



DoD INSTRUCTION 3902.01

SPECIAL OPERATIONS FORCES: JOINT COMBINED EXCHANGE TRAINING PROGRAM

Originating Component: Office of the Assistant Secretary of Defense for Special Operations and Low Intensity Conflict

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Approved by: Christopher P. Maier, Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict

Purpose: In accordance with the authority in DoD Directive 5111.10 and consistent with the authorities detailed in Section 322 of Title 10, United States Code (U.S.C.), this issuance establishes policy, assigns responsibilities, and provides procedures for the oversight, management, and execution of the readiness program for U.S. special operations forces (SOF) to train with the forces of friendly foreign countries (commonly known and referred to in this issuance as “joint combined exchange training” (JCET)).

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SECTION 1: GENERAL ISSUANCE INFORMATION

1.1. APPLICABILITY.

This issuance applies to OSD, the Military Departments, the Office of the Chairman of the Joint Chiefs of Staff (CJCS) and the Joint Staff (JS), the Combatant Commands, the Office of Inspector General of the Department of Defense, the Defense Agencies, the DoD Field Activities, and all other organizational entities within the DoD.

1.2. POLICY.

a. U.S. SOF are trained in the appropriate mission-essential tasks required to conduct special operations activities identified in Section 167(k) of Title 10, U.S.C., including, but not limited to, foreign internal defense and unconventional warfare.

b. The Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (ASD(SO/LIC)) must approve all JCET activities.

c. The primary purpose of training events governed by this issuance is U.S. SOF readiness training, therefore;

(1) Any benefits to the partner nation resulting from JCET events with U.S. SOF are incidental to the purpose of JCET events.

(2) JCET events designed and planned to primarily build capacity or capability of foreign forces are considered security cooperation and are not authorized by Section 322 of Title 10, U.S.C.

(3) JCET events are not considered operational deployments.

(4) JCET events will be executed in accordance with Section 362 of Title 10, U.S.C. and the August 18, 2014 Secretary of Defense Memorandum. Therefore, absent separate approval of a waiver, JCET events may not be conducted with any unit of a foreign security force if the Secretary of Defense has credible information that the unit has committed a gross violation of human rights. Prior to approval of a JCET event, favorable vetting of the participating foreign units for gross violations of human rights (“Leahy vetting”) must be completed. Vetting individual foreign participants is required under circumstances specified in the Department of State (DOS) Leahy Vetting Guide.

SECTION 2: RESPONSIBILITIES

2.1. ASD(SO/LIC).

The ASD(SO/LIC):

- a. Approves all training activities pursuant to Section 322 of Title 10, U.S.C., in coordination with the Under Secretary of Defense for Policy (USD(P)) and the CJCS.
- b. Reviews expenditures for JCET events by Commander, United States Special Operations Command (CDRUSSOCOM), including:
 - (1) Expenses of training U.S. SOF in conjunction with training, and training with armed forces and other security forces of a friendly foreign country.
 - (2) Expenses of deploying U.S. SOF for JCET events.
 - (3) In the case of training in conjunction with a friendly developing country, the incremental expenses incurred by that country as a direct result of such training.
- c. Monitors compliance with this issuance.
- d. Provides oversight of the training program established to train U.S. SOF in mission-essential tasks.
- e. Prior to approving a proposed JCET:
 - (1) Coordinates with the General Counsel of the Department of Defense for legal review of proposed JCET events.
 - (2) Coordinates with the USD(P) to ensure the appropriate regional desks provide a policy review.
 - (3) Coordinates with the DOS.
- f. Not later than 30 days after the end of each calendar quarter, submits a report on the obligation and expenditure of funds for JCET activities to the Director, Defense Security Cooperation Agency.

2.2. USD(P).

In coordination with the ASD(SO/LIC), the USD(P) conducts a policy review for all proposed JCET events before their approval to confirm that the proposed training is consistent with U.S. defense policy goals and DoD guidance.

2.3. GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE.

In coordination with the ASD(SO/LIC), the General Counsel of the Department of Defense provides legal reviews for all proposed JCET events before their approval.

2.4. CJCS.

The CJCS ensures the policies and procedures for global force management provide for force allocation to the Combatant Commanders with a Presidentially-designated physical area of responsibility (AOR) in support of JCET activities.

2.5. COMBATANT COMMANDERS WITH A PRESIDENTIALLY-DESIGNATED PHYSICAL AOR.

Combatant Commanders with a Presidentially-designated physical AOR will:

- a. Coordinate with CDRUSSOCOM on requirements and resourcing for JCET events.
- b. Execute JCET events conducted in their AOR in accordance with the Secretary of Defense's Global Force Management Implementation Guidance (GFMIG).
- c. Exercise operational control of U.S. SOF units executing a JCET event in their AOR.
- d. Establish processes to ensure JCET events are nested in theater strategy.
- e. Provide guidance to their respective theater special operations command regarding the status-of-forces agreement or other relevant arrangements applicable to the locations in their AOR where a JCET event will occur.

2.6. CDRUSSOCOM.

Under the authority, direction, and control of the ASD(SO/LIC) pursuant to Section 167(f) of Title 10, U.S.C., the CDRUSSOCOM:

- a. Oversees and manages the execution of the JCET Program in accordance with this instruction, the GFMIG, and CJCS Manual (CJCSM) 3130.06.
- b. Coordinates JCET events with the respective Combatant Commanders with Presidentially-designated physical AORs.
- c. Identifies, deploys, and transfers forces to Combatant Commands to conduct approved JCET events.
- d. Authorizes obligations and expenditures for any of the following expenses:

(1) Expenses of training U.S. SOF in conjunction with JCET events with armed forces and other security forces of a friendly foreign country.

(2) Expenses of deploying U.S. SOF for JCET events.

(3) In the case of conducting a JCET in conjunction with a friendly developing country, the reasonable and proper incremental expenses incurred by that country as a direct result of such training.

e. Executes financial management of the JCET program and ensures financial accountability.

f. Captures appropriate data necessary for the reporting requirements in Paragraph 2.6.i.

g. Submits to ASD(SO/LIC):

(1) A quarterly report on the obligation and expenditure of funds for JCET activities.

(2) An annual report on JCET events conducted during the preceding fiscal year.

SECTION 3: PROCEDURES

3.1. JCET PROGRAM.

a. The JCET program is a training program modeled after the Joint Training System, as outlined in CJCSM 3500.03. It is unique in that its requirements are based on U.S. SOF mission-essential task lists. The individual events are shaped by CDRUSSOCOM's priorities and the theater strategies established by the Combatant Commanders with a Presidentially-designated physical AOR. They are planned in coordination with relevant U.S. Embassy country teams.

b. In accordance with the GFMIG, JCET events are for U.S. SOF readiness training and are not considered operational deployments. Therefore, JCET events are not subject to the operational deployment-to-dwell and mobility-to-dwell limits and goals specified in the GFMIG.

c. The purpose of the JCET program is to train U.S. SOF in mission essential tasks alongside foreign forces in the foreign forces' indigenous environments. The JCET program enables U.S. SOF to build its capability to conduct combined operations in unfamiliar environments, develop language skills, and develop familiarity with host nation geography and culture. As an important complementary effect, JCET events support the strategies of Combatant Commanders with a Presidentially-designated physical AOR.

d. JCET events are short duration readiness training and, absent an exception approved by ASD(SO/LIC), must take place outside the United States.

e. U.S. payment of incremental expenses incurred by an eligible foreign country during JCET events must not include any form of lethal assistance. Payment for training ammunition may be authorized only as necessary for training purposes. Ammunition not consumed during the training will not be transferred to a host nation. Unexpended training ammunition may remain in country only if all these conditions are met:

(1) An approved follow-on JCET event exists.

(2) Service-specific hand receipt procedures are implemented.

(3) U.S. Government personnel maintain appropriate security, accountability, and control of the ammunition until it is either expended in training or transferred to a U.S. military unit or installation for use in future JCET events.

f. Combatant Commands with a Presidentially-designated physical AOR may re-mission U.S. SOF temporarily deployed for JCET events in the Combatant Commander's AOR in accordance with GFMIG requirements.

3.2. PLANNING.

a. The planning and prioritization for JCET activities by CDRUSSOCOM and other Combatant Commanders should reflect the long-term strategies for regional and functional objectives identified in the National Security Strategy, National Defense Strategy, National Military Strategy, and the Joint Strategic Campaign Plan. These references guide U.S. SOF training priorities and shape decisions about the scope, substance, and selection of partner nations for JCET activities executed each fiscal year.

b. CDRUSSOCOM uses the Global Special Operations Synchronization process to prioritize proposed JCET activities. This process uses standard methods, including global force management allocation, to identify force requirements and sourcing solutions for JCET deployments.

c. The Secretary of Defense issues JCET force deployment guidance in Section IV of the GFMIG. The CJCS issues allocation direction in CJCSM 3130.06. Enclosure C of CJCSM 3130.06 contains additional JCET deployment policies and procedures. The ASD(SO/LIC) acts as the Secretary of Defense's designee for purposes of the Secretary of Defense approval referred to in CJCSM 3130.06.

3.3. REPORTS.

a. Quarterly.

Not later than 30 days after the end of each calendar quarter, CDRUSSOCOM submits a report to the ASD(SO/LIC) on the obligation and expenditure of funds for JCET activities. The ASD(SO/LIC) forwards the report to Director, Defense Security Cooperation Agency, and provides an informational copy to the CJCS.

b. Annually.

(1) Not later than February 1 of each year, CDRUSSOCOM will submit to the ASD(SO/LIC), via the Joint Staff Deputy Directorate for Special Operations (JS J-37), a report regarding JCET training events during the preceding fiscal year for which expenses were paid. Each report specifies:

(a) All countries in which the training was conducted.

(b) The type of training conducted, including whether such training was related to counternarcotics or counterterrorism activities, the duration of that training, the number of members of the armed forces involved, and expenses paid.

(c) The extent of participation by foreign forces, including the numbers and service affiliation of foreign personnel involved and physical and financial contribution of each host nation (or in the case of multilateral activities, of all nations) to the training effort.

(d) A summary of expenditures resulting from the training for which expenses were paid pursuant to this issuance.

(e) A discussion of the unique military training benefit to the U.S. SOF derived from the training activities for where expenses were paid pursuant to this issuance.

(2) In accordance with Section 322 of Title 10, U.S.C., not later than April 1 of each year, the ASD(SO/LIC) will, on behalf of the Secretary of Defense, submit to Congress a report regarding JCET training during the preceding fiscal year for which expenses were paid under Section 322 of Title 10, U.S.C. Each report will specify the following:

(a) All countries in which that training was conducted.

(b) The type of training conducted, including whether such training was related to counternarcotics or counterterrorism activities, the duration of that training, the number of members of the armed forces involved, and expenses paid.

(c) The extent of participation by foreign military forces, including the number and service affiliation of foreign military personnel involved and physical and financial contribution of each host nation to the training effort.

(d) The relationship of that training to other overseas training programs conducted by the armed forces, such as military exercise programs sponsored by the Joint Chiefs of Staff, military exercise programs sponsored by a Combatant Command, and military training activities sponsored by a Military Department (including deployments for training, short duration exercises, and other similar unit training events).

(e) A summary of the expenditures under this section resulting from the training for which expenses were paid under this section.

(f) A discussion of the unique military training benefit to U.S. SOF derived from the training activities for which expenses were paid under this section.

3.4. FUNDING AND ACCOUNTING PROCEDURES.

a. The CDRUSSOCOM will budget for and execute the funding for all JCET expenses. This is primarily executed with Major Force Program-11 operation and maintenance funds used for organizing, training, and equipping forces to conduct special operations missions. Other types of funding may be authorized in conjunction with Major Force Program-11 to execute the JCET program.

b. Funds expended to facilitate the participation of friendly developing country armed forces and other security forces in training with U.S. SOF must be separately accumulated and identified. These funds are used only for the incremental expenses incurred by that country as a direct result of such training.

c. The term “developing country” has the meaning given such term in the current memorandum issued pursuant to Section 1241(n) of Public Law 114-328 (Section 301 of Title 10, U.S.C. note).

3.5. JCET APPROVAL PROCESS.

a. The ASD(SO/LIC) approves all JCET events before execution. The ASD(SO/LIC) considers, among other things:

(1) The appropriateness of military-to-military training activities in light of broader policy goals.

(2) JCETs require vetting for gross violations of human rights (“Leahy vetting”) in accordance with Section 362 of Title 10, U.S.C., and applicable DoD directives, policies, procedures (see Paragraph 3.5.f. for guidance)

(3) The appropriateness of certain JCET activities in regard to training objectives for the designated host country forces and the balance of lethal and non-lethal training activities considering the host nation’s level of military capacity.

b. Before JCET deployments, the CDRUSSOCOM coordinates with the CJCS when the CDRUSSOCOM relinquishes operational control to the gaining Combatant Commanders.

c. The CDRUSSOCOM submits a notification message to the ASD(SO/LIC) and the Director, JS J-37, a minimum of 35 days before a proposed JCET deployment date.

(1) The Director, JS J-37, and the ASD(SO/LIC) conduct the appropriate level staffing for the ASD(SO/LIC) to approve an action memorandum authorizing the execution of a JCET event.

(2) Execution authority is contingent on ASD(SO/LIC) approval via an action memorandum provided to the Director, JS J-37, and the CDRUSSOCOM.

(3) Execution of the event is conducted in accordance with the action memorandum.

d. Once a JCET is approved, changes to host nation units or number of host nation personnel require a modification to the action memorandum to ensure policy review and confirmation of human rights verification for the additional host nation units and personnel.

e. The CDRUSSOCOM is authorized to make other changes as detailed in the GFMIG.

f. Human Rights Verification.

(1) Section 362 of Title 10, U.S.C. prohibits the DoD from using funds for any training, equipping, or other assistance to any unit of a foreign security force if the Secretary of Defense has credible information that such unit has committed a gross violation of human rights. The

DOS 2017 Leahy Vetting Guide provides additional explanation on what entities are considered foreign security forces.

(2) In coordination with the DOS, all United States Special Operations Command notification messages requesting to execute a JCET event must include a report showing results from the DOS International Vetting and Security Tracking system human rights verification database.

(3) The International Vetting and Security Tracking report must indicate favorable vetting of the command and unit or of listed individuals from the partner nation, and the must be current in accordance with standards provide in the DOS Leahy Vetting Guidance. If the DOS possesses credible information of gross violations of human rights by the foreign unit(s) or individuals, they will not be allowed to participate in training events absent separate approval of a waiver in accordance with Section 362 of Title 10, U.S.C.

GLOSSARY

G.1. ACRONYMS.

ACRONYM	MEANING
AOR	area of responsibility
ASD(SO/LIC)	Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict
CDRUSSOCOM	Commander, United States Special Operations Command
CJCS	Chairman of the Joint Chiefs of Staff
CJCSM	Chairman of the Joint Chiefs of Staff manual
DOS	Department of State
GFMIG	Global Force Management Implementation Guidance
JCET	joint combined exchange training
JS	Joint Staff
JS J-37	Joint Staff Deputy Directorate for Special Operations
SOF	special operations forces
U.S.C.	United States Code
USD(P)	Under Secretary of Defense for Policy

G.2. DEFINITIONS.

TERM	DEFINITION
incremental expenses	In accordance with Section 322 of Title 10, U.S.C. and Chapter 15, Section 1.2.3 of the DoD Financial Management Regulation, the reasonable and proper cost of rations, fuel, training ammunition, and transportation (except from one country to another country), and other goods and services consumed by the developing country participating in which the JCET is occurring. The term does not include pay, allowances, and other normal costs of the developing country's personnel. The term does not include any form of lethal aid.

TERM	DEFINITION
JCET	<p>The readiness program used by United States Special Operations Command to train U.S. SOF in mission-essential tasks required to conduct special operations activities identified in Section 167(k) of Title 10, U.S.C.</p> <p>A short-duration, overseas training event for U.S. SOF, involving foreign nation military and other security forces executed under the authority of this issuance.</p>
security assistance	Defined in Joint Publication 3-20.
security cooperation	Defined in Joint Publication 3-20.

REFERENCES

- Chairman of the Joint Chiefs of Staff Manual 3130.06, “(U) Global Force Management Allocation Policies and Procedures,” current edition¹
- Chairman of the Joint Chiefs of Staff Manual 3500.03, “Joint Training Manual for the Armed Forces of the United States,” current edition
- Chairman of the Joint Chiefs of Staff, “National Military Strategy,” current edition
- Department of State Leahy Vetting Guidance, 2017
- DoD 7000.14-R, Volume 11A, “Department of Defense Financial Management Regulation (DoD FMR): Reimbursable Operations Policy,” current edition
- DoD Directive 5111.10, “Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict,” May 5, 2021
- Joint Publication 3-20, “Security Cooperation,” May 23, 2017
- Joint Strategic Campaign Plan, current edition
- National Security Strategy, current edition
- Secretary of Defense, “Global Force Management Implementation Guidance,” current edition²
- Secretary of Defense, “National Defense Strategy,” current edition
- Secretary of Defense Memorandum, “Implementation of Section 8057, DoD Appropriations Act, 2014 (division C of Public Law 113-76) (“the DoD Leahy law”),” August 18, 2014
- Under Secretary of Defense for Policy Memorandum, “Definition of ‘Developing Countries’ for Security Cooperation Programs,” May 15, 2017
- Unified Command Plan, April 25, 2023
- United States Code, Title 10

¹ This manual is classified SECRET. It can be accessed by authorized individuals at <https://jsportal.osd.smil.mil/sites/Matrix/Directives/default.aspx>

² This guidance document is classified SECRET. It can be access by authorized individuals at https://intelepedia.intelink.sgov.gov/my.policy#.28U.29_GFMIG_.26.22Forces_For.22