Chapter 2

A Lexicon for Holistic Capacity Building

Understanding the Need

Among the challenges the U.S. government and partner nations face when planning and implementing capacity building missions is the absence of a common lexicon—a shared set of terms and concepts that will enable capacity builders to plan and operate in concert. Simple terms like “assessment” and even “capacity” can mean very different things to different people across and even within governments.

Imagine a scenario in Washington in which program managers from different agencies are meeting to discuss programming to address the security sector challenges in a particular country. The state department participant argues that one of the first steps is to conduct an assessment of the country’s security sector. There is agreement around the table that an assessment is necessary. But it quickly becomes apparent that each participant’s understanding of “assessment” varies widely around the room. For the defense department, an assessment is a measure of the existing systems and practices of an institution, like the military, with an emphasis on how those systems and practices can be strengthened to support U.S. interests. The evaluation framework for such an assessment thus closely mirrors that of the United States. For the state department program manager, however, an assessment requires mapping the supported nation’s systems and practices. This process relies on supported nation stakeholders to identify and define gaps. The differences in approach may seem minor, but the implications are quite significant.

First, because the initial questions are different, the analysis itself is also very different, yielding very different findings. Second, these findings lead to very different policy decisions and thus different programming. Although it is possible that these different approaches to assessment may produce complementary programming, such an outcome is not by design. It is more likely that the assessment outcomes lead to interventions that are at odds—and run the risk of violating the principle of “do no harm” (for further discussion of this and other principles of holistic capacity building, see chapter 3).

Another source of confusion when agencies and partners attempt to coordinate is between the terms “capability” and “capacity.” For example, imagine an individual who is an expert in logistics management. He or she has the knowledge and understanding to manage and control the flow of goods, information, and services. This means, he or she has the capacity. The logistics management computer system he or she uses to move the goods, information, and

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services is the capability. This distinction seems quite simple, but for some agencies and partners, the meaning of the terms is actually reversed: capability as we have defined it means capacity, and a capacity is a capability. The confusion these terms generate illustrates perfectly why this lexicon is needed. How can we determine the goal or target of a capacity building mission if we do not even define “capacity” the same way? Without a lexicon, capacity builders in the holistic sphere might as well be speaking different languages.

The absence of a shared language is not a new problem nor is it specifically an American challenge. Diplomats and soldiers have long used different languages for their craft. Just as the U.S. interagency is seeking to learn from the lessons of their experiences building capacity in Afghanistan, so too are partner nations reassessing how they provide foreign assistance. The U.S. and allied experience in Afghanistan provides numerous lessons that point to the costs of miscommunication. Although there are examples of successful coordination and communication, this is often the exception and not the rule. Interviews conducted by the USIP project team highlight that these questions posed in Washington reflect similar efforts in London, Berlin, and elsewhere. An underlying theme of all of these efforts is to improve how capacity building is designed and delivered to have lasting and measurable, impact. Holistic capacity building is one answer. Doing so requires that we have a common language.

The absence of a common language and the inability to communicate clearly and to coordinate can lead to costly miscommunications and may even cripple programs and missions. Without a common language and a shared approach, partner nations miss opportunities to design, plan, and implement capacity building programs holistically. By having a common lexicon, every agency or partner nation operating in the holistic capacity building sphere—the space where these actors operate in concert—can optimize agency and partner efforts through streamlined communication and improved understanding.

This chapter offers a glossary of terms that are meant to serve as a holistic capacity building lexicon—a common language—to be used in strategy, planning, and implementation across the U.S. interagency and with partner nations. The lexicon is a valuable resource and one that will dovetail nicely with the other tools offered by this handbook. It is meant to complement the two main tools in this handbook, the capabilities mapping and decision making matrices.

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3 Clear understanding and communication among Partner Nations, Supported Nations, and within the US government are critical for conducting capacity building in a more holistic manner. When there is efficient coordination between agencies and partner nations, there can be a positive, lasting effect.
found in subsequent chapters. Although this glossary offers new definitions for some common terms, the lexicon is not intended to replace any ministry or department’s official language. This lexicon is intended for use within the holistic capacity building sphere. This is an important caveat. In creating this lexicon, it is not our intent that U.S. and allied agencies and departments change their policies or doctrines to incorporate this new language. Instead, this lexicon is offered to enable collaboration by providing a shared language that all actors engaged in a holistic capacity building effort can use to communicate effectively when they plan and act in concert.

Introducing the Lexicon

Creating a shared language is the first step in creating a holistic capacity building guide. A common lexicon will help to simplify the process of collaboration, facilitating clear communication that can increase the effectiveness and impact of foreign assistance. This is not a simple exercise. Doctrine and tradition are built around clearly defined terms, and these may not coincide with the definitions included in the lexicon. But we urge the reader to consider accepting the new lexicon and reassessing their understanding of how they—and interagency counterparts and partners—understand these terms when operating in the holistic space. The lexicon goes hand in hand with the new holistic approach. One cannot be adopted without the other. If a new holistic approach is to be accepted, it is imperative that a new language be accepted as well.

The terms were selected for very specific reasons. Some were included, like “capacity” and “capability,” because their usage brings challenges to communication, coordination, and cooperation in any foreign assistance mission. Others were selected because their meanings are vague, or agency or country-specific. The lexicon includes terms used by everyone but which may have different meanings to the users. It also includes key terms associated with foreign assistance and capacity building. Many were selected following a careful review of sources that include DOD publications, USAID documents, State Department policy, and USIP Peace Terms: Glossary of Terms for Conflict Management and Peacebuilding. Others were added upon the recommendation of end users who represent capacity building professionals from across the U.S. government and the five key partner nations – Australia, Canada, France, Germany, and the UK.

Finally, the purpose of the lexicon is not to create a definitive dictionary of terms for all foreign assistance and capacity building activities. The glossary does not include terms unique to individual departments and agencies, such as “Defense Institution Building.” Also excluded were terms that are not directly relevant to holistic capacity building, such as “Foreign Internal Defense.” Although there are many terms that are peripheral or indirectly related to capacity building, the lexicon includes only those terms that are relevant to working together holistically. It provides a glossary of key words and concepts to enable capacity builders at the policy, strategy, planning, and implementation stages to work together to design and implement capacity building holistically.
The long term goal is for this lexicon to be continually updated as a “living document.” Just like any other language, terms can be added and modified over time to reflect the ever-changing needs and realities of the foreign assistance landscape. As it evolves and adapts, we hope that the holistic capacity building lexicon will serve as a conduit for more effective communication and collaboration across the USG and its partners.

Glossary of Terms

A

Absorptive Capacity is the amount of new information or assistance that a government can effectively use given its existing infrastructure as well as its human and institutional capacity.

Accountability is the principle that individuals, including public officials, are held responsible for their actions. Such obligations are imposed by law, regulation, or practice.\(^6\)

Advisor is a capacity builder who is called upon to assist host nation or supported nation counterparts and their institutions to address gaps in capacity that impact the ability of a government to provide services. Advisors are usually technical experts with significant experience in their field. Due to cultural sensitivities, the term mentor is sometimes used in place of advisor.

Agency is an organization, office, or bureau that is responsible for the oversight and administration of specific functions for a government.

Appropriation is authority given to U.S. federal agencies to incur obligations and to make payments from the U.S. Department of Treasury for specified purposes. An appropriation act, the most common means of providing budget authority, usually follows the enactment of authorizing legislation. In some cases, the authorizing legislation itself provides the budget authority.\(^7\)

Authorization creates or continues the operation of a U.S. federal program or agency, either indefinitely or for a specific period of time. It can also sanction a particular type of obligation or expenditure within a program.\(^8\)

Armed Groups are armed non-state actors that include insurgents, terrorists, militias, and criminal organizations. Unlike the police or armed forces, which are sanctioned by the laws of a government, armed groups are nonstatutory forces that have at least a minimum degree of

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independence from state control. They employ a clandestine infrastructure as their key organizational method, although they may maintain overt political fronts. Armed groups operate within and across state boundaries and may exercise some degree of territorial control.9

**Assessment** is both an activity and a product in the holistic capacity building sphere. As an activity, it involves a survey of existing capacities that identifies gaps. As a product, an assessment is usually a written report of the activity or survey, which can include recommendations informed by the survey. The use of the term in the holistic capacity building sphere should not be confused with other, sector specific uses, such as the assessment of the effectiveness of employing military force during operations, a threat assessment, or a judgement of the motives and qualifications of potential intelligence sources.10

B

**Best Practices** are the methods, approaches or tools that have been demonstrated to be effective, useful, and replicable.11

**Budget Authority** is the authority conferred by law to borrow or contract funds of the U.S. Federal Treasury. The U.S. Congress provides this authority through annual appropriations acts and substantive legislation which authorizes direct spending.

**Building Partnership Capacity (BPC)** is a U.S. Department of Defense policy to enhance both the capacities and capabilities of Supported Nation military and security forces.

C

**Campaign Plan** is a joint operation plan that serves as a primary vehicle for designing, organizing, prioritizing, integrating, and executing U.S. Department of Defense Security Cooperation activities.

**Capability** is a resource that a government, institution, or security actor possesses. It can be either a material tool (e.g. armored personnel or logistics database) or a system or process (e.g. doctrine, practice, or Standard Operating Procedure (SOP)).

**Capacity** is the knowledge of and ability to deploy a capability effectively. The term was originally applied to institutions – hence the related term institution building – but more recently it has been applied to a wide range of stakeholders, including individuals. At the individual level, capacity refers to the knowledge and skills that people have acquired by study or experience. At the organizational level, capacity refers to management structures, processes,

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systems, and practices as well as an institution’s relationship with other organizations and sectors including public, private, and community organizations.\(^\text{12}\)

**Capacity Building** is a process by which people institutions and societies can develop, strengthen, and expand their ability to meet their goals or fulfill their mandates. Typical approaches to capacity building includes the deployment of trainers, advisors, mentors, and expert teams.

**Capacity Development** is often used as a synonym for capacity building.

**Chief of Mission (COM)** is the principal officer in charge of a U.S. diplomatic mission to a foreign country, foreign territory, or international organization. COM is usually but not always the U.S. ambassador.\(^\text{13}\)

**Civil-Military** describes the relationship between the civil authority of a given society and its military. In conflict environments, the term is used to describe the relationships among civilian and military actors working in the same space. In the U.S. interagency it is often used as synonym for comprehensive, whole-of-government, or holistic. For the purpose of this lexicon it is recommended that the term **interagency** be used.

**Civil Society** is a collective term for nongovernmental and nonprofit groups (often referred to as Civil Society Organizations or CSOs) that include civic, educational, trade, labor, charitable, media, religious, recreational, cultural, and advocacy groups, as well as informal associations and social movements.

**Counter Insurgency (COIN)** is an integrated and comprehensive set of political, economic, social, and security efforts to end an insurgency and to create and maintain stable political, economic, and social structures to prevent its recurrence.\(^\text{14}\)

**Combatant Command (CCMD)** is a U.S. Department of Defense unified command with responsibility for a geographic region or functional area in support of U.S. strategic objectives. Each CCMD maintains command and control of U.S. military forces, regardless of branch of service, in a geographic Area of Responsibility (AOR) or functional area in peacetime as well as in conflict. There are nine unified combatant commands: Northern Command, Southern Command, Africa Command, European Command, Central Command, Pacific Command, Transportation Command, Special Operations Command, and Strategic Command.

**Community policing** is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the


immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.  

**Contractor** is a private company that produces goods or services under contract. Contractors range from individuals and small businesses to multi-billion dollar global corporations.  

**Conventional Forces** are military forces that are capable of conducting operations using nonnuclear weapons. The term is also used to denote forces other than designated special operations forces.  

**Coordination** is harmonizing efforts among multiple organizations working towards a similar goal. Also called unity of effort within the U.S. Department of Defense.  

**Countering Violent Extremism (CVE)** is a conceptual approach for preventing violence motivated by political, social, cultural, and/or religious ideologies and grievances.  

**Counter-Narcotics (CN)** is a conceptual approach for preventing, managing, and mitigating illicit drug economies.  

**Counterterrorism (CT)** is a conceptual approach for neutralizing terrorists, their organizations, and networks.  

**Country Team** is an operational decision making group in an embassy, consulate, or overseas post that guides the mission and coordinates all agency programs and priorities within the context of strategic plan for that country.  

**Crisis Management** is the process by which an organization deals with a major event such as a natural disaster, epidemic, or large scale violence that threatens to harm a society and/or its government.  

**Democracy** is a system of government in which power is vested in the people who rule either directly or through elected representatives.  

**Do No Harm** is a principle that acknowledges that any intervention carries with it the risk of unintended consequences. It requires that all planned programs consider the full range of possible consequences of any intervention through inclusive consultations.  

**Doctrine** is formal guidance issued by a government institution for a specific set of activities.

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Emergency Response is the organizing, coordinating, and directing of available resources to respond rapidly to an event to ensure basic humanitarian needs are met.\textsuperscript{18}

Evaluation – See Monitoring and Evaluation

Export Control is the enforcement of laws and regulations governing the trade of certain equipment, software, and technology.\textsuperscript{19}

Facilitator is an individual who takes a neutral role in a formal or informal discussion between two or more groups, parties, or interests that aims to identify common objectives and to help participants develop a plan of action in response.

Foreign Assistance is aid provided to foreign governments. For the U.S., there are five categories of foreign assistance. These include bilateral economic assistance, multilateral economic assistance, humanitarian assistance, security assistance, and law enforcement assistance. The two primary Acts of Congress that authorize U.S. foreign assistance are the Foreign Assistance Act and the Arms Export Control Act.\textsuperscript{20}

Foreign Assistance Act (FAA) of 1961 is a United States Act of Congress that serves as the cornerstone of U.S. foreign assistance policies and programs. It assigns the Secretary of State with responsibility for the “continuous supervision and general direction of economic assistance, military assistance, and military education and training programs, including but not limited to determining where there shall be a military assistance (including civic action) or a military education and training program for a country and the value thereof.”\textsuperscript{21} Since 1985, the last year Congress passed a comprehensive reauthorization of the FAA, both Congress and the President have promoted a variety of specialized authorities in freestanding legislation, such as the Millennium Challenge Act of 2003.

Foreign Policy is the instrument by which governments promote their interests and engage with other countries and international organizations.

Funding Authority – See Budget Authority


\textsuperscript{21} Section 622(a) and (c) (22 U.S.C. 2382(a), (c)) of the FAA.
**Gender Mainstreaming** is a programmatic approach to enhance the inclusivity of both men and women in any planned activity or policy.

**General Purpose Forces (GPF)** are armed forces capable of conducting conventional military operations. In the U.S., GPF includes all military combat and support forces in the Army, Navy, Air Force, and Marines but does not include Special Operations Forces. Also known as conventional forces.

**Governance** is a concept that promotes the inclusion of all members of society in determining how laws are formulated and enforced and how resources are allocated through enhanced accountability and transparency measures. It also requires respect for the rule of law by both government and citizens.

**Government** is a set of executive, legislative, judicial, and administrative institutions that direct and manage the functions of a country.

**Grant** is a sum of money given by a government or private organization for a specified purpose.

**Holistic** refers to the comprehensiveness of approach and of impact. A holistic assessment is one that takes a systemic approach to understanding all of the functions of a state, its society, and the broader environment with respect to the core problem and how each of these functions are correlated and integrated. Holistic design refers to programs that are conceptualized to take into account system-wide impact. Although the activity itself may be narrow (for e.g. reforming police practices), holistic programmatic design would weigh the broader systemic impact (e.g. the impact such reforms would have on how ministerial oversight would be exercised over these reformed forces) to ensure that programs adhere to the principle of do no harm. Holistic implementation, also known as whole-of-government or whole-of-community, refers to the comprehensiveness and/or magnitude of participation in the activity in terms of agency partners or in terms of partner nations. According to the OECD DAC Handbook, donor assistance is holistic when it incorporates “activities with multi-sector strategies, based upon a broad assessment of the range of security and justice needs of the people and the state.”

**Host Nation** – See Supported Nation

**Human Security** is a concept that emerged in the 1990s to focus not on the security of a government but on the protection of the individual. It is a very broad term that includes welfare, education, health, and environment alongside more traditional elements of security.

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**Humanitarian Relief** is aid that seeks to save lives and alleviate the suffering of a crisis-affected population.\(^23\)

I

**Impact** is the result from or effect of a project or program. It is often used to refer to the higher level effects of a program or project in the medium or long term. Impact can be intended or unintended. It can also be positive or negative.\(^24\)

**Implementer** is the individual or organization with responsibility to deliver a program or action.

**Infrastructure** is the physical facilities and organizational elements in a country including roads, bridges, power plants, transportation, and communication systems.

**Infrastructure Development** is the creation or reinforcement of sustainable infrastructure using human, material, and financial resources.

**Insurgency** is the organized use of subversion and violence to challenge, nullify, or seize a government.

**Instability** is a state of weakened of political institutions which can result in social unrest, increased violence, and criminal activities.

**Intelligence** is the collection of information of political, military, or economic value which is analyzed and refined for use by policymakers. The term can be used to refer to a *product* that consists of synthesized information intended for policymakers or the *process* through which that information is identified, collected, and analyzed. It can also refer to the *organizations* and larger *community* that collect, analyze and disseminate this information.\(^25\)

**Interagency** refers to multiple agencies or institutions of a government working in concert to achieve a common objective.

**Intergovernmental Organization (IGO)** is an organization composed primarily of sovereign states (referred to as member states) or of other intergovernmental organizations.

**Internally Displaced Person (IDP)** is a person who has been forced to flee or leave their home, but without crossing an internationally recognized border, as a result of, or in order to avoid, the effects of conflict, violence, or natural disaster.

**Institution Building** is a capacity building activities that aims to strengthen systems, processes, policies and practices of government institutions with the goal of enabling them to provide

systematic and consistent service to their populations. Some countries have sector specific institution building programs, such as the U.S. Defense Institution Building (DIB) program.

**Institutional Capacity** is the ability of an institution to harness financial, human, and technological resources to carry out its mandate effectively and efficiently.

**Institutional Culture** refers to the set of shared assumptions, values, and beliefs that govern how an institution carries out its mission.

**Institutionalization** refers to the process whereby a concept, role, or practice within an organization is integrated and becomes standardized.

**J**

**Judicial Actors** are individuals who work in or are associated with the *judiciary*, the ministry or department of justice, and other justice institutions.

**Judicial Independence** is the concept that the *judiciary* or courts are free from improper influence by other branches of government or private interests.

**Judicial system** is the infrastructure of justice institutions and actors and the legal mechanisms for adjudication that uphold the rule of law.

**Judiciary** is the branch of government which administers justice and adjudicates laws. It includes courts of law and judges.

**K**

**Knowledge Transfer** is the process of sharing information and skills with a target audience to enable them to integrate that knowledge into daily practice. Knowledge transfer can be accomplished by such methods as education, training, mentoring, and advising. Due to cultural sensitivities, the term mentor is sometimes used in place of advisor.

**L**

**Legitimacy** is the acknowledgement that an actor has, is recognized as having, a legal or moral claim to rule or act on behalf of a relevant population. A government’s legitimacy is founded on a shared consensus about the political and moral values that define the state and its society. It is also derived from the government’s ability to perform core functions for its citizens – functions such as infrastructure, health, food, education, as well as safety and border security. Non-state actors (e.g., armed groups, political movements, and charismatic leaders) have legitimacy because they have, or are believed to have, a just cause or a moral or legal right to act. Non-state actors win legitimacy through tangible actions taken in furtherance of a cause or through a vision.
of the future that is perceived as being more just.²⁶ In terms of an intervention, legitimacy refers to the degree to which an operation is authorized by an appropriate international or regional body and that the operation’s mandate and conduct are accepted by the affected population and the Supported Nation government.

Lessons Learned are generalized findings from the evaluation of specific circumstances that highlight strengths or weaknesses in preparation, design, and implementation, affecting the performance, outcome or impact of a program or project.²⁷

Letter of Agreement (LOA) is a written list of goods or services to be provided at the agreed-to price, terms, and time. It becomes a binding contract when signed by the associated parties. Also known as a Letter of Offer and Acceptance, which specifically refers to defense articles and services the U.S. government proposes to sell to another country.²⁸

Local Actor is an individual, organizations, or government in a Supported Nation.

Logistics is the planning, management and movement of goods and other support from its origin to a point of consumption, usually referring to the transport of personnel, weapons, vehicles, foodstuff, and equipment.

Local Ownership is the principle that local actors should control the identification, design, and implementation of capacity building activities in their country so that those activities can be locally implemented and sustained when foreign assistance ends. Local ownership attempts to bridge the asymmetries inherent in the donor-recipient relationship.

M

Ministerial Capacity – See Institutional Capacity

Ministry is a government institution (in the U.S., a department) responsible for administering a specific sector.

Monitoring is the observation of an activity or process, usually by an independent party.

Monitoring and Evaluation is a process through which information is systematically gathered to measure the outcome, impact, and effectiveness of an intervention in a supported nation.

Monopoly of Force is a concept in which a state has a monopoly over the legitimate use of coercive force when the forces and institutions of the security sector are under government control. In practice, this means that all forces that operate within the territorial confines of a sovereign state are sanctioned by law and are led, managed, provisioned, trained, and deployed

²⁷ Department of State, “Guidance for Planning and Conducting Evaluations,” (December 11, 2013), 27.
by the state (ministries of defense or interior, the executive authority, and ultimately, the people they serve). This category can also include various private security actors provided the state permits them to wield force but ultimately retains “the sole right to use [or authorize the use of] physical violence.”

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N

**National Defense Authorization Act** is a U.S. federal law, passed by Congress, which establishes the budget and expenditures of the Department of Defense each year.

**National Security** is the protection and preservation of a government, its citizens, and interests through the use of political, diplomatic, economic, and military power.

**Non-Governmental Organization (NGO)** is a private, usually non-profit entity that provides political and social services. NGOs may work independently or in concert with government and international organizations.

**Nonproliferation** is the effort to prevent the spread, development, sale, and/or use of major weapons technology, usually referring to chemical, biological, radiological, or nuclear weapons, collectively known as weapons of mass destruction (WMD). The Department of Defense uses the term **Counter-WMD** which encompasses nonproliferation efforts but includes strategies for managing the consequences of WMD use.

O

**Operational Capacity** is the ability of security forces to deploy force to deter threats and to defend and protect the population and its government appropriately and accountably, under civilian oversight, and in accordance with human rights standards and the rule of law.

**Operational Forces** are the security forces of a government. They can include the military and the police as well as specialized units such as border guards, coast guards and prison guards.

**Outcomes** are the observable impacts and/or changes of capacity building activities on society-at-large. Outcomes are different than outputs as they focus on impact rather than process.

**Oversight** is the internal and external processes whereby the actions of a government are reviewed, monitored, and evaluated.


**Partner Nation** is a government which has agreed to work with another government to achieve a common objective.

**Partnership** is a relationship between a Partner Nation and a Supported Nation. In capacity building, a partnership can exist between partner nation and supported nation government, institutions, and individuals. The partnership language specifically refers to building partnership capacity in which a Supported Nation builds systems and process/institutions which are capable and willing to cooperate with Partner Nation requests in the future.

**Peacekeeping** is the maintenance of international peace and security through the deployment of security forces to provide security and the political and peacebuilding support necessary to help countries make the early transition from conflict to peace. UN Peacekeeping is guided by three basic principles: consent of the parties; impartiality; non-use of force except in self-defense and defense of the mandate.31

**Permissiveness** is the degree to which an environment is open/welcoming of foreign assistance activities, usually referring to the levels violence, political instability, and the consent of the Supported Nation Government. Generally an environment is labeled as permissive or non-permissive.

**Planners** develop mission/country plans to guide the activities of foreign assistance missions including the use of resources and formulates the details of a program of action to achieve the desired objective.

**Political Will** is the commitment on the part of politicians and government officials to invest the political resources necessary to achieve a specific objective. This is also referred to as **National Will**.

**Post-Conflict** is used to describe the phase immediately following after active conflict. The term is a misnomer because post-conflict environments tend to feature low level and sporadic violence. Post-conflict is often characterized as a hostile or non-permissive environment.

**Practitioner** is a professional who designs, manages, implements and/or evaluates foreign assistance activities. They staff USG or partner nations’ government institutions, NGOs and other implementers of foreign assistance programs.

**Prevention** is the activities that take place to prevent violence or instability. In military parlance prevention activities are often referred to as phase zero or in the UK upstream is used.

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Rule of Law is a concept that defines the rights and obligations of citizens and the government. Most definitions contain the following elements: every citizen has an opportunity to participate in making, overseeing, and modifying the laws and the legal system; the laws apply to everyone, including the rulers; and laws protect each individual as well as society as a whole.\(^{32}\)

Rules of Engagement (ROE) are directives issued by a military authority specifying the circumstances and limitations under which forces conduct their mission.

Security is the quality or state of being safe from harm.

Security Assistance (SA) refers to a group of programs, authorized by the Foreign Assistance Act of 1961, as amended, the Arms Export Control Act of 1976, as amended, Title 22, United States Code (USC), as amended, or other related statutes, by which the U.S. provides defense articles, military training, and other defense-related services to foreign nations by grant, loan, credit, or cash sales in furtherance of national policies and objectives. Security assistance activities administered by the U.S. Department of Defense are called security cooperation. \(^{33}\)

Security Cooperation (SC) refers to activities undertaken by the U.S. Department of Defense to enable international partners to work with the United States to achieve strategic objectives. SC includes all interactions with foreign defense and security establishments to build defense and security relationships that promote specific U.S. security interests.

Security Forces are duly constituted military, paramilitary, police, and constabulary forces of a state. \(^{34}\)

Security Sector includes all security forces and relevant government institutions charged with the provision of security for a government and its population.

Special Operations Forces (SOF) are 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. United States Special Operations Command (USSOCOM) has command over all U.S. SOF.

Stability Operations are various military missions, tasks, and activities conducted outside the United States in coordination with other instruments of national power to maintain or reestablish

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a safe and secure environment, provide essential governmental services, emergency infrastructure reconstruction, and humanitarian relief.35

**Stabilization and Reconstruction (S&R)** is the application of stability operations and reconstruction activities in a coordinated fashion in countries experiencing internal conflict or international military intervention.36 Stabilization refers to efforts to end conflict. Reconstruction refers to the process of developing or redeveloping structures that permit sustainable governance.37

**Stakeholder** is a person or organization that has a vested interest in the policy being promoted.

**Strategists** draft plans to attain desired objectives of foreign assistance activities including the deployment of resources, models, approaches, etc…

**Supported Nation** is a country which has entered into an agreement to receive assistance from one or more partner nations.

**Sustainability** means creating capacity that a supported nation can maintain after assistance ends. This is a key principle that guides capacity building.

**Technical Assistance** is a programmatic approach to share knowledge, skills, and information between partner nations’ individuals and institutions and their supported nation counterparts.

**Train and Equip** is a capacity building approach to enhance the capabilities of Supported Nation operational forces through tactical training and the provision of equipment for operational readiness.

**Train-the-Trainer** is an approach to build or enhance the capacity of Supported Nation trainers and training institutions to deliver new training content.

**Transition** is the process or period of change from one phase of conflict to another. Often, this refers to a shift from authoritarian to democratic government systems. Transitional states are viewed as particularly fragile and susceptible to instability, unrest, and violence due to the lack of government services and security.

**Transparency** is the degree to which information is available regarding official government actions including decision-making, budget and resource allocation, policies, doctrines, manpower, and operations.

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36 See McNerney, Michael J., "Stabilization and Reconstruction in Afghanistan: Are PRTs a Model or a Muddle?" *Parameters*, 35, no. 4, 34.

Vetting is the process of ensuring that an individual or organization is a suitable partner. This is most often used in foreign assistance to ensure the suitability of aid recipients.

Whole-of-Government is an approach that integrates the collaborative efforts of the departments and agencies of a government to achieve unity of effort toward a shared goal. Also known as interagency approach. An alternate use of the term describes the comprehensiveness of the assistance delivered. In this second variant, whole-of-government is a synonym for holistic.