



# Department of Defense **INSTRUCTION**

**NUMBER** 2000.28

November 14, 2013

Incorporating Change 1 Effective May 1, 2020

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USD(P)

**SUBJECT:** DoD Policy and Responsibilities Relating to the Regional Defense Combating Terrorism Fellowship Program (CTFP)

References: See Enclosure 1

1. **PURPOSE.** In accordance with section 2249c of Title 10, United States Code (Reference (a)) and the authority in DoD Directive 5111.1 (Reference (b)), the 2012 Defense Strategic Guidance (Reference (c)), and Deputy Secretary of Defense Memorandum (Reference (d)), this instruction:

a. Establishes policy, assigns responsibilities, and prescribes procedures for the Regional Defense CTFP.

b. Incorporates and cancels the guidance in Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (ASD(SO/LIC)) Memorandums (References (e), (f), and (g)). The Regional Defense Combating Terrorism Fellowship Annual Guidance Message (Reference (h)) will provide additional guidance on an annual basis.

2. **APPLICABILITY.** This instruction applies to OSD, the Military Departments (including the U.S. Coast Guard at all times, including when it is a service in the Department of Homeland Security by agreement with that Department), the Office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the Office of the Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the Department of Defense (referred to collectively in this instruction as the "DoD Components").

3. **POLICY.** It is DoD policy that:

a. The Regional Defense CTFP will be used as a DoD security cooperation tool that directly supports U.S. and DoD combating terrorism (CbT) activities, unified action with partners, overseas contingency operations, theater security cooperation objectives, and OSD priorities. The program will develop unique and specific engagement, integrated with other tools of national power, and CbT education and institution-building opportunities with partner nations

that emphasize non-military means and military-to-military cooperation to address instability and reduce the demand for significant U.S. force commitments. Security force assistance is an important tool of national security and defense policy, and is an integral element of the DoD mission. In support of Reference (c), it is imperative to work creatively with interagency and international partners to offset decreased resources for national security.

b. The Regional Defense CTFP will:

(1) Develop and strengthen the institutional CbT capacity of key defense and security officials of partner nations through strategic- and operational-level education and training for understanding the methodologies and ideologies of terrorists and the mix of direct and indirect ways and means to counter them.

(2) Counter global and regional ideological support for terrorism and violent extremism.

(3) Harmonize global views, while emphasizing regional considerations, about the threat of terrorism and its evolution.

(4) Enable mutual understanding of CbT and counter-insurgency doctrine, outlook, and best practices.

(5) Build and strengthen a global network of CbT experts and practitioners committed to participation in support of U.S. efforts against terrorists and terrorist organizations.

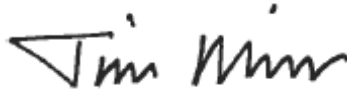
4. RESPONSIBILITIES. See Enclosure 2.

5. PROCEDURES. See Enclosure 3.

6. RELEASABILITY. **Cleared for public release.** This instruction is available on the Directives Division Website at <https://www.esd.whs.mil/DD/>.

7. SUMMARY OF CHANGE 1. The change to this issuance updates references and removes expiration language in accordance with current Chief Management Officer of the Department of Defense direction.

8. EFFECTIVE DATE. This instruction is effective November 14, 2013.

A handwritten signature in black ink that reads "Jim Miller". The signature is written in a cursive, slightly slanted style.

James N. Miller  
Under Secretary of Defense for Policy

Enclosures:

1. References
2. Responsibilities
3. Procedures

Glossary

ENCLOSURE 1

REFERENCES

- (a) Title 10, United States Code
- (b) DoD Directive 5111.1, “Under Secretary of Defense for Policy (USD(P)),” December 8, 1999
- (c) DoD Strategic Guidance, “Sustaining U.S. Global Leadership: Priorities for 21st Century Defense,” January 3, 2012
- (d) Deputy Secretary of Defense Memorandum, “Delegations of Authority,” November 30, 2006
- (e) Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict Memorandum, “Regional Defense Counterterrorism Fellowship Program Interim Guidance,” May 23, 2005 (hereby cancelled)
- (f) Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and Interdependent Capabilities Memorandum, “Regional Defense Counterterrorism Fellowship Program Interim Guidance Memorandum No. 2,” December 9, 2005 (hereby cancelled)
- (g) Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and Interdependent Capabilities Memorandum, “Regional Defense Counterterrorism Fellowship Program Interim Guidance Memorandum No. 3,” May 1, 2006 (hereby cancelled)
- (h) Regional Defense Combating Terrorism Fellowship Annual Guidance Message, current edition<sup>1</sup>

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<sup>1</sup> Available from the Office of the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict, 2500 Defense Pentagon, Room 5E368, Washington, DC 20301, (703) 697-3150.

ENCLOSURE 2

RESPONSIBILITIES

1. ASD(SO/LIC). Under the authority, direction, and control of the Under Secretary of Defense for Policy (USD(P)), the ASD(SO/LIC) is the principal staff assistant and advisor to the Secretary of Defense on CTFP matters. As such, the ASD(SO/LIC):
  - a. Sets CTFP program goals and objectives.
  - b. Develops an annual CTFP plan, budget, and review to ensure priorities align with CTFP program goals and objectives.
  - c. Ensures that CTFP guidance is synchronized with DoD security cooperation activities, pursuant to Reference (h).
  - d. Ensures that CTFP guidance is consistent and synchronized with DoD policy guidance and priorities.
  - e. Complies with all resource allocation policies and laws in preparation of reprogramming actions in support of the annual CTFP plan and budget.
  - f. Approves funding reallocating actions within the CTFP budget.
  - g. Represents CTFP in DoD policy and interagency groups and establishes interagency relationships and initiatives in support of CbT education and training.
  - h. To the extent possible, integrates CTFP guidance and priorities with priorities of other security force assistance and unified action programs.
  - i. Through the Deputy Assistant Secretary of Defense for Special Operations and Combating Terrorism (DASD(SO/CT)), provides direction to the geographic Combatant Commands on the execution of the CTFP Program.
  - j. Through DASD(SO/CT), and in coordination with the Director, Defense Security Cooperation Agency (DSCA), and the Office of the General Counsel of the Department of Defense, approves each proposed CTFP education and training course or event, and the candidates for participation in such course or event.
  - k. Through DASD(SO/CT), assesses program outputs and outcomes.
  - l. In collaboration with the DSCA, prepares and submits the annual CTFP report to Congress and the CTFP portion of the Foreign Military Training Report to Congress.

2. DIRECTOR, DSCA. Under the authority, direction, and control of the USD(P), the Director, DSCA provides administrative and financial support in the execution of the CTFP program and:

a. In coordination with the ASD(SO/LIC), ensures that CTFP matters are represented at the DoD regional centers, DoD schools, and the Combatant Commands.

b. Assists the ASD(SO/LIC) in the execution of procedures for the selection and training of DoD personnel for participation in CTFP-funded activities.

c. Communicates directly with DoD Component heads on CTFP matters over which DSCA has responsibility.

d. Assists the ASD(SO/LIC) with the integration of the CTFP into the security force assistance and unified action activities of the Combatant Commands consistent with ASD(SO/LIC) program goals and objectives.

e. Manages the budget execution for all CTFP-funded activities.

f. Develops methods for building a CbT network among DoD partners (other government agencies, partner nations, intergovernmental organizations, etc.).

g. Provides the ASD(SO/LIC) a quarterly program review on CTFP execution, including a view of the next quarter's scheduled events and travel schedule.

h. Integrates, as practical, CTFP activities with other security cooperation unified action programs.

i. Develops, reviews, authorizes, and manages dispersal and use of CTFP budget materials and allocates resources, as directed by the DASD(SO/CT).

j. Works collaboratively with the ASD(SO/LIC) to ensure that CTFP funds are obligated in compliance with applicable guidance found in Reference (h).

k. Executes financial management of the CTFP and ensure CTFP financial accountability.

l. Manages the Contracting Officer's Representative (COR) supporting CTFP contracts.

m. Collects data and supports the DASD(SO/CT) in the assessment of program outputs and outcomes.

n. Captures appropriate student and country data necessary for the DASD(SO/CT) and prepares the annual CTFP report to Congress, as well as the CTFP data portion of the annual Foreign Military Training Report to Congress.

3. SECRETARIES OF THE MILITARY DEPARTMENTS, COMMANDANT OF THE U.S. COAST GUARD, AND DIRECTORS OF DOD REGIONAL CENTERS. The Secretaries of the Military Departments, the Commandant of the U.S. Coast Guard, and the Directors of DoD regional centers, through their respective security assistance training activities, notify, administer, execute, and provide financial support for all CTFP-related activities, as needed.

4. COMBATANT COMMANDERS (CCDRs). The CCDRs:

a. Provide country training and project priorities related to CbT to the ASD(SO/LIC) for consideration in the development of the annual CTFP budget-allocation process.

b. Develop annual CTFP execution plans in their areas of responsibility consistent with ASD(SO/LIC) annual policy and budget guidance, including a description of how this fellowship will develop specific networks and relationships between U.S. special operations forces officers and their host nation counterparts. Such guidance will be provided prior to the Security Cooperation Education Training Working Groups sessions.

ENCLOSURE 3

PROCEDURES

1. CTFP-FUNDED EDUCATION AND TRAINING

a. CTFP-funded education is a mixture of existing traditional programs and activities designed to strengthen individual, country, and regional CbT capabilities and capacities, according to the priorities of the Secretary of Defense.

b. CbT training may not be provided at the tactical level, but is restricted to the strategic and operational levels. Activities may be conducted at U.S. military educational institutions, DoD regional centers, conferences, seminars, mobile education units, or other education programs.

c. The CTFP is focused on CbT education for mid-level to senior-level foreign military officers (senior non-commissioned officers may participate, as appropriate, and as approved by the ASD (SO/LIC)); ministry of defense officials; and security officials with CbT responsibilities. All participants must:

(1) Be vetted for human rights abuses, as required by annual appropriations acts (in a provision also referred to as the Leahy Amendment).

(2) Currently hold positions as foreign military officers, ministry of defense officials, or foreign government security officials. Steps must be taken to ensure that access to training and education is limited to those eligible and approved to receive CTFP-funded training.

d. A prerequisite for CTFP funding for an educational activity is that the event will provide unique CbT education, as identified by a CCDR and approved by the ASD(SO/LIC). The CTFP may pay for all costs associated with providing education, including but not limited to:

(1) Instructors.

(2) Transportation.

(3) Local travel and food.

(4) Related orientation programs (such as English language training).

(5) Course curriculum development.

(6) Program management (e.g., translation, printing).

e. DoD regional centers, DoD schools, Military Departments, the U.S. Coast Guard, and other stakeholders that make use of CTFP funding must abide by the requirements and guidance



called for within the approved CTFP-proposal documents. Funding of major events must be presented using the updated CTFP-proposal template.

f. CTFP invitational courses are those courses that have approved CbT content and have a portion of their seats set aside for qualified CTFP students. In return, the CTFP guarantees an annual funding quota for the institutions that offer these courses. The funding is to be used exclusively for CTFP participation.

(1) Invitations are allocated based on country requirements and Combatant Command recommendations, with final decisions made by the ASD(SO/LIC).

(2) Any remaining seats may be funded with CTFP direct country allocations, with Combatant Command CTFP discretionary funds, or with the International Military Education and Training Program or other funds made available for this purpose.

(3) Additional instructions for invitational courses will be provided by the ASD(SO/LIC) in Reference (h), which is issued annually.

g. On a case-by-case basis at a CCDR's request, CTFP funding may be approved for a targeted CbT education and training event. Such education and training are designed to address a country need that is not met through existing training courses, activities and events, mobile education teams, mobile training teams, or Regional Center programs. However, such training must contain a substantive education component, and may not simply be a "meet-and-greet" activity or a distinguished visitor orientation tour.

h. CTFP funds may not be used to fund directly the costs of developing or presenting courses sponsored by non-DoD entities, but may properly pay for tuition-type costs chargeable for students on a per-student basis or a fair and balanced basis that represents a proportionate share of allowable costs.

i. Additional requirements and restrictions applicable to CTFP programs are included in Reference (h), which is issued annually.

## 2. CTFP SECURITY COOPERATION

a. Security cooperation offices (SCOs) and other country team entities within the CCDR area of responsibility must include key CbT country requirements in the Combined Education and Training Program Plans that will be developed and approved by the CCDR. This process must be carried out in a timely manner so as to allow for advance planning and maximum flexibility to accommodate country requests.

b. Security cooperation and assistance activities, including the selection and training of CTFP nominations and funding of CTFP activities, must be executed with the same high degree of attention, efficiency, and sensitivity that is applied to other DoD activities, with the objective of building positive relationships with partner nations.

3. EXCEPTIONS. CTFP funds must not be used:

- a. To fund the equipping of foreign governments.
- b. For construction purposes, including procuring equipment to be used for construction.
- c. For lethal training, joint combat exercises, or other types of combat training.
- d. For social events or receptions.
- e. For any item exceeding the investment-item unit-cost ceiling for operation and maintenance appropriations, currently \$250,000.
- f. For participation of U.S. Government officials unless they are administrators or instructors for courses or training events.

4. CTFP FUNDS. CTFP funds may be used to:

- a. Fund the costs of facility rentals. They may also be used to fund lunch and light refreshments in accordance with DoD and U.S. Government regulations.
- b. Purchase books and training materials to the extent that these materials are required for specific CbT education and training. In the case of language instruction, CTFP funds may be used to fund the attendance of students, and to purchase materials (e.g., books, audio tapes, quiz kits, and laboratory activity texts), provided that the materials are being used by students who are scheduled to attend CbT education and training.

5. STUDENT ELIGIBILITY FOR INVITATIONAL AND INDIVIDUAL TRAINING

- a. Candidates must:
  - (1) Meet the eligibility requirements of the institution offering the training program.
  - (2) Meet the English language requirement of the training program (i.e., receive the minimum required English Comprehension Level score or equivalent) or receive an English language waiver from the participating institution.
  - (3) Receive a human rights verification by the Department of State (DOS) before attendance may be authorized. The verification, if favorable, should read as follows: “DOS/Embassy verifies that it possesses no credible information of gross violations of human rights by the individual or unit participating in this training.”

b. Candidates should be mid-level to senior-level foreign military personnel or applicable civilian security officials who currently have positions or duties directly related to CbT or security in their countries, and whose post-education duties are expected to relate directly and substantially to CbT or security. This includes, but is not limited to, military officers and civilian government security officials who will serve in a CbT or security-related unit and be assigned operational and executive responsibility over CbT-related functions.

(1) In general terms, a security official is a full or part-time government employee (national, regional, or local) whose job involves security duties related to CbT. Qualifying positions include, but are not limited to: police, border patrol, Coast Guard, customs, and ministry of defense officials. A policymaker may be considered a security official, depending on the responsibilities of the office and the policymaker's individual portfolio.

(2) Foreign disaster response and emergency preparedness personnel may be considered security officials and, therefore, be eligible for CTFP funding if:

(a) The personnel in question work for or are under the direction of an agency responsible for responding to a mass casualty or mass care incident in the event of a terrorist attack (not just natural disasters).

(b) The mission of the agency and its authority for responding to a terrorist incident are clearly defined.

(c) CTFP training will substantively enhance the nominated person's ability to mitigate the effect of or the possibility of terrorist attacks.

## 6. GUIDELINES FOR DETERMINING PARTICIPANT ELIGIBILITY FOR MOBILE COURSES

a. CTFP funds may only be used to provide education for qualified CTFP students. To the extent that other students receive education at a CTFP-funded course, any incremental costs associated with the education of those students must be covered by other funding sources.

b. Candidates should be mid-level to senior-level foreign military personnel, Ministry of Defense officials, or security officials who currently have positions or duties directly related to CbT or security in their countries, and whose post-education duties are expected to relate directly and substantially to CbT or security. This includes, but is not limited to, military officers and civilian government security officials who will serve in a CbT or security-related unit and be assigned operational and executive responsibility over CbT-related functions.

c. Candidates must receive a human rights verification by the DOS before attendance may be authorized. The verification, if favorable, should read as follows: "DOS/Embassy verifies that it possesses no credible information of gross violations of human rights by the individual or unit participating in this training."

## 7. FORMULA FOR CANDIDATE EVALUATION

a. In general, the ASD(SO/LIC) will employ the following 100-point scoring methodology to evaluate candidate nominations.

(1) Country: Up to 30 points will be awarded based on the country that is nominating the candidate, with a clear preference for countries given higher priority in Reference (h) and other DoD overseas contingency operations prioritization guidance.

(2) Candidate: Up to 40 points will be awarded based on:

(a) The candidate's rank (with projected potential), with a clear preference for mid- to senior-level candidates;

(b) The candidate's CbT duties (operational or strategic level);

(c) The relevance of the proposed course to the candidate's future positions.

(3) Course: Up to 30 points will be awarded based on the nature of the course, including the extent to which the course focuses on counterterrorism and has a strategic or operational focus.

b. Combatant Commands, offices of defense cooperation (ODC), and SCO should bear these criteria in mind when seeking to program courses and when submitting candidate nominations to ASD(SO/LIC) for approval. As a general rule, a score of 80 points or above would be required for approval. Some exceptions may be possible if there are other compelling factors that might suggest that CTFP funding is appropriate in a given case. When exceptions are requested, Combatant Commands and ODCs and SCOs must provide sufficient detail to explain how the request fulfills a CbT requirement and thus warrants approval. Such details are crucial when CTFP funding is requested to support non-commissioned officers, warrant officers, and junior officers, or to support tactical-level courses.

c. The candidate evaluation carries the most weight in light of CTFP's focus on individualized education and training. Articulating the candidate's relevance to the overall CbT strategy and implementation aids in the decision process.

## 8. PROCEDURES FOR SELECTION OF STUDENTS

a. The ODCs and SCOs will solicit individual candidates (working with applicable ministries or agencies in the host country).

b. The SCOs will confirm that the candidate meets all requirements (i.e., undergraduate degree, requisite English language competence, human rights verification). In order to check the "Ambassador approval" line on the Security Assistance Network Web (SANWeb) form, country

teams should have an internal approval process based on their individual embassy guidelines (e.g., periodic briefings to the ambassador, ambassadorial signatures on individual nomination packets, or delegated authority by the ambassador to the SCO).

c. No later than 60 days prior to the course report date, the SCO will submit the candidate nomination, including the human rights verification information, into the SANWeb. The nomination will be forwarded to the Combatant Command CTFP manager. Country teams should ensure they are aware of human rights verification procedures and average processing times at their embassies and plan accordingly.

d. No later than 45 days prior to the course report date, the Combatant Command CTFP manager will obtain Combatant Command approval and forward the nomination to the Office of the ASD(SO/LIC) via the SANWeb. Candidate nomination packets must be complete or they will be sent back without review. Also, review of nominations may be slowed considerably when obscure terms or acronyms are used and when the candidates' unit missions are not explained.

e. The ASD(SO/LIC) will coordinate the nomination with CbT policy regional desks, Office of the USD(P) regional desks, Joint Staff Strategic Plans and Policy Directorate (J5) regional desks, and the Office of the General Counsel of the Department of Defense. The DASD(SO/CT) will make the final decision.

f. DSCA will enter the final approval in the SANWeb upon DASD (SO/CT) approval.

g. The Combatant Command, the SCO, DSCA, and the applicable Military Department will be notified of the final approval via an e-mail message generated by the SANWeb.

h. Each fiscal quarter, DSCA pre-releases funds to the Military Departments, based on courses programmed in the SANWeb. After the ASD(SO/LIC) gives final approval, the Military Department will issue a fund cite to the SCO for the candidate's travel, and release funding for the course cost to the school.

## 9. PROCEDURES FOR PROGRAM ASSESSMENT

a. In order to ensure that the DoD realizes sufficient return on investment of the CTFP, the DSCA, in coordination with ODCs and SCOs, will assess the effectiveness of the CTFP by determining the level of increasing cooperation of governments of foreign countries with the United States in the National Counterterrorism Strategy.

b. The ODCs and SCOs will report to the DSCA the results of seminars, courses, and workshops through an annual review of the expansion of the CbT network, the number of returning students to CTFP-sponsored events, and an evaluation of CTFP alumni in subsequent assignments, including training events, operations, activities with other members of the CbT network, and their successful attempts to counter ideological support for terrorism and violent extremism.

c. This assessment will be included in the annual report to Congress, and used by the ASD(SO/LIC) to inform actions taken to improve the program.

GLOSSARY

PART I: ACRONYMS AND ABBREVIATIONS

ASD(SO/LIC)	Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict
CbT	combating terrorism
CCDR	Combatant Commander
CTFP	Combating Terrorism Fellowship Program
DASD(SO/CT)	Deputy Assistant Secretary of Defense for Special Operations and Combating Terrorism
DOS	Department of State
DSCA	Defense Security Cooperation Agency
ODC	office of defense cooperation
SANWeb	Security Assistance Network Web
SCO	security cooperation office
USD(P)	Under Secretary of Defense for Policy

PART II: DEFINITIONS

These terms and their definitions are for the purposes of this instruction.

Combined Education and Training Program Plan. A 2-year education and training plan for security assistance that is approved by a CCDR.

DoD schools. DoD institutions for professional military education.