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Department of Defense Strategic Evaluation
Security Cooperation in Support of Peacekeeping Logistics in Somalia 2014-2018
Public Summary

The Department of Defense (DoD) sponsors strategic evaluations of security cooperation programs and activities pursuant to 10 U.S.C. 383 and DoD Instruction 5132.14, “Assessment, Monitoring, and Evaluation Policy for the Security Cooperation Enterprise.” The Office of the Deputy Assistant Secretary of Defense for Global Partnerships (ODASD(GP)) and the Defense Security Cooperation Agency (DSCA) initiated a strategic evaluation to measure strategic effects and implications of logistics-related security cooperation in Burundi, Djibouti, Ethiopia, Kenya, and Uganda in support of the peacekeeping mission in Somalia. The selected countries are major troop contributing countries (TCCs) that support the African Union Mission in Somalia (AMISOM).

DoD commissioned the RAND Corporation, an independent Federally Funded Research and Development Center, to conduct this strategic evaluation in 2019. This summary, developed by ODASD(GP), provides unclassified findings, conclusions, and recommendations derived from RAND’s evaluation report.

Purpose and Methodology: The purpose of the strategic evaluation was to investigate logistics-related security cooperation in the five major AMISOM TCCs: Burundi, Djibouti, Ethiopia, Kenya, and Uganda.

The evaluation was designed to investigate whether U.S. security cooperation activities in the TCCs helped to:

- (1) Build the TCCs’ peacekeeping capabilities and capacity to sustain their deployed forces.
- (2) Improve the TCCs’ interoperability, especially in terms of peacekeeping logistics.
- (3) Increase U.S. access in the region.

A multidisciplinary team from RAND conducted the evaluation, drawing on multiple data sources. RAND evaluated the effects of security cooperation activities planned or implemented in the TCCs from 2014 to 2018. In addition, RAND evaluated the overall effectiveness of security cooperation planning, execution, and implementation.

For this evaluation, DoD selected five case study countries (Burundi, Djibouti, Ethiopia, Kenya, and Uganda) to represent the variety of partners involved in programmed activities in support of AMISOM. The evaluation team encountered limitations, as United States Africa Command (USAFRICOM) did not have a theory of change for security cooperation programming during the evaluation period. The evaluation team therefore reconstructed the implicit framework with geographic Combatant Command (CCMD) personnel. Access and sequencing of security cooperation data documentation was challenging due to notable gaps in information certification and limited available primary source data.

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Key Findings (note: all findings are with respect to the evaluation period, 2014-2018, and may not reflect current circumstances):

Evaluation Question 1: To what extent have U.S. logistics-related security cooperation activities helped to build the TCCs' peacekeeping capabilities and capacity to sustain their deployed forces?

Findings:

- Poor maintenance and inadequate spares reduced operational readiness rates for major platforms and other essential systems.
- East African partners received equipment donations from the United States and several other countries, requiring additional funds and storage facilities to maintain a sufficient number of spares.
- Partners often prioritized operator training over maintenance training, and in some cases request training that was not well tailored to their particular needs. These challenges were exacerbated by personnel rotations that moved technicians into different positions, undercutting the effectiveness of specialized maintenance training.
- Lacking a sufficient number of operational armored personnel carriers and other transportation assets, AMISOM forces faced chronic supply shortages and force mobility limitations.

Conclusions:

- While some capability gaps have been partly filled through new transportation and aviation assets, these equipment transfers also introduced significant maintenance challenges (e.g., some of these new systems were too technologically complex and/or expensive to fully maintain over time).
- Security risks and low rates of operational readiness made it difficult to adequately supply and support deployed forces, leading to vulnerable Forward Operating Bases (FOBs) and reducing the incentive to conduct patrols or other operations away from base.

Evaluation Question 2: To what extent have U.S. logistics-related security cooperation activities helped to improve the TCCs' interoperability, especially in terms of peacekeeping logistics?

Findings:

- On the ground, the TCCs largely operated as distinct forces, rather than a single multinational peacekeeping force.

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- Despite sharing similar equipment and a single command and control structure in their Mogadishu headquarters, there was limited information sharing or combined operations across sectors.

Conclusions:

- Improving interoperability did not appear to be a security cooperation objective for East Africa during the evaluation period; rather, security cooperation efforts focused on bilateral engagements.
- The lack of procedural familiarity and trust among the TCCs undermined their capacity and willingness to interoperate in a shared battlespace, creating opportunities for Al-Shabaab to exploit.

Evaluation Question 3: To what extent have U.S. logistics-related security cooperation activities helped to increase U.S. access?

Findings:

- Across East Africa, partners varied in their levels of capacity, resources, and relative importance to U.S. security cooperation objectives.
- Given such variation among partners, U.S. security cooperation programs and activities differed in their ability to support increased access.

Conclusions:

- U.S. security cooperation efforts can be especially effective at increasing U.S. access when those efforts address partner's needs are operational or focused on security threats, but even under optimal conditions these efforts may have a limited effect on access.

Evaluation Question 4: To what extent were U.S. logistics-related security cooperation activities effectively planned, executed, and resourced to support the peacekeeping mission in Somalia?

Findings:

- During the evaluation period, existing data systems did not systematically collect and aggregate critical monitoring and performance measures. Critical gaps included data on partners' baseline and endline capabilities, operational readiness rates for partners' critical systems, and indicators of change for key security cooperation objectives.
- Theater Campaign Plans set the Combatant Commander's priorities, which can sometimes conflict with other objectives or policies.

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Conclusions:

- Resulting data gaps during the evaluation period limited analysis of security cooperation efforts and their effectiveness.
- Strategic competition was not reflected as an objective in security cooperation programming during the evaluation period.

Recommendations: The evaluation team crafted the following policy and operational recommendations to inform future DoD decision making about logistics-related security cooperation:

- If current operational needs cannot be met through existing platforms, security cooperation officials should be cautious of equipping partners with new technology that is overly complex relative to the partner's existing capacity and training.
- Security cooperation officials could consider additional maintenance training requirements based not only on the equipment's specifics, but also the partner's specific needs and current training levels.
- Planners might consider reassessing the potential value of interoperability among East African militaries, and how it could support more effective peacekeeping operations. If improving interoperability becomes a higher priority, then officials may consider a variety of security cooperation activities to support those new requirements.
- Security cooperation officials could include an explicit theory of change in country plans that fully articulates how different security cooperation efforts contribute to U.S. access, what conditions must be met to support these efforts, the risks associated with these efforts, and how U.S. access provides instrumental value in achieving operational or strategic goals.
- Additional monitoring and performance data, especially related to security cooperation priorities and partner capabilities, need to be systematically and consistently collected to support more rigorous evaluations and inform future programming. To streamline policy and guidance, OSD(Policy) and Joint Staff may seek to play a stronger role communicating and aligning DoD's priorities with State Department and congressional priorities.

Evaluation Results: In accordance with DoDI 5132.14, , the Department is considering recommendations and lessons learned from this evaluation to make adjustments to policy, programs, and resource allocation decisions, including the following:

- *Implementing Recommendations:* The Department is developing an internal action plan in coordination with primary stakeholder organizations to consider and implement useful recommendations from this and other evidence-building activities on similar topics. The design and review of ongoing security cooperation efforts are informed by the findings

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and recommendations of this evaluation, including updates to logistics-related planning and programming.

- *Contributions to security cooperation Performance Management Framework:* DoD disseminated the evaluation teams' findings across the Department to support learning and process improvement. The content of the evaluation will be entered into a security cooperation activity database.