

Management Plan
2010 - 2011

C O A L I T I O N
W A R F A R E
P R O G R A M



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Acquisition, Technology and Logistics

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INTRODUCTION

The U.S. military strategy and world security environment have combined to make coalition warfare and multinational operations fundamental features of the U.S. national security strategy. U.S. military operations (from peacekeeping to major conflicts) almost always involve multinational coalitions as part of the U.S. military and security force.

Coalitions add political legitimacy and provide a broad base of operational and logistical support for military operations. Moreover, they ease the U.S. financial and manpower burdens associated with military goals and objectives shared by the U.S. and coalition partners. Coalition doctrine and tactics continue to be developed within the Department of Defense (DoD); however, materiel solutions to interoperability challenges emerge slowly and without the benefit of a program to attract international participation and focus on the warfighters' needs.

BACKGROUND

DoD leadership realizes that the U.S. must address coalition interoperability in parallel with its efforts to transform the U.S. military (See Figure 1). Capability gaps continue to exist between the U.S. and its Allies. Some argue that the United States needs to fix its own joint interoperability problems first and then focus on interoperability with Allies. Working sequentially will further exacerbate the growing capabilities gap between U.S. and coalition partners that might prevent successful coalition campaigns. It also extends the time frames for U.S. legacy system replacement.

As NATO forces and other coalition partners continue to lead and support missions worldwide in the Global War on Terrorism, they collect many lessons learned relating to interoperability. Coalition operations have shown a lack of partner coordination in Command and Control (C2) and Intelligence, Surveillance, and Reconnaissance (ISR), Battlespace Awareness and Logistics. These shortcomings not only reveal the complexities and challenges associated with multinational air, land and sea campaigns, but also encumber U.S. warfighters' abilities to efficiently and safely complete specific missions and coalition operations.

DoD strategy, policy, and recent combat operations all point to the criticality of early and continuous planning for more effective coalition operations. The 2008 National Defense Strategy outlines how DoD will support the National Security Strategy,

“...technology cooperation helps us leverage each other’s resources and expertise. It provides access to facilities and operating environments for testing. And cooperative technology development offers a built-in interoperability if those developments go forward to acquisition.”

- Ken Krieg, Sept ‘06

Figure 1: Remarks by former Under Secretary of Defense for Acquisition, Technology and Logistics Ken Krieg, Common Defense 2006, Washington Press Club, Washington, DC, September 6, 2006

including the need to strengthen alliances and build partnerships. In 1996, the emphasis on coalition warfare programs was outlined in the Secretary of Defense’s *International Armaments Cooperation* policy guidance. The policy states that cooperative research and development, testing and evaluation (RDT&E) programs should achieve deployment and support of interoperable equipment with our potential coalition partners and maintain a focus on leveraging U.S. resources through cost sharing and economies of scale afforded by international cooperative research, development, production, and logistics support programs.

In July 2005, the USD (AT&L) approved the **Strategy for International Cooperation in Acquisition, Technology and Logistics**. USD (AT&L) aligned the international cooperation goals under AT&L’s goals. The International Cooperation in Acquisition, Technology and Logistics Strategy provides the vision, goals and enablers to guide and prioritize international cooperation activities throughout the Department, in concert with the SECDEF’s security cooperation strategies.

The 2006 Quadrennial Defense Review highlighted “Building Partnership Capacity” as a key objective for the Department. Lessons learned in the Global War on Terror stress the need to build stronger relationships with coalition partners, both politically as well as technologically. These findings made the case for a department-level Coalition Warfare Program (CWP) to provide incentives for the Services, Joint organizations and DoD agencies to insert coalition-enabling capabilities into existing and planned U.S.-only programs.

The CWP receives continued strong support from OUSD (P) as the foundation for technology cooperation in the Building Partnerships Capability Portfolio Management initiative. Implementation of the Guidance of Employment of Forces (GEF) includes an enduring role for AT&L/IC to provide oversight to the Combatant Commander’s Theater Security Cooperation plans.

“To realize our goals, the Department stands ready to join in a collaborative partnership with key stakeholders in the process of implementation and execution – the Congress, other agencies of the Executive Branch and alliance and coalition partners. It will take unity of effort to win the long war in which our Nation is engaged.”

**Figure 2: Quadrennial Defense Review (QDR) 2006,
Preface ix, Pg. 46**

COALITION WARFARE PROGRAM

To address the need for coalition interoperability and further support the 21st Century warfighter, the DoD established the CWP element under the authority of the Office of the Under Secretary of Defense (Acquisition, Technology & Logistics) (OUSD(AT&L)):

The Coalition Warfare Program supports international cooperative development of technological solutions that enable US and friendly armed forces to operate together more effectively across the full spectrum of multinational operations.

Figure 3: Definition for the Coalition Warfare Program

MISSION

The CWP is a defense-wide effort to assist the Combatant Commanders, Services, and DoD Agencies in integrating coalition-enabling solutions into existing and planned U.S. programs. The program focuses not only on short-term, interoperability-enhancing solutions, but also on early identification of coalition solutions to long-term interoperability issues (architectures, coalition requirements, major system acquisition) with a broad range of potential coalition partners.

OBJECTIVES

CWP provides OUSD(AT&L) with the ability to initiate projects in priority capability areas determined by our national military strategy and shortfalls recognized by the Combatant Commanders. CWP management assists the DoD Research and Development Community and Program Executive Offices (PEOs) and Program Managers (PMs) in assessing coalition capabilities as early as possible in project developments that are expected to lead to fielded systems. Increased attention is given to projects that emphasize rapidly fieldable solutions to support coalition operations.

In maintaining this focus, CWP addresses the various challenges that encumber the DoD acquisition process. The Services, for example, focus on Service-unique issues *first*, frequently without assessing either cooperative opportunities or potential coalition interoperability implications of new projects.

Secondly, the Combatant Commanders, charged with employing the Combined Joint Task Force (CJTF), have little discretionary funding to “fix” systems related to Joint and/or coalition interoperability. A more technical example is the lack of compatible encryption devices for coalition forces to communicate securely. The crisis work-around, speaking “in the clear,” serves only to compromise force protection and the integrity of coalition plans and intentions.

Overall, the deficiencies, such as in coalition interoperable C2 and ISR, both inter- and intra-theater, require solid tools for securing solutions. CWP is such a tool; it enables OUSD (AT&L) to provide interoperable coalition capabilities.

OVERSIGHT

The Coalition Warfare program is overseen by the Director of International Cooperation (IC) in OUSD (AT&L). The Director of IC, the approval authority for selection and funding of CWP projects, relies on Coalition Warfare Program staff to seek out potential projects, analyze proposals and work with U.S. and partner nation sponsors to improve the viability of worthwhile initiatives.

The Deputy Director for Coalition Warfare, who oversees the entire proposal-to-project cycle, maintains the budget, serves as the senior OSD point of contact for CWP, and monitors the use of CWP funds on the part of U.S. CWP project sponsors. Once proposals are submitted, the Deputy Director for CWP convenes a board to review candidate proposals and evaluate them against the Department’s warfighting priorities and the CWP project criteria (see Project Approach Section). The Review Board includes subject matter experts from the Services’ International Program Offices (IPOs), Service and COCOM requirements communities, the Joint Staff, and OSD staff. Separate discussions to evaluate partner support and execution plans of proposals are held with foreign ministry of defense representatives. This broad range of expertise is required to facilitate selection of projects that meet the needs of the warfighter and respond to AT&L priorities for international cooperation.

PROJECT APPROACH

The approach in which CWP projects are selected is shown in Figure 4. OUSD(AT&L) employs top level guidance, and pursues opportunities with allies to fill the coalition capability gaps.

Projects selected for CWP funding must adhere generally to the following criteria:

Strong sponsorship: CWP only accepts project nominations from government sponsors. A sponsor’s commitment to a project can be weighed by the financial and/or non-financial contributions as well as commitments it makes to ensuring a project’s successful transition.

Sound foreign partnership: CWP projects are collaborative efforts with foreign partners. The foreign partner(s) should have a demonstrable interest in the project’s outcomes. Any legal hurdles to this partnership, i.e., required international agreements and export control concerns, must be overcome in time for the project to execute CWP funding.



Figure 4: Coalition Warfare Approach

Substantive R&D content: CWP, as an RDT&E Program Element, mandates that the CWP funding is requested to execute a research, development, test and evaluation project.

Warfighter emphasis: CWP chooses proposals that have the support of the combatant commanders to offer coalition capabilities they demand in order to be successful in their missions and operations. Projects may support the full range of DoD operations, including warfighting, humanitarian assistance, disaster relief, information sharing, and shaping and stability operations.

Leveraged funds: To conserve CWP funds and maximize the benefit to the U.S. Government, CWP *leverages* financial contributions, man-hours, technology, infrastructure and prior investment of both foreign and other DoD partners.

Near-term delivery: CWP develops and demonstrates solutions that reach warfighters quickly. A key goal is to have the project transition into the next phase within the 2-year project life, and provide tangible and demonstrated results.

Portability: CWP pursues projects that develop solutions that are applicable to multiple Combatant Commands.

Promoting cooperative relationships: CWP pursues projects that provide springboards for greater coalition capabilities. CWP projects may form the basis for future cooperation with additional partners to meet a larger need.

Addressing disclosure issues early: CWP projects include not only foreign governments but also foreign and U.S. industry. Project sponsors need to understand the requirements early in the process to execute successful projects.

Drawing upon available expertise. CWP utilizes the armaments cooperation community including the Service International Program Offices and requirements organizations. Expertise shared with sponsors cover matters of applying the appropriate international agreements or resolving disclosure issues.

Judicious Management: CWP emphasizes the need for the sponsor to properly execute and manage the selected CWP projects, mitigating risks and seizing opportunities as they are available. Successful projects have achievable goals, execute according to their project plan, and accurately report their progress.

LEVERAGING RESOURCES

MULTI- AND BILATERAL FORUMS

The DoD has international dialogues with numerous partners to address deficiencies in U.S. coalition warfare capabilities. Key target areas are identified multilaterally as well as bilaterally, and CWP can provide the budgetary support (through

funds and monitoring capability) to facilitate true interoperability by leveraging counterpart participation, funding, and investment in multinational acquisition projects.

U.S.-ONLY ACQUISITION PROGRAMS

CWP seeks to convert U.S.-only projects offering prospective solutions for the U.S. warfighter into coalition projects for U.S. coalition warfighters, the expenses and benefits of which are shared by the U.S. and international partners. CWP may also help expand the scope of Joint Capability Technology Demonstrators (JCTDs) to include allied participation in technology capability demonstrations.

Briefly, JCTDs are joint efforts by the acquisition and operational (Warfighter) communities within the DoD. Typically, JCTDs identify significant military requirements and then match these needs with technology programs ready to focus on potential solutions. The emphasis is on near-term responses to validated Joint requirements. JCTDs identify solutions to the highest priority needs of a Combatant Commander. CWP can play a crucial role by helping to meet the coalition portion of that need.

FUNDING

Program Element 0603923D8Z was established for the Coalition Warfare program to provide funding for international cooperative development projects. CWP was originally authorized and appropriated for Fiscal Year 2000. In the eight-year period in which Congress has funded CWP, the program has leveraged U.S. financial contributions to attract matching or superior foreign funding for projects that either have delivered or will deliver coalition warfare-enhancing solutions in key capability areas.

PROJECT SUBMITTAL/SELECTION SCHEDULE

A preliminary version should be submitted by 16 January 2009 (for FY10) **in response to a “calling” memo that goes out to the field each fall.** Sponsors will receive feedback to assist in strengthening the proposal. **Final submissions should be submitted no later than 27 February 2009 for FY10.**

The following six steps outline the basic project schedule. Referenced annexes provide additional details.

STEP 1: CALL FOR NOMINATIONS

OUSD(AT&L) will issue an annual request for CWP project proposals to Combatant Commands, Services, and DoD agencies.

STEP 2: PROJECT NOMINATIONS SUBMITTED

CWP candidate proposals must follow the templates at Annex A, B and F. Executive summaries (Annex A) must be submitted by 16 January 2009. Sponsors should submit completed proposals by e-mail. Please answer the questions posed in the templates as completely as possible. *It is understood that most proponents will not be able to answer every question in detail initially.* Inquiries may be directed to the Deputy Director for CWP and staff concerning answering these questions.

Full proposal nominations (Annex B), along with an updated Executive Summary (Annex A) and Quad Chart (Annex F) are due in full by 27 February 2009. Proposals may be revised after the initial submission, but may be rejected as a candidate if not completed by the deadline.

Most, but not all, CWP projects require international agreements to be negotiated and signed to facilitate the projects. CWP project proponents should determine this early as they develop their schedules and goals. Service sponsors have access to the Service international programs offices that have a wealth of expertise in this area. An agreement need not be in place or even under negotiation at the time a proposal is submitted to OSD for consideration, but at minimum, the sponsor should have at least made initial contact with potential international partners. Project proponents may also consult the International Armaments Cooperation Handbook on the World Wide Web at www.acq.osd.mil/ic for general guidance on the development and conduct of international research and development agreements.

Sponsors wishing to re-submit a proposal from a prior year should review the nomination templates and provide revised submissions of their CWP project nominations in a timely manner.

STEP 3: INITIAL EVALUATION AND FEEDBACK

The CWP staff will analyze each incoming proposal and determine what, if any, critical data are missing. Normally, the submission of a proposal initiates a dialogue between the sponsor's organization and OUSD (AT&L). The Deputy Director for CWP and staff will assist sponsors in getting their proposals to the point that they are as competitive as possible. OUSD (AT&L) may recommend, for example, that particular countries be targeted as international partners for cooperative development or organize meetings that brings relevant subject-matter-experts (e.g., technology involved and Service international agreement POCs) together to investigate further the viability of a particular proposal.

STEP 4: RE-SUBMISSION OF PROJECTS

Sponsors will have the opportunity during the submission period to update the proposals based on feedback received. There may be final opportunities to update the submission following the review board.

STEP 5: FINAL EVALUATION: REVIEW BOARD

The Deputy Director for the Coalition Warfare Program will convene a review board (planned for April 2009) to evaluate the proposals that qualify for CWP candidacy. Each proposal will be evaluated against the Department's warfighting priorities and the CWP project criteria (see Project Approach Section).

The Director of International Cooperation is the final approval authority on funding of CWP proposals.

STEP 6: FUNDING RELEASE

Following the formal evaluation process, sponsors will be notified with respect to the whether or not their candidate proposals were selected for CWP. As a general rule, CWP funding cannot exceed the combined amount of financial contributions from foreign sources. Exceptions are possible, however, due to political considerations, the magnitude of non-financial foreign contributions and the overall urgency of the project.

The Director, IC will initiate the transfer of funds to the sponsor in accordance with the funding plan of the CWP PE. In many instances, the signing of an international agreement must proceed the CWP funding of a project.

CWP funds are authorized for only the specific project and fiscal year designated. (See Project Documentation section for additional details.)

Important to note: Submissions for each fiscal year's funding must be submitted with the understanding that funding can not be disbursed until Congressional action on the Defense Budget for the following fiscal year is complete.

STEP 7: PROJECT DOCUMENTATION

Following release of the AT&L/IC Announcement Memorandum that details which projects have been approved for CWP funding, affected project sponsors must provide specific information to the Deputy Director for CWP.

Required content is as follows:

- Statement of Work (Annex C)
- Financial Data (Annex D)
- Updated Quad Chart (Annex F)

Project sponsors are required to submit both monthly and quarterly reports to AT&L/IC, regardless of the level of activity in any given month or quarter.

Project managers are required to provide an updated Statement of Work (Annex C) at the beginning of each fiscal year.

Financial Reports

The Monthly Financial Report (Annex D) is due the fifteenth of each month and must provide updated obligation and expenditure information for the previous month.

- Copies of obligation documents (contracts, outlays, etc) to justify obligation of CWP funds are required as they are produced.

Quarterly Reports

- Due by the 15th of the January, April, July and October.
- Updates project's progress toward goals, identifies issues impeding progress, and updates funding chart with sponsor and partner leveraged funds.)
- See Annex E for the required content; see Annex F for the requested Quad Chart

Final Report

The Final Report should be forwarded within 60 days of the project's completion. At a minimum, it should include the final update to the Executive Summary, a one- to three-page narrative outlining how well the project met originally stated goals and objectives, reports from demonstrations and trials, address project challenges that may have impacted final outcome, identify likely follow-up activities (i.e., further testing, acquisition, etc.), and include a comprehensive picture of all spending that transpired (OSD, other DoD and foreign partner). In addition, the final report may be used as a mechanism for requesting relief of further reporting requirements.