).

Aviation Enterprise Development—The plans, programs, and activities undertaken to develop the system of systems necessary for a nation to optimize employment of national aviation resources. The total aviation resource capacity and capability of a nation is defined by the sum total of all air domain resources including humans, aircraft, processes and infrastructure in both the civilian and military/security sectors. Modern standards that function to provide efficient, safe and effective employment of national aviation resources calls for infrastructure development that considers the civilian aviation sector and the military/security aviation sector of a nation as mutually supportive systems of an integrated air domain in developing nations.

Building Partnerships—The ability to set the conditions for interaction with partner, competitor, or adversary leaders, military forces, or relevant populations by developing and presenting information and conducting activities to affect their perceptions, will, behavior, and capabilities.

Building Partner Capacity—Assisting domestic and/or foreign partners and institutions with the development of their capabilities and capacities—for mutual benefit—to address US national or shared global security interests. An outcome of Security Force Assistance activities, it is the development of capabilities and capacities among foreign partners for the mutual benefit of the partner and US national or shared global security interests. This definition is derived from the Tier III JCA of “building the capabilities and capacities of partners and institutions”, but is not defined in Joint Publications or other DoD Issuances. (*DoD Security Force Assistance Lexicon Framework*).

C—MAJCOM—The C-MAJCOM is the Air Force component to specific Unified Combatant Commands and presents its forces to the combatant commander through one or more C-NAFs. The C-MAJCOM is commanded by the Commander of Air Force forces (COMAFFOR) and includes the supporting staff (C-MAJCOM staff), one or more C-NAFs (with an AOC [or applicable operations center] and AFFOR staff) and all assigned and attached forces. The C-MAJCOM staff supports the Air Force component commander at the strategic level in developing policy, formulating strategic level guidance, conducting administrative management functions, and executing (through the C-NAF where applicable) CCDR Title 10 responsibilities to organize and train assigned and attached forces to accomplish CCDR-assigned missions (10 U.S.C. § 164(c), *Commanders of Combatant Commands*).

C—NAF—The C-NAF is the Air Force component to specific combatant commands, and supports the C-MAJCOM as part of the Air Force component to other specific combatant commands. When the C-NAF is part of the C-MAJCOM, the C-NAF, with its AOC and AFFOR staff, is the primary operational level headquarters element designed to support the Air Force component commander at the operational and tactical level through the full range of military operations and across all phases of conflict. The C-NAF commander will be prepared to provide command and control of those forces in contingency operations as a COMAFFOR, JFACC and/or JTF/CC as required. When the C-NAF is the component to the unified combatant command, the C-NAF commander is the COMAFFOR, and provides all component support across the full range of military operations and at the strategic, operational and tactical levels as described above for the C-MAJCOM and C-NAF.

Campaign Plan—Global campaign plans and theater campaign plans (TCPs) are the centerpiece of the planning construct and operationalize Combatant Command (CCMD) theater or functional strategies. Campaign plans should focus on the command's steady-state activities, which include ongoing operations, military engagement, security cooperation, deterrence, and other shaping or preventive activities. Campaign plans provide the vehicle for linking steady-state shaping activities to the attainment of strategic and military end states. (JP 5-0)

Campaign Support Plan—An annual plan at the national-strategic level, summarizing steady-state operations in support of CCDR functional and theater campaign plans and USAF- specific shaping activities that directly contribute to US and USAF interests.

Certification—A formal indication of an individual's ability to perform a task to required standards.

COMAFFOR Country Plan—A SC plan at the operational level that aligns with the CCDR's country plan and nests under the COMAFFOR CSP.

COMAFFOR Strategy—COMAFFOR theater and functional strategies outline the commander's long-term vision for the USAF component to the CCMD.

Combat Aviation Advisor (CAA)—Personnel specifically organized to assess, train, advise and assist foreign aviation forces in the employment and sustainment of their own assets in both peace, war and, when necessary, integrate those assets into joint, multi-national operations. A principal objective of CAA advisory operations is to facilitate the availability, reliability, safety, and interoperability of partner nation or participating nation aviation resources to support combined Special Operations Forces.

Designated Air Advisor Forces/Units—Those forces and/or units that perform air advising, as designed by their operational capability statements and mission essential tasks. Designated Air Advisor forces/units have readiness requirements for personnel, training, and equipment, if applicable, and report those requirements in status of resources and training system and defense readiness reporting system. Personnel assigned to the air advising mission in designated forces/units are required to accomplish Air Advisor education and training at the Advanced or Basic level prior to reporting ready for the Air Advisor mission. Advanced or Basic levels are described in AFI 10-4301V1.

Expeditionary Air Advisor Forces—Those individuals, teams, or units, who are not aligned with air advising designed operational capability statements or mission essential tasks. Consequently, expeditionary Air Advisor forces have no specific readiness requirements for personnel, training, and equipment and do not report such requirements in status of resources and training system and defense readiness reporting system. Expeditionary Air Advisor forces are required to accomplish Air Advisor education and training at the Advanced or Basic level to serve in an expeditionary Air Advisor capacity. Advanced or Basic levels are described in AFI 10-4201V1.

Extended Training Service Specialists (ETSS)—ETSS are permanent change of station teams that are technically qualified to provide advice, instruction, and training in the installation, operation, and maintenance of weapons, equipment, and systems. The ETSS deploy under one of the security assistance authorities in Title 22. They are not used for follow-on retraining or advisory roles, except in rare instances when the recipient country cannot provide qualified personnel from its own resources or hire qualified personnel from non-indigenous sources and the SC organization recommends it as in the interest of the United States.

Foreign Internal Defense—Participation by civilian and military agencies of a government in any of the action programs taken by another government or other designated organization to free and protect its society from subversion, lawlessness, insurgency, terrorism, and other threats to its security. (JP 3-22, *Foreign Internal Defense*)

Foreign Military Financing (FMF)—Foreign Military Financing (FMF) is a critical foreign policy tool for promoting US interests around the world by ensuring that coalition partners and friendly foreign governments are equipped and trained to work toward common security goals and share burdens in joint missions. FMF provides grants for the acquisition of US defense equipment, services and training, which promotes US national security by contributing to regional and global stability, strengthening military support for democratically-elected governments, and containing transnational threats including terrorism and trafficking in narcotics, weapons, and persons.

Foreign Military Sales (FMS)—That portion of United States security assistance for sales programs that require agreements/contracts between the United States Government and an authorized recipient government or international organization for defense articles and services to be provided to the recipient for current stocks or new procurements under Department of Defense-managed contracts, regardless of the source of financing. (JP 3-20)

Functional Area Manager (FAM)—The individual accountable for the management and oversight of all personnel and equipment within a specific functional area to support operational planning and execution. Responsibilities may include developing and reviewing policy; developing, managing, and maintaining unit type codes; developing criteria for and monitoring readiness reporting; force posturing, analysis, and execution activities which are crucial to the management and execution of Air Force readiness programs. (AFI 10-401)

Inherently Governmental Function—As defined in Public Law 105-270, *Federal Activities Inventory Reform Act*, Section 5, means a function means a function that is so intimately related to the public interest as to require performance by Federal Government employees. (a) The term includes functions that require either the exercise of discretion in applying Federal Government authority or the making of value judgments in making decisions for the Federal Government, including judgments relating to monetary transactions and entitlements. An inherently governmental function involves, among other things, the interpretation and execution of the laws of the United States so as —(1) to bind the United States to take or not to take some action by contract, policy, regulation, authorization, order, or otherwise; (2) to determine, protect, and advance United States economic, political, territorial, property, or other interests by military or diplomatic action, civil or criminal judicial proceedings, contract management, or otherwise; (3) to significantly affect the life, liberty, or property of private persons; (4) to commission, appoint, direct, or control officers or employees of the United States; or (5) to exert ultimate control over the acquisition, use, or disposition of the property, real or personal, tangible or intangible, of the United States, including the collection, control, or disbursement of appropriations and other Federal funds. (b) The term does not normally include—(1) gathering information for or providing advice, opinions, recommendations, or ideas to Federal Government officials; or (2) any function that is primarily ministerial and internal in nature (such as building security, mail operations, operation of cafeterias, housekeeping, facilities operations and maintenance, warehouse operations, motor vehicle fleet management operations, or other routine electrical or mechanical services).

Intelligence Preparation of the Operational Environment—The analytical process used by intelligence organizations to produce intelligence estimates and other intelligence products in support of the joint force commander's decision—making process (*Department of Defense Dictionary of Military and Associated Terms*). It is a continuous process that includes defining the operational environment; describing the impact of the operational environment; evaluating the adversary; and determining adversary courses of action.

International Health Specialists—Air Force Medical Service commissioned and non-commissioned officers who serve predominantly at full-time CCMD and Component HQ positions to advise on regional health issues as well as work through medical opportunities to advance CCDR and AFFOR end state objectives.

International Military Education and Training—A Department of State (DoS) program, jointly managed by the Defense Security Cooperation Agency (DSCA) and the DoS, that funds military education and training courses for international military, and related civilian personnel of foreign countries. It is a key component of SC, promoting regional stability and defense capabilities through professional military and technical courses and specialized instruction. International Military Education and Training courses are provided primarily at military schoolhouses in the United States, exposing the IMS to the US culture, military students, practices, standards, and professionalism. (Defense Security Cooperation Agency (DSCA) 5105.38-M, *Security Assistance Management Manual*)

Irregular Warfare (IW)—A violent struggle among state and non-state actors for legitimacy and influence over the relevant population(s). (JP-1, *Doctrine for the Armed Forces of the United States*)

Lead MAJCOM—Designated MAJCOM providing input and advocacy for developing and maintaining assigned weapon systems, non-weapon systems, and activities during their life cycle. (DAFPD 10-9)

Mobile Training Teams (MTT)—Military service, DoD Civilian, or contract personnel on temporary duty for the purpose of training foreign personnel in the operation, maintenance, or support of weapon systems and support equipment or for specific training requirements and specific capabilities that are beyond in-country US resources. The MTT deploys under one of the security assistance authorities in Title 22 or one of the Title 10 authorized programs that follow SC procedures.

Request for Forces (RFF)—In those instances in which assigned or allocated forces are not available within the theater or are not adequate to accomplish the air advising requirement, the activity planner may initiate an RFF using guidance provided in the Global Force Management Implementation Guidance and CJCSM 3130.06B, *Global Force Management Allocation Policies and Procedures*. As an example, SOF CAA forces are normally requested using the RFF process. **Note:** RFFs must be submitted IAW Joint Staff established timelines to ensure ability to meet requested dates. In the event dates change due to country clearance issues, Joint Staff, Joint Force Provider, and CDR coordination is required.

Security Assistance (SA)—Group of programs authorized by the *Foreign Assistance Act of 1961*, as amended; the *Arms Export Control Act of 1976*, as amended; or other related statutes by which the United States provides defense articles, military training, and other defense-related services by grant, lease, loan, credit, or cash sales in furtherance of national policies and objectives, and those that are funded and authorized through the Department of State to be administered by Department of Defense/Defense Security Cooperation Agency are considered part of security cooperation. (JP 3-20)

Security Cooperation (SC)—All Department of Defense interactions with foreign security establishments to build security relationships that promote specific United States security interests, develop allied and partner nation military and security capabilities for self-defense and multinational operations, and provide United States forces with peacetime and contingency access to allied and partner nations. (JP 3-20)

Security Cooperation Organization (SCO)—All DoD elements located in a foreign country with assigned responsibilities for carrying out security assistance/cooperation management functions. (*Department of Defense Dictionary of Military and Associated Terms*)

Security Force Assistance (SFA)—The Department of Defense activities that support the development of the capacity and capability of foreign security forces and their supporting institutions. (JP 3-20)

Security Sector Reform—A comprehensive set of programs and activities undertaken to improve the way a host nation provides safety, security, and justice. (JP 3-07, *Stability*)

Special Operations Forces (SOF)—Those Active and Reserve Component forces of the military services designated by the Secretary of Defense and specifically organized, trained, and equipped to conduct and support special operations.

Theater Campaign Plan—A GCC's plan to accomplish strategic or operational objectives within a geographic AOR. The TCP operationalizes the CDR's theater strategy and translates strategic concepts into unified actions.

Attachment 2

SECURITY COOPERATION AUTHORITIES

A2.1. Security Cooperation Authorities. Authorities available to conduct air advising operations are listed below:

A2.2. Title 10 – DoD. Title 10, U.S.C. §§ 301-386, contains specific DoD authorities for conducting military-to-military engagements, training with foreign forces, support for operations and capacity building and education and training activities. These authorities are discussed in greater detail below. Authorities for conducting international armaments cooperation are found elsewhere in Title 10, U.S.C.

A2.2.1. Military-to-Military Engagements (10 USC §§ 311-313). SecDef is authorized to enter into international agreements for the exchange of US defense personnel and foreign personnel. Under this authority, exchanges may be conducted on a reciprocal or non-reciprocal basis; US personnel may include military or civilian personnel. Exchanges may be conducted with personnel of foreign defense ministries or, with the concurrence of Secretary of State (SecState), foreign non-defense security ministries or international or regional security organizations. SecDef may pay certain personnel expenses of foreign personnel as necessary for theater SC. Eligible expenses include travel, subsistence, and similar personnel expenses, administrative services, and support for foreign liaison officers who are assigned.

A2.2.2. Training with Foreign Forces (10 USC §§ 321-322). The US Armed Forces are authorized to train with military forces or other security forces of a foreign friendly country in cases where SecDef determines it is in the national security interests of the US. Under this authority, the US Armed Forces may conduct training with, or bilateral or multilateral exercises with, counterpart friendly foreign forces. US Armed Forces may pay the incremental expenses of a friendly foreign country (limited to developing countries except under exceptional circumstances) to participate in such training. Authorized expenses include the travel, subsistence, and other personnel expenses of the developing country's defense personnel. The primary purpose of the training and exercises for which payment may be made shall be to train the US forces. Combined training and exercises may be conducted with nonmilitary security forces only by specialized forces of the US Armed Forces; US CF may only train with the military forces of a friendly foreign country.

A2.2.3. Support for Operations and Capacity Building (10 USC §§ 331-333).

A2.2.3.1. Support for Operations (10 USC § 331). SecDef, with the concurrence of SecState, may provide support to friendly foreign countries in the context of specifically designated operations. Such support may include logistics support, supplies, and services; procurement of equipment for the purposes of loaning such equipment to enhance capabilities and interoperability; provision of specialized training; and small-scale construction to enable countries to participate or continue participating in designated operations. Under this authority, SecDef may provide support to military forces or, if it directly benefits US Armed Forces, some certain types of logistic support,

supplies, and services may be provided to nonmilitary forces who are participating in a combined operation with US forces or in a military operation or stability activity that benefits the US. For operations in which the US is not participating, SecDef and SecState must jointly certify to Congress that the operation is in the national security interests of the US prior to the provision of assistance under this authority.

A2.2.3.2. Defense Institution Capacity Building (10 USC § 332). SecDef, with the concurrence of SecState, may provide programs for training and training support programs and may assign DoD civilian employees as advisors to the ministries of defense (or security agencies serving a similar defense function) to provide institutional, ministerial-level advice, and other training in support of stabilization or post conflict activities or assist in building core institutional capacity, competencies, and capabilities to manage defense-related processes. Programs should enhance civilian oversight; establish responsible defense governance; assess and establish a roadmap to address shortfalls; and enhance overall ministerial, general, or joint staff or service-level core management competencies.

A2.2.3.3. Building Capacities (10 USC § 333). SecDef, with the concurrence of SecState, is authorized to build the capacity of a foreign country's national security forces to conduct counterterrorism operations, counter weapons of mass destruction operations, counterdrug trafficking operations, counter transnational organized crime operations, maritime and border security operations, military intelligence operations, and other operations or activities that contribute to multinational operations that benefit the national security interests of the US. Programs may include the provision of equipment, supplies, training, defense services, and small-scale military construction. Sustainment support may be provided for a period extending up to 5 years after the provision of equipment under the authority. Any assistance provided under this authority must be accompanied by parallel assistance programs aimed to address institutional capacity-building and respect for the law of armed conflict, human rights and fundamental freedoms, the rule of law, and civilian control of the military. Assistance will generally be provided to foreign military forces, but may be provided to other security forces under certain circumstances.

A2.2.4. Department of Defense State Partnership Program. (10 USC § 341). SecDef, with the concurrence of SecState, is authorized to establish a program of activities, known as a "State Partnership" and described to support the achievement of US SC objectives, between members of the National Guard of a state or territory and any of the following:

A2.2.4.1. The military forces of a foreign country.

A2.2.4.2. The security forces of a foreign country.

A2.2.4.3. Governmental organizations of a foreign country whose primary functions include disaster response or emergency response.

A2.3. Title 22 – Department of State. 22 U.S.C. outlines the roles and responsibilities of the DoS with respect to foreign relations. When a program is referred to as a 22 U.S.C. program, it means that by law, DoS maintains overall responsibility for the program, even when administration of portions of the program is delegated to the DoD. US military members performing security assistance duties authorized by 22 U.S.C. may exercise force in self- defense but do not participate in offensive combat operations. Detailed information on available authorities can be obtained through the OSD Partnership Strategy Toolkit; contact SCToolsAdministrators@osd.mil for access to the website. However, Air Force personnel should seek legal advice from the appropriate Air Force legal office on available authorities and funding for proposed air advising operations.

A2.4. Contractor roles in the process. Agencies must ensure that inherently governmental functions are reserved exclusively for performance by Federal employees (military or civilian). Although contractors provide important support to the agency, they may not be motivated solely by the public interest, and may be beyond the reach of management controls applicable to Federal employees. Agencies must further ensure that a sufficient number of Federal employees are dedicated to the performance and/or management of critical functions so that Federal employees can provide for the accomplishment of, and maintain control over, their mission and operations. Proper identification of inherently governmental and critical functions is the first step for meeting these requirements.

Attachment 3

SECURITY COOPERATION PLANNING GUIDANCE

A3.1. CJCSM 3130.01A, *Campaign Planning, Procedures and Responsibilities*. This manual sets forth policy, procedures, and responsibilities for the preparation of strategies and campaign plans.

A3.2. Joint Publication 3-20, *Security Cooperation*. This publication provides joint doctrine for planning, executing, and assessing SC activities.

A3.3. Joint Publication 5-0. This publication reflects current guidance for planning military operations and, as a keystone publication, forms the core of joint doctrine for joint operation planning throughout the range of military operations.

A3.4. Air Force Doctrine Annex 3-0, *Operations and Planning*. This annex provides a high-level overview of strategy, operational art, operational design, effects-based approach to operations, and assessment.

A3.5. Air Force Doctrine Annex 3-22. This annex provides more information on air advising and air advising direct and indirect support planning.

A3.6. Air Force Tactics Techniques and Procedures (AFTTP) 3-4.5, *Air Advising*. This document amplifies AFTTP 3-2.76 and provides advisors with tactical guidance on assisting partner nation air forces to build, sustain, and implement air power capacities and build their aviation enterprise in support of national policies.