



APPENDIX B: JOINT AND MULTINATIONAL EXERCISES

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Coincidental with testing and evaluating mutual capabilities, joint and multinational exercises may include training and construction, as well as [humanitarian and civic assistance](#) (HCA) projects, within a host country. Although the exercises may be conducted between US Air Force and the host air force units only, maximum utility is realized when they involve joint as well as multinational operations.

INTEROPERABILITY AND SAFETY TRAINING

Interoperability Training

The purpose of interoperability training is to ensure that US and [host nation](#) (HN) forces can function as mutually supporting entities during combat operations. Training to achieve interoperability should include doctrine, tactics, individual skills, weapons familiarization (particularly if US and host forces use different weapon systems), maintenance, and command and control procedures.

Interoperability training assumes that comparably proficient units are involved. The training experience allows US commanders to learn how other forces conduct [internal defense and development](#) operations and to develop the most compatible methodology, consistent with US [foreign internal defense](#) (FID) policies and objectives, for operating together.

If the foreign force is not proficient enough to conduct multinational operations with US forces, foreign military sales provided under security assistance should be conducted to equalize the foreign force before multinational exercises are undertaken. Joint-multinational exercises are not to be used to provide training to foreign military personnel if that training is normally provided under security assistance.

Safety Training

Safety training reduces the risks inherent in conducting military operations by two or more forces differing widely in language, culture, geographic origin, technology, and practical experience. Mutual safety is improved not only through training in the use of

specific weapons but also through standardization of tactics, techniques, and procedures.

CONSTRUCTION

Construction related to multinational exercises is permitted under two sets of rules, one for Joint Chiefs of Staff (JCS) exercises and another for non-JCS exercises.

JCS Exercises

Set-aside funds contained in the unspecified minor construction account of each US military Service pays for all exercise-related construction during JCS exercises. Set-aside funds cover only material, supplies, nonmilitary labor costs, overhead (except planning and design costs), and Department of Defense (DOD)-funded costs applicable to operations and maintenance (O&M) of equipment. O&M funds may not be used for construction related to JCS exercises.

Non-JCS Exercises

During non-JCS exercises, O&M funds may be used to construct or improve facilities under US control, if each construction project results in a usable facility for US units to take part in the multinational exercise. Strict project rules and precise funding limits are established for such construction.

HUMANITARIAN AND CIVIC ASSISTANCE

US Armed Forces personnel participate in HCA activities to create strategic, operational, and/or tactical effects that support combatant commander objectives in theater security cooperation or designated contingency plans while concurrently reinforcing skills required for the operational readiness of the forces executing the HCA mission. HCA may involve cooperation with host-nation military or paramilitary elements (to include the participation of third party organizations such as non-governmental or private and/or voluntary groups) to establish trust and enhance relations with those entities, but may not be provided directly or indirectly to any individual, group, or organization engaged in military or paramilitary activity.

Authority

HCA activities should be distinguished from similar types of projects that the Air Force may undertake to accomplish a military operation and that result in incidental benefits to the local population. Purpose and intent are the key factors in determining whether a specific activity is covered by Title 10, US Code, *Armed Forces*, § 401, "[Humanitarian and civic assistance provided in conjunction with military operations](#)." For example, if an Air Force unit digs wells, clears land, and cuts a road through the jungle to service a base camp for the benefit of that unit; those activities would not constitute HCA even if they result in ancillary and unintended benefits to a local populace.

Expenses incurred as a direct result of providing HCA (other than minimal cost HCA) to a foreign country shall be paid for with funds specifically appropriated for such purposes (specifically included in Air Force's operation and maintenance account). Funding for HCA activities is provided by the annual National Defense Authorization Act and obligated for incremental expenses such as costs for consumable materials, supplies, and services, if any, that are reasonably necessary to execute HCA activities. Funding does not include costs associated with the military operation (e.g., transportation, personnel expenses, petroleum, oils and lubricants, repair of equipment), which would likely have been incurred whether or not the HCA was provided.

Forms of HCA

Use of HCA is limited to authorized HCA activities and minimal cost HCA, as defined by Department of Defense Instruction 2205.02, [Humanitarian and Civic Assistance \(HCA\) Activities](#). Commanders contemplating the use of HCA should seek legal advice on the form of HCA most appropriate for the operation or exercise being conducted, especially with respect to rules governing HCA limitations and funding.

HCA Activities. HCA activities performed in conjunction with authorized military operations include medical, surgical, dental, and veterinary care provided in rural or underserved areas of a country. Activities may include education, training, and technical assistance related to the care provided; construction of rudimentary surface transportation systems; well-drilling and construction of basic sanitation facilities; and rudimentary construction and repair of public facilities. HCA projects are planned and developed through normal security cooperation protocols. The country team in coordination with the HN develops project nominations. When the plan is developed, it is coordinated through United States Agency for International Development to determine no duplication of efforts and is approved by the US ambassador to the country. Recommended HCA projects are then submitted to the combatant commanders for prioritization and funding; they in turn submit their projects to the JCS for coordination with legal counsel, country desk officers, the Department of State Bureau of Political and Military Affairs, and the Office of the Under Secretary of Defense for Policy, who finally approves project nominations. Messaging within the HN is achieved in coordination with and through the US embassy.

Minimal-Cost HCA. The maximum amount authorized for a minimal-cost project is included in the annual HCA guidance message prepared by the Assistant Secretary of Defense for Global Strategic Affairs. The determination that an expenditure is "minimal" shall be made by geographic combatant commanders for activities within their respective areas of responsibility, in the exercise of reasonable judgment, in light of the overall cost of the military operation in which such expenditure is incurred, and for an activity that is incidental to the military operation.

Stevens HCA. This provides that O&M funds may be used to pay costs incurred in providing HCA incidental to authorized military operations. Stevens HCA is limited to

JCS-directed or coordinated exercises. Stevens HCA must complement, not duplicate, other assistance provided by the US and enhance the security interests of both the US and the HN. It must enhance the operational skills of US military personnel and must be “incidental” in nature. Incidental HCA are those activities that are “minor” when viewed in the context of the overall exercise scenario in which they occur.
