



UNITED STATES ARMY

Forging Relationships & Strengthening Democracies

A Strategy for the Western Hemisphere Institute
for Security Cooperation, 2024–2035



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for Security Cooperation, 2024–2035

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FOREWORD



The Western Hemisphere Institute for Security Cooperation (WHINSEC) plays an important role in ensuring the security of our Nation. For more than 20 years, WHINSEC has trained, educated, and developed over 37,000 military and government civilian students from 38 countries, strengthening democratic partnerships throughout the Western Hemisphere. Each year, about one thousand students from non-U.S. Western Hemisphere states attend WHINSEC courses, each of which promotes democratic values and respect for human rights as the context for enduring security. WHINSEC students benefit not only from professional education and training but also from the

building of trust and relationships among security experts in the region. WHINSEC's mission is more important now than ever. Today, the Nation relies on WHINSEC to build the capability and capacity of our regional Allies and partners, as, together, we confront the many rising challenges facing our hemisphere.

This is a critical time for Western Hemisphere nations. Transnational criminal organizations produce and transit illicit drugs, engage in human trafficking and smuggling, and carry out financial crimes. Meanwhile, migration, pandemics, and climate change pose important security challenges. At the same time, some revisionist powers put our enshrined values—human rights, the rule of law, and democracy—in jeopardy on the global stage and exert malign influence in the region. The People's Republic of China, the Department of Defense's pacing challenge, is modernizing its military and expanding its influence with the hope of reforming the rules-based international order. Russia, an acute threat, seeks to expand its influence in the region through diplomatic and economic means, while North Korea pursues ways to militarily threaten the Western Hemisphere. Iran's activities in the hemisphere seek to thwart U.S. sanctions and influence regional audiences. The instruction WHINSEC provides is a critical tool to address these challenges, enable the security of our shared region, and support the free world's ongoing competition with authoritarianism, particularly due to the Institute's focus on human rights, the rule of law, and democracy.

This strategy will assist WHINSEC in continuing the great work its staff and faculty perform. It connects WHINSEC's mission to current strategic guidance and addresses several pressing issues facing the Institute. On behalf of the Secretary of the Army, the Department of Defense's Executive Agent for WHINSEC, I look forward to working with the Board of Visitors and the Institute's key stakeholders to continue employing WHINSEC to best effect for Western Hemisphere security.

A handwritten signature in black ink that reads "Mario A. Diaz". The signature is fluid and cursive.

Mario Diaz
Deputy Under Secretary of the Army

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EXECUTIVE SUMMARY

The Western Hemisphere Institute for Security Cooperation (WHINSEC) has been a crucial force in providing education and training to U.S. Allies and partners in the Western Hemisphere for over two decades while focusing on the shared values of human rights, democracy, and the rule of law. To ensure continued success of WHINSEC through 2035, this strategy addresses existing challenges and provides direction for its activities over the coming decade.

WHINSEC faces several critical challenges. A significant issue is the lack of diversity among WHINSEC's student body, with a few countries dominating enrollment and a low representation rate of women. Maintaining levels of involvement by countries which provide the preponderance of WHINSEC students while expanding others' participation will enhance collaboration with Allies and partners in the region and, ultimately, promote a peaceful, stable, and democratic Western Hemisphere. Increasing the number of qualified women attending WHINSEC courses supports the greater inclusion of women in processes connected to peace and security and promotes gender equality, which correlates with countries' democratic health. There is also a need to connect WHINSEC's mission with recently published strategic guidance.

This strategy addresses these issues by setting goals and outlining ways to diversify the student body, aligning WHINSEC with national guidance and direction, and continuing to emphasize a strong commitment to democratic values while leveraging WHINSEC's role as a premier U.S. security cooperation institute and raising awareness of its mission throughout the hemisphere.

This strategy will enable WHINSEC to achieve its 2035 endstate through an ends, ways, means, and risk approach focused on specified objectives. It provides distinct lines of effort for direction to existing and future activities. The strategy also provides guidance to optimize resourcing for a continued high return on investment while providing a blueprint for WHINSEC to develop a campaign plan to guide implementation.

Implementation of this strategy will maintain the Institute's ongoing important work for the Nation, enhancing relations with Allies and partners while emphasizing the U.S. Army's commitment to democratic values and human rights. This approach will promote stability and deny strategic competitors' influence in the region, positioning WHINSEC to help ensure that the United States remains the most trusted partner for militaries in the Western Hemisphere.



Introduction

"Our countries aren't just bound together by geography. We're also drawn closer by our common interests and common values—by our deep respect for human rights and human dignity, our commitment to the rule of law, and our devotion to democracy."¹

—Secretary of Defense Lloyd J. Austin III, July 26, 2022

For nearly a quarter century, WHINSEC has provided critical education and training to our democratically aligned Western Hemisphere Allies and partners.² The Institute's courses, primarily taught in Spanish, emphasize human rights, democracy, and the rule of law and provide instruction in areas which contribute to increased regional security and cooperation. WHINSEC students form lifelong professional and personal relationships while being culturally immersed in the United States. Students and the Institute's partner nation instructors become more familiar with U.S. democratic values, military practices, and way of life. These bonds are essential coordination mechanisms as the Western Hemisphere continues to face security challenges which often require multilateral responses and coordination among the United States and its Allies and partners. WHINSEC thus has a critical role in advancing U.S., Ally, and partner security objectives in our shared hemisphere.

This strategy describes a theory of success with accompanying ends, ways, and means that will enable WHINSEC to carry out its mission through 2035. To do this, it is important to understand the strategic environment. This includes WHINSEC's Title 10 U.S. Code 343 requirements, current National and Defense strategic guidance, the challenges posed by strategic competitors and their growing influence in the region, the transboundary challenges facing the Western Hemisphere, key stakeholders, the Department of Defense (DoD) Executive Agent functions the Secretary of the Army performs for WHINSEC, the Institute's current curriculum and student body, and the unique institutional challenges it faces. This strategy's theory of success addresses these factors and guides the development of objectives and lines of efforts that will best position WHINSEC to continue to educate, train, and develop ethical leaders well into the next decade. WHINSEC's high return on investment enables the United States to compete in this region at relatively low cost.

¹ Secretary of Defense Lloyd J. Austin, [Remarks at the Conference of Defense Ministers of the Americas](#), July 26, 2022.

² This strategy's title refers to two enduring outputs of WHINSEC's operations. Also see Lieutenant Colonel José M. Marrero and Lieutenant Colonel (Retired) Lee A. Rials, "WHINSEC: Forging International Relationships, Strengthening Regional Democracies," *Military Review* 92, no. 1 (January–February 2012): 55–58.

Theory of Success

“We’re fortunate to live as neighbors in a hemisphere of peace, but we also must be candid about our common challenges.”³

—Deputy Assistant Secretary of Defense for Western Hemisphere Affairs
Daniel Erikson, May 2, 2023

Although WHINSEC continues to successfully accomplish its mission, this strategy addresses two critical challenges to best enable the Institute’s success over the coming decade.

First, WHINSEC struggles to consistently enroll a student body with diverse national and gender backgrounds representative of the Western Hemisphere. Partner countries drive participation demographics. While many Western Hemisphere countries send students to WHINSEC, a few provide the preponderance of students. For example, while students from 21 countries attended WHINSEC courses in 2022, 61 percent were from Colombia. El Salvador, which sent the next highest number of students, accounted for eight percent. This creates risk if one of the primary student-contributing countries significantly reduces enrollment in an academic year and undermines our goal of encouraging the establishment of broad multinational relationships among hemispheric militaries. Although WHINSEC does not seek to decrease Colombia’s—or any country’s— participation, the Institute strives to increase the number of students and funding from other countries. This will increase collaboration with Allies and partners in the region and, ultimately, promote a peaceful, stable, and democratic Western Hemisphere, which are key to the *2022 National Defense Strategy*.⁴ Additionally, women represented only 14 percent of the 2022 student body. Increasing qualified women student attendance will contribute

to various initiatives, such as the DoD’s support to the implementation of the *U.S. Strategy and National Action Plan on Women, Peace and Security*. Increasing women’s attendance at WHINSEC courses supports the greater inclusion of women in processes connected to peace and security and promotes gender equality, which correlates with countries’ democratic health.⁵ There is also a lack of awareness among Western Hemisphere countries of the critical role WHINSEC performs and education opportunities it provides. This issue, combined with the relative homogeneity of students, poses a risk to maintaining a constant network of WHINSEC graduates across the Western Hemisphere and the Institute’s ability to achieve its objectives related to democratic values and human rights, among other areas.

A second challenge facing WHINSEC is the need to connect its mission to current strategic guidance and direction. This is coupled with the need to continuously update curricula to remain relevant. Since 2021, new U.S. national, defense, and military strategic guidance has emerged. WHINSEC has adhered to its Title 10 authorities since its inception and remains nested with U.S. Army Training and Doctrine Command guidance for student development. In addition to these demands, WHINSEC must also ensure its curriculum reflects the policy guidance of the Office of the Under Secretary of Defense for Policy and the evolving requirements of two combatant commands: United States Northern Command (USNORTHCOM)

³ Deputy Assistant Secretary of Defense for Western Hemisphere Affairs Daniel Erikson, Welcome Remarks at the 8th Annual Hemisphere Security Conference, Florida International University’s Gordon Institute, May 2, 2023.

⁴ U.S. Department of Defense, *2022 National Defense Strategy* (2022), 16.

⁵ The White House, *U.S. Strategy and National Action Plan on Women, Peace and Security* (October 2023), 8.

and United States Southern Command (USSOUTHCOM). However, the Institute has limited specified guidance from current national strategic documents. While understandable given the scope of these documents, the lack of detailed direction can lead to a disconnect between WHINSEC's activities and higher purpose. Additionally, WHINSEC courses, while sufficient today, require updating to maintain relevancy. The character of war is changing—space and cyber, for example, are becoming increasingly important—and WHINSEC must adapt to these changes to remain relevant.

Connecting WHINSEC's ongoing functions to current national guidance and direction offers multiple benefits. It enables DoD organizations to leverage WHINSEC in pursuit of their objectives,

raises awareness of WHINSEC's mission, and enables the staff and faculty to better recognize how their efforts fit into higher level strategy. Most importantly, situating WHINSEC's mission within a broader strategic context enables WHINSEC leaders to practice disciplined initiative for the benefit of the Institute and DoD.⁶

WHINSEC will accomplish its mission well into the future by navigating the challenges outlined above and those emerging in the strategic environment. To do so, this strategy pursues a theory of success which emphasizes core tenets of U.S. national strategy and leverages the Army's strong commitment to democratic values to lead Allies and partners to recognize WHINSEC as the premier security cooperation institute through which to join the hemisphere's most trusted military partner.



WHINSEC students participate in a graduation ceremony on the grounds of WHINSEC's campus at Fort Moore, Georgia. (Photo by WHINSEC Public Affairs Office).

⁶ "Disciplined initiative refers to the duty individual subordinates have to exercise initiative within the constraints of the commander's intent to achieve the desired end state." See Headquarters, Department of the Army, Army Doctrine Publication 6-0: *Mission Command: Command and Control of Army Forces* (Washington, D.C.: 2019), 1-12.

Strategic Environment

“The COVID pandemic has taken a terrible toll in our region. The rule of law, human rights, and human dignity have come under attack in our region. Our neighbors need greater capacities to respond to natural disasters in our region. Climate change is threatening the future of the children in our region. And autocratic powers are working to undermine the stable, open, rules-based international order in our region.”⁷

—Secretary of Defense Lloyd J. Austin III, July 26, 2022

WHINSEC’s mission—established in Title 10, U.S. Code—remains unchanged. The organization’s activities are more important now than ever, however, due to recent national guidance and direction and growing challenges from strategic competitors, other persistent threats, and multiple transboundary challenges. With the Secretary of the Army serving as Executive Agent for WHINSEC, this strategy must also consider the Army’s institutional role in facilitating the WHINSEC mission.

Title 10, U.S. Code

Section 343 of Title 10, U.S. Code, passed in 2001 and last amended in 2022, outlines the congressional requirements for WHINSEC. This includes its purpose, eligible personnel to receive education and training at WHINSEC, and curriculum. According to the statute, WHINSEC’s purpose

“is to provide professional education and training to eligible personnel of countries of the Western Hemisphere within the context of the democratic principles set forth in the Charter of the Organization of American States ... while fostering mutual knowledge,

transparency, confidence, and cooperation among the participating countries and promoting democratic values, respect for human rights, and knowledge and understanding of United States customs and traditions.”⁸

WHINSEC has integrated these requirements into its mission and every facet of the curriculum.

Personnel eligible to receive education and training at WHINSEC include military, law enforcement, and civilian personnel of Western Hemisphere countries. The Secretary of State must approve the selection of foreign personnel to attend WHINSEC courses. U.S. Code also prescribes the minimum requirements for WHINSEC’s curriculum. This includes “mandatory instruction for each student, for at least 8 hours, on human rights, the rule of law, due process, civilian control of the military, and the role of the military in a democratic society.” Additional areas of focus within the curriculum, according to Title 10, “may include” leader development, counterdrug operations, peace support operations, disaster relief, and “any other matter that the Secretary [of Defense] determines appropriate.”⁹

⁷ Secretary of Defense Austin, [Remarks at the Conference of Defense Ministers of the Americas](#).

⁸ 10 U.S. Code, §343.

⁹ Ibid.

The statute also establishes a Board of Visitors, comprising up to 14 members to meet annually or more frequently, that “shall inquire into the curriculum, instruction, physical equipment, fiscal affairs, and academic methods of the Institute,” as well as other areas. The law stipulates the board shall submit a report to the Secretary of Defense within 60 days of its annual meeting.¹⁰

WHINSEC Board of Visitors Members

- The chairman and ranking minority member of the Senate Armed Services Committee, or a designee of either of them.
- The chairman and ranking minority member of the House Armed Services Committee, or a designee of either of them.
- Six persons designated by the Secretary of Defense including, to the extent practicable, persons from academia and the religious and human rights communities.
- One person designated by the Secretary of State.
- The senior military officer responsible for training and doctrine for the Army, or a designee of the officer.
- The commanders of the combatant commands having geographic responsibility for the Western Hemisphere, or the designees of those officers.

Support to Combatant Commands

WHINSEC supports the two geographic combatant commands responsible for the Western Hemisphere. USNORTHCOM is responsible for homeland defense, defense support to civil authorities, and theater security cooperation with Canada, Mexico, and the Bahamas to support a cooperative defense of North America. The USSOUTHCOM area of responsibility encompasses 31 countries, 11 dependencies and areas of special sovereignty, and three administrative divisions. The two commands are responsible for a hemisphere with over one billion people and more than a quarter of the world’s landmass.

¹⁰ Ibid.

¹¹ U.S. Department of Defense, *Military and Security Developments Involving the People’s Republic of China* (2023), 25–27.

¹² U.S. Department of Defense, *Military and Security Developments Involving the People’s Republic of China* (2022), 24.

Within this security framework, the United States shares the hemisphere with one North Atlantic Treaty Organization (NATO) Ally (Canada), three Major Non-NATO Allies (Argentina, Brazil, and Colombia), fellow signatories of the Rio Treaty, and other security partners.

Security Challenges

The Western Hemisphere faces several challenges from potential adversaries and other threats. The People’s Republic of China (PRC), DoD’s pacing challenge, is expanding its influence throughout the region through its Belt and Road Initiative (BRI) and other means. Under BRI, the PRC funds and delivers infrastructure projects to foreign countries, purportedly to gain economic influence, safeguard its borders, and better assure its energy access, but BRI also increases Beijing’s desire to expand its military footprint abroad.¹¹ The PRC’s BRI activities in the region appear to be growing. According to one DoD report, for example, in 2021 “the PRC significantly increased” its BRI activities in Latin American countries.¹² Meanwhile, the PRC, in addition to expressing a growing interest in the Arctic, seeks greater professional military education ties with Latin American militaries. The PRC has in recent years also convinced several Western Hemisphere nations to cut diplomatic ties with Taiwan. As of January 2024, the region now accounts for seven of the only 11 countries which, along with Vatican City, maintain diplomatic relations with Taiwan after Honduras broke its ties with Taipei in favor of Beijing the previous year.¹³

Russia, an acute threat as per the 2022 *National Defense Strategy*, also seeks to expand its influence in the region. Russia’s engagement in Latin American and Caribbean countries reflects its desire to reestablish itself as a world power and counter perceived encroachment by the United States along Russia’s borders.¹⁴ Through economic

¹³ Republic of China (Taiwan) Ministry of Foreign Affairs, “Diplomatic Allies,” last modified January 19, 2024.

¹⁴ Fabiana Perera, “Russia and Latin America: Flexible, Pragmatic, and Close,” in *Russia’s Global Reach: A Security and Statecraft Assessment*, ed. Graeme P. Herd (Garmisch-Partenkirchen: George C. Marshall European Center for Security Studies, 2021), 34.

and diplomatic means, Russia seeks to preserve its ties with its Western Hemisphere partners, Cuba, Nicaragua, and Venezuela.¹⁵ Russia also continues to be a military supplier to certain Western Hemisphere nations and continues to engage in malign influence operations against the United States and other Western Hemisphere countries.¹⁶

“I am proud to work with my military counterparts in Canada, Mexico, and The Bahamas as we support one another’s efforts to defend our nations and stand united against malign actors seeking to expand influence and presence in the Western Hemisphere.”

—General Glen D. VanHerck, Commander U.S. Northern Command and North American Aerospace Defense Command, Statement Before the House Armed Services Committee, March 8, 2023

Several other threats pose significant hazards to the United States and its Western Hemisphere Allies and partners. Migration will remain a significant security challenge requiring multinational cooperation. Transnational Criminal Organizations continue to engage in illicit activity in the region, to include human and drug trafficking, money laundering, and other financial crimes.¹⁷ As seen during the COVID-19 pandemic, infectious diseases continue to pose a significant threat to all Western Hemisphere countries, particularly those with fragile health systems. Finally, climate change is another transboundary challenge that increasingly threatens many Western Hemisphere nations. Severe storms, damaging hurricanes, forest fires, and rising sea levels require the United States and its Allies and partners to improve prevention and resiliency and develop and maintain adequate disaster and crisis response capabilities. Climate change also contributes to migration challenges, which, within the Western Hemisphere, are in part driven by crime, poverty, and violence in migrants’ home countries.¹⁸

¹⁵ Office of the Director of National Intelligence, *Annual Threat Assessment of the U.S. Intelligence Community* (February 6, 2023), 12.

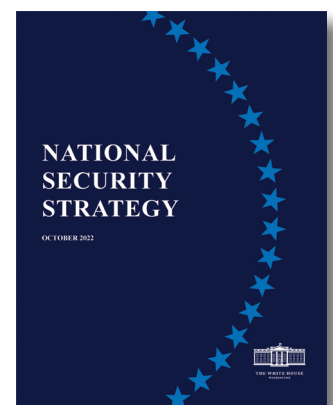
¹⁶ Perera, “Russia and Latin America,” 36–39.



U.S. servicemembers and partner nation military personnel work together to deliver humanitarian aid to communities impacted by a hurricane. (U.S. Air Force photo).

National Security Strategy

The 2022 *National Security Strategy* (NSS) articulates the urgency of the challenges facing the United States, an ongoing competition between the United States and autocratic world powers, and the importance of Allies and partners. The strategy describes how the world is at the beginning “of a decisive decade,” when “the terms of geopolitical competition between the major powers will be set.”¹⁹ Autocratic states, particularly the PRC and Russia, desire to modify the international order to make it more favorable for their repressive systems. In contrast to autocracy, the NSS outlines a “vision of a free, open, prosperous, and secure world,” supported by “our democratic Allies in Europe and the Indo-Pacific as well as key democratic partners around the world that share much of our vision for regional and international order even if



¹⁷ Office of the Director of National Intelligence, *Annual Threat Assessment of the U.S. Intelligence Community*, 30–31.

¹⁸ *Ibid.*, 22, 29.

¹⁹ The White House, *National Security Strategy* (October 2022), 6.

“The United States is placing democracy and human rights at the center of our foreign policy, because they are essential for peace and stability.”

—Secretary of State Antony J. Blinken, Remarks to the 46th Session of the Human Rights Council, February 22, 2021

they do not agree with us on all issues.”²⁰ Notably, the NSS also describes “heightened competition between democracies and autocracies.” At the same time, the world’s powers share common challenges, such as pandemics and climate change, that require cooperation to overcome.²¹ Central to the NSS is the important role Allies and partners play in U.S. national security. This theme highlights WHINSEC’s vital mission, as the NSS states that “no region impacts the United States more directly than the Western Hemisphere.”²²



U.S. Coast Guardsmen stand with an estimated \$160 million of illegal narcotics seized in the international waters of the Caribbean Sea. (U.S. Coast Guard photo).

²⁰ Ibid., 8.

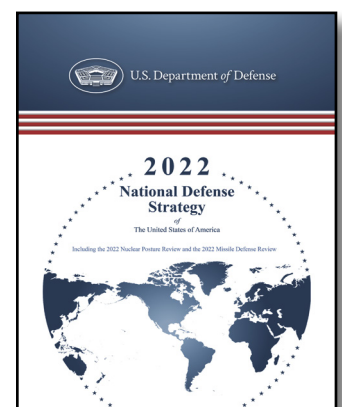
²¹ Ibid., 9–10.

²² Ibid., 40.

National Defense Strategy

The 2022 *National Defense Strategy* (NDS) provides DoD guidance pertinent to WHINSEC. It states that “mutually-beneficial Alliances and partnerships are our greatest global strategic advantage.”²³ The NDS also directs the DoD to continue partnering with countries in the Western Hemisphere “to build capability and promote security and stability,” and “maintain the ability to respond to crises and seek to strengthen regional roles and capabilities for humanitarian assistance, climate resilience, and disaster response efforts.” Additionally, the DoD “will work collaboratively, seeking to understand our partners’ security needs and areas of mutual concern.”²⁴ WHINSEC aligns well with this guidance.

The NDS directs the DoD to achieve national objectives through *integrated deterrence* across warfighting domains, the interagency, and the broad U.S. network of Allies and partners, *campaigning* day-to-day to advance military objectives over time, and actions which *build enduring advantages*. Describing the environment in which the DoD must operate, the NDS characterizes the PRC as DoD’s “pacing challenge,” Russia an “acute threat,” and Iran, the Democratic People’s Republic of Korea (North Korea), and Violent Extremist Organizations as “persistent threats.”²⁵ Although these are transboundary challenges, DoD’s focus on them largely falls outside of the Western Hemisphere. This means WHINSEC performs critical functions at relatively low cost that can enable the rest of DoD to focus on the main challenges identified in the NDS.



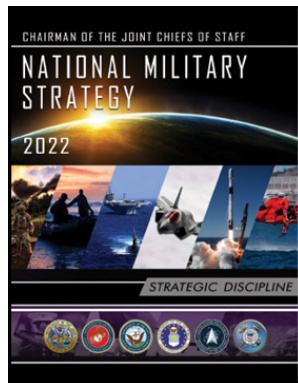
²³ U.S. Department of Defense, *2022 National Defense Strategy*, 2.

²⁴ Ibid., 16.

²⁵ Ibid., 1–2.

National Military Strategy

Closely nested with the NDS, the 2022 *National Military Strategy* (NMS) articulates how the Joint Force will “rapidly develop future warfighting advantage while deterring effectively today, with the PRC as the pacing challenge.”²⁶ The NMS’s Theory of Success is Strategic Discipline, “the ruthless prioritization and calibration of Joint Force operations, activities, and investments, consistent with policy guidance and strategic aims, between the Joint Force strategic ways of campaigning and building warfighting advantage.”²⁷



In short, the NMS implements integrated deterrence by carefully balancing today’s requirements while preparing for the future. WHINSEC enables the Joint Force to practice Strategic Discipline through the training and education the Institute provides, as well as the systematic development of shared values, partner relationships, and interoperability—all at relatively low cost to the United States.

The NMS further lists ten Joint Force Tasks. Three of these are especially applicable to WHINSEC:

- Joint Force Task #4. Integrate Joint Force and Combined Efforts: Synchronize actions with Allies, partners, and the interagency to address trans-regional, all-domain, and multi-functional challenges and continuously advance national security objectives.
- Joint Force Task #5. Leverage Opportunities in Campaigning: Proactively identify and leverage opportunities to frustrate adversaries’ strengths,

exploit vulnerabilities, and expand U.S. partnerships, access, and basing.

- Joint Force Task #7. Strengthen Relationships with Allies and partners: Seek opportunities to collaborate and improve interoperability with Allies and partners to confront enduring and emerging challenges. Foster strong relationships now—because we cannot surge trust in crisis.²⁸

WHINSEC contributes to these tasks in many ways, but particularly through the training and education it provides to Western Hemisphere Ally and partner nations. This enables the United States and its Allies and partners to synchronize efforts to address shared challenges more effectively, provides multiple combatant commanders a tool to enable additional and broader partnerships within the region, and hones interoperability among regional Allies and partners to improve integrated deterrence.

The Army’s Role

Although WHINSEC is a DoD school, the Secretary of the Army serves as its DoD Executive Agent (see Figure 1).²⁹ U.S. Army Training and Doctrine Command (TRADOC) is the Army command that exercises supervision of WHINSEC on behalf of the Secretary of the Army. Within TRADOC, the Combined Arms Center’s Army University serves as WHINSEC’s immediate higher headquarters. *The Army University Strategy* outlines three lines of effort—Develop Leaders, Modernize, and Influence—to achieve the Army University mission, which this strategy supports.³⁰ It is this chain of command that trains, equips, and provides personnel for the Institute’s staff and faculty, oversees its operations, and ensures it continues

²⁶ Chairman of the Joint Chiefs of Staff, *2022 National Military Strategy* (2022), 2.

²⁷ *Ibid.*, 4.

²⁸ *Ibid.*, 5.

²⁹ U.S. Department of Defense, Department of Defense Directive 5111.12E, *Western Hemisphere Institute for Security Cooperation*, (March 18, 2010, Incorporating Change 1, August 23, 2017), 2.

³⁰ The Army University, *The Army University Strategy* (Fort Leavenworth, KS: Army University Press, 2023).

to foster partnerships critical to the Western Hemisphere. Located at Fort Moore, Georgia, WHINSEC has a tenant relationship with the U.S. Army's Maneuver Center of Excellence.

Key Partners

The Deputy Assistant Secretary of Defense for Western Hemisphere Affairs is the policy lead on issues of DoD interest that relate to the nations and international organizations of the Western Hemisphere and their governments and defense establishments. The Deputy Assistant Secretary of Defense for Global Partnerships provides oversight of security cooperation programs and foreign military sales programs in the region. WHINSEC will work with the Office of the Deputy Assistant Secretary of Defense for Western Hemisphere Affairs, the Office of the Deputy Assistant Secretary of Defense for Global Partnerships, Washington Headquarters Services, the Department of the Army, and other stakeholders to revise DoD Directive 5111.12E and increase the Office of the Under Secretary of Defense for Policy's oversight responsibilities for WHINSEC. These efforts should establish a process that ensures WHINSEC's curriculum incorporates guidance and recommendations from the Office of the Under Secretary of Defense for Policy, combatant commands, and the Board of Visitors.

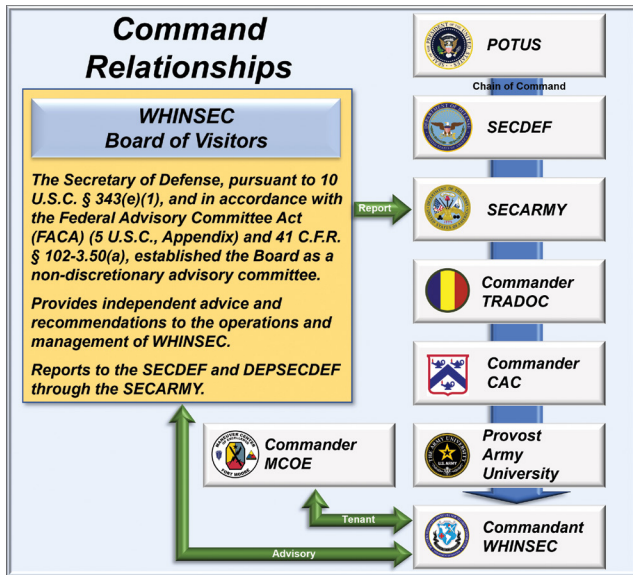


Figure 1: WHINSEC Command Relationships

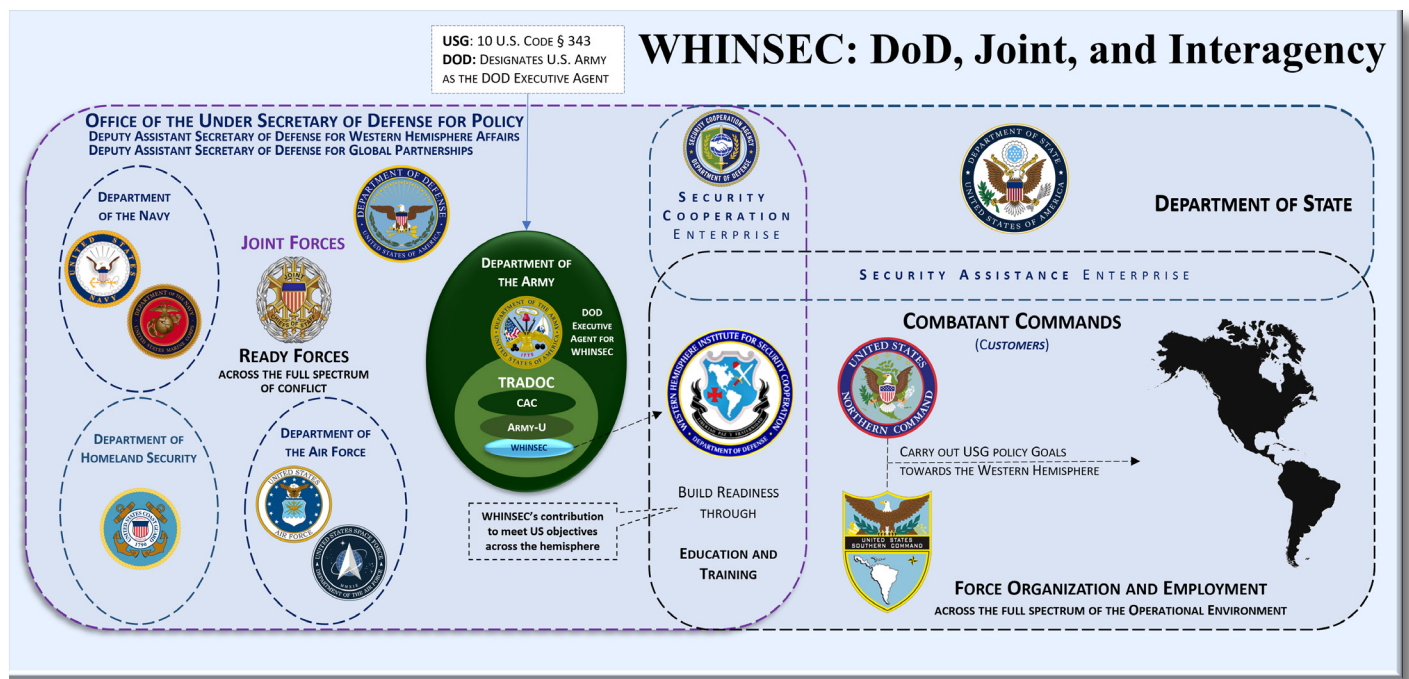


Figure 2: WHINSEC Key Partners in DoD, the Joint Force, and the Interagency



Ridgway Hall (2001) (Photo by WHINSEC Public Affairs Office).

History of The Western Hemisphere Institute for Security Cooperation

Established January 17, 2001

Over Twenty Years of Service

The Western Hemisphere Institute for Security Cooperation (WHINSEC) opened its doors on January 17, 2001 in Ridgway Hall, the original home of the U.S. Army's Infantry School and headquarters of Fort Moore, Georgia.

Beginning in March 2004, the Institute adopted the Command and General Staff College's instructional model from the Combined Arms Center in Fort Leavenworth, Kansas. As Fort Moore transitioned to the Maneuver Center of Excellence in 2008, WHINSEC moved to Collins, Lewis, and Greene Halls, with modular buildings for classrooms. At that time, it was reorganized into three components

or schools: the School of Professional Military Education (SPME), the School of Specialized Studies (SSS), and the Roy Benavidez Noncommissioned Officer Academy (NCOA).

In July 2010, the historic Station Hospital at Fort Moore became WHINSEC's permanent campus. This was followed with state-of-the-art 21st century classrooms in 2014. That year, the Center for Human Rights and Democracy (CHRD) was created to meet combatant command needs to provide partner nation leaders' broader human rights instruction.



Collins, Lewis, and Greene Halls (2008) (Photo by WHINSEC Public Affairs Office).

As partner nations' needs evolved, a Law Enforcement Advisor and Academic Dean were added to bring the Institute's leadership to its current structure.

In June 2020, the Faculty and Staff Development Division (FSDD) transitioned to the Center for Faculty and Staff Development (CFSD). This move helped standardize basic instructor qualifications with partner nations and expand WHINSEC's ability to develop instructors throughout the hemisphere.

Since 2001, WHINSEC has trained and educated more than 37,000 students—military, law enforcement, and civilian—representing 38 countries. Its students and faculty have earned 219 master's degrees, 141 through civilian university partnerships and 78 Masters of Military Art and Science through the Command and General Staff College at Fort Leavenworth. The Institute respects each country's unique culture and conducts dedicated independence celebrations for each partner nation, culminating with an annual International Festival.



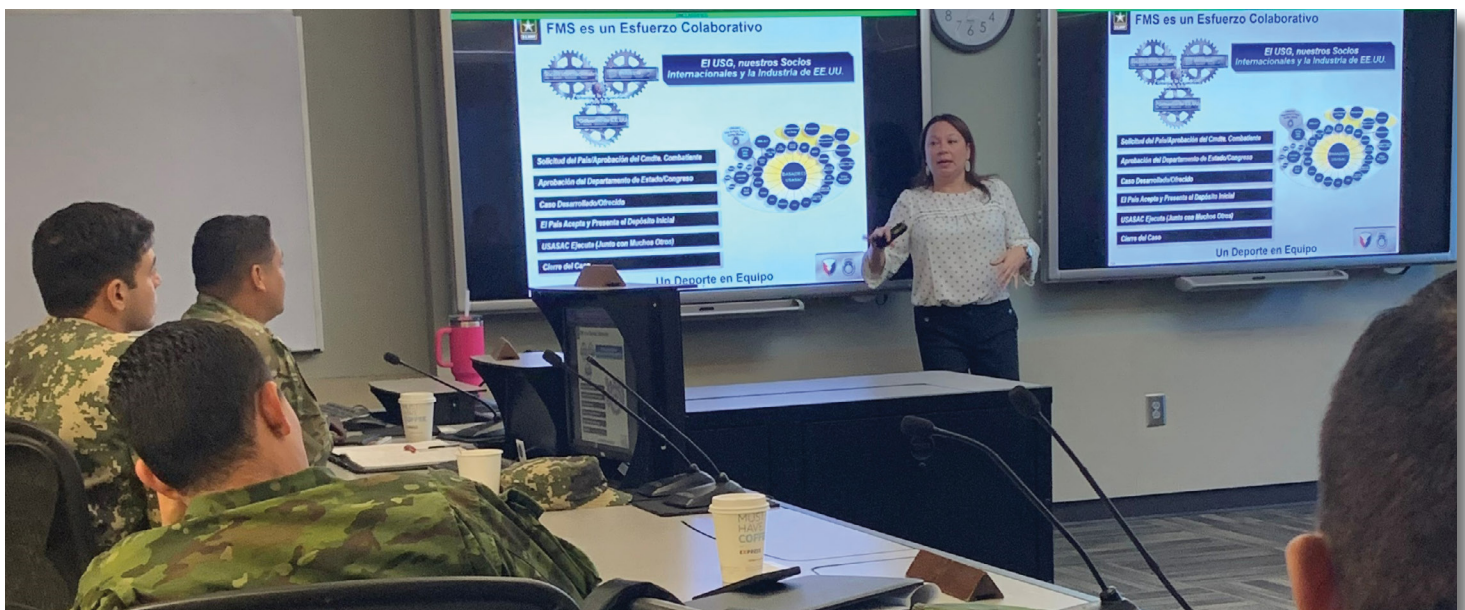
Station Hospital (since 2010) (Photo by WHINSEC Public Affairs Office).

WHINSEC has several key interagency partners. In Fiscal Year 2022, WHINSEC established the position for a Law Enforcement Advisor to join the Institute. The Department of Homeland Security permanently fills this position with a senior law enforcement executive from its Homeland Security Investigations International Operations, Programs Division. WHINSEC is increasing the number of police scenarios and topics in existing courses and is developing curricula that will focus on the disciplines, skills, and abilities specific to the law enforcement community. WHINSEC’s Law Enforcement Advisor collaborates with the Institute’s Commandant and Command Sergeant Major to advance understanding of Homeland Security Investigations’ mission and respect for civil authority and human rights among law enforcement, military, and civilian students from the Western Hemisphere.

The Department of State is also a key WHINSEC partner in improving the professionalism of Western Hemisphere security forces personnel. The Department of State is committed to educating and training enrolled military servicemembers,

law enforcement professionals, and government civilians on human rights, democracy, and ethics. This begins at U.S. embassies and includes interagency coordination to enforce the Leahy Amendment standards of human rights compliance and screening individuals for other unlawful conduct such as credible allegations of criminal misconduct or corruption.³¹ Both the Department of State and WHINSEC emphasize the importance of human rights, the rule of law, due process, civilian control of the military, and the role of the military in a democratic society. The goal is to provide students with values that will enable their success in multi-agency security force operations, free of human rights violations and abuses, as well as support the rules-based international order.

WHINSEC partners with a range of training and education centers both in and out of the DoD. Within DoD, WHINSEC continues to partner with other training centers to ensure its curriculum matches TRADOC-approved course material. The Institute also enjoys partnerships with civilian education institutions, including Troy University, Oral Roberts University, and Florida International



A WHINSEC instructor leads discussion during the Joint Logistics and Security Assistance Course. (Photo by WHINSEC Public Affairs Office).

³¹ U.S. Department of State, “About the Leahy Law,” January 20, 2021.

University, and is developing advanced education offerings with these universities. Finally, WHINSEC partners with the Reserve Component to fully incorporate unique capabilities and civilian required skills, as well as with other Services and joint schools—such as the Inter-American Air Forces Academy and the Naval Small Craft Instruction and Technical Training School—to share best practices and collaborate on areas of mutual interest.

WHINSEC’s Mission, Organization, and Courses

WHINSEC’s Title 10 mission remains unchanged: WHINSEC trains, educates, and develops ethical leaders to strengthen democratic partnerships in the Western Hemisphere.

The Institute’s organization focuses on five subordinate academic departments (see Figure 3). The Roy Benavidez Noncommissioned Officer Academy (NCOA) develops leadership and decision-making capabilities of noncommissioned officers according to their level of responsibility. The Center for Faculty and Staff Development (CFSD) certifies, develops, and sustains

WHINSEC’s faculty. The Center for Human Rights and Democracy (CHRD) provides human rights and democracy classes for each of WHINSEC’s courses while also offering an International Operational Law and a Human Rights Instructor Course. The DeLeon-Gonzalez School of Leadership & Tactics (DGSLT) offers tactical-level courses that promote the operational capabilities of the security forces of the hemisphere. Finally, the School of Professional Military Education (SPME) offers courses focused on developing and educating its students to serve as staff officers, commanders, and international counselors with the ability to build teams, lead organizations, and integrate multidomain operations with Joint, Interagency, Intergovernmental, and Multinational partners. These courses include the Command and General Staff Officer Course (CGSOC), the Maneuver Captains Career Course (MCCC), and the Joint Planning Course (JPC).

WHINSEC provides a critical link between the United States and its hemispheric Allies and partners. Understanding the strategic environment, emerging national guidance and direction, and the WHINSEC organization enables strategy development and implementation.

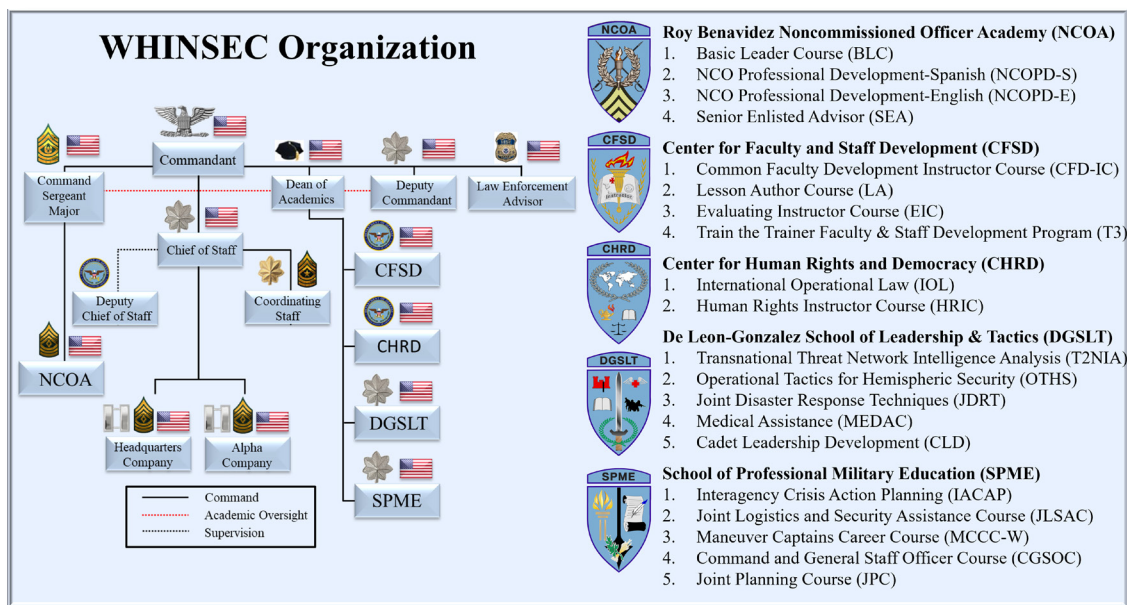


Figure 3: WHINSEC Organization

Institute Objectives

“The United States derives immense benefit from a stable, peaceful, and democratic Western Hemisphere that reduces security threats to the homeland. To prevent distant threats from becoming a challenge at home, the Department will continue to partner with countries in the region to build capability and promote security and stability. We will maintain the ability to respond to crises and seek to strengthen regional roles and capabilities for humanitarian assistance, climate resilience, and disaster response efforts. As in all regions, the Department will work collaboratively, seeking to understand our partners’ security needs and areas of mutual concern.”³²

—U.S. Department of Defense, 2022 National Defense Strategy

Several enduring, long-term objectives must be continually advanced to best position WHINSEC to fulfill its mission between now and 2035. Successful achievement of these objectives leads to an endstate that enables WHINSEC to meet the needs of the Joint Force, DoD, and the Department of State, while advancing the stated national security objectives in our strategic guidance and direction.

The WHINSEC strategic approach includes distinct lines of effort which are employed to achieve these objectives (see Figure 4). This strategic approach provides a blueprint for WHINSEC to develop a campaign plan to guide implementation. For example, milestones within each line of effort can be added, modified, or completed based on changes in the operational and strategic environments.

WHINSEC Strategic Approach

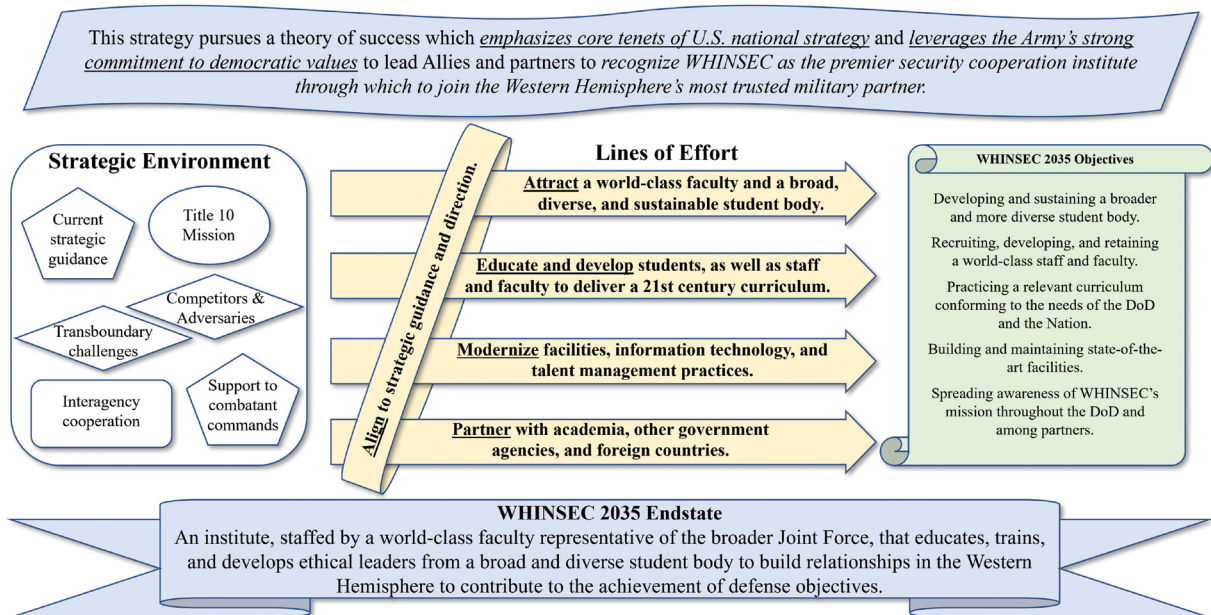
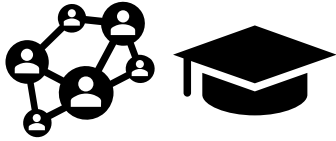


Figure 4: WHINSEC Strategic Approach

³² U.S. Department of Defense, 2022 National Defense Strategy, 16.



Objective 1:

Developing and sustaining a broader and more diverse student body.

Enabling WHINSEC to best fulfill its mission requires attracting a broader and more diverse student body capable of providing a stable number of students that can withstand fluctuations in students from individual countries. Increasing diversity among its student population is also important. WHINSEC will seek to increase women's participation in WHINSEC to 35 percent of students and instructors (U.S. and partner nations) by 2035. Additionally, WHINSEC will increase its total student population by 10 percent by 2030 and 15 percent by 2035. It will maintain the number of students from countries that provide the preponderance of students but increase other countries' combined student population by 39 percent by 2035.³³ The Institute will also explore expanding its curriculum and instructor backgrounds to attract a broadened pool of potential students, including armed services other than the Army or ground component.



WHINSEC Command and General Staff Officer Course students execute a combined arms rehearsal. (Photo by WHINSEC Public Affairs Office).



Objective 2:

Recruiting, developing, and retaining a world-class staff and faculty.

WHINSEC cannot perform its mission without the right people. This includes trained and experienced leaders, administrators, educators, and trainers from across the Joint Force, DoD, and the whole of government. The most significant challenges to fostering a world-class staff and faculty are the competitive job market and the unique requirements of WHINSEC, particularly proficiency in foreign languages. But recruiting a high-quality workforce is not enough.

WHINSEC will also focus on its existing staff and faculty development efforts to develop and improve their skills. Retaining a world-class workforce presents several challenges, but it is necessary to overcome them to ensure sustained excellence across time.



Students and faculty during a Command and General Staff Officer Course elective. (Photo by WHINSEC Public Affairs Office).

³³ These calculations are based on a Fiscal Year 2022 total student population of 894.



Objective 3:

Practicing a relevant curriculum conforming to the needs of the DoD and the Nation.

As it has done since its founding in 2001, WHINSEC must ensure the education and training it provides address the challenges facing the Nation and our regional Allies and partners. This is especially challenging for WHINSEC because of the need to present its programs of instruction in languages other than English, which requires significant time and resources to prepare programs of instruction, train faculty, and prepare course material. Key to this objective is identifying emerging requirements and developing and implementing plans to address them. The Institute will also continue to tailor its course offerings to best support defense objectives and strengthen its curriculum's focus on human rights, democracy, and the rule of law. WHINSEC must also maintain academic accreditation.



A WHINSEC Maneuver Captains Career Course student briefs a defensive operations order. (Photo by WHINSEC Public Affairs Office).



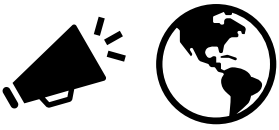
Objective 4:

Building and maintaining state-of-the-art facilities.

A key factor in the success of any academic institution is developing state-of-the-art facilities: classrooms, staff and faculty offices, common areas, and housing. Modern classrooms, meeting rooms, and other facilities not only foster a better learning atmosphere but also boost morale among instructors and students. Of course, WHINSEC must not settle for improving its workforce's facilities. As the saying goes, "The Army recruits Soldiers, but retains Families." Working with the Maneuver Center of Excellence and the Fort Moore garrison is necessary to ensure WHINSEC's Families have access to high quality housing and other quality of life initiatives. As such, WHINSEC will refurbish and upgrade its facilities to meet the standard of excellence by 2035.



A partner nation instructor from Belize facilitates a resiliency class during the Advanced Leadership Course, one of only a few WHINSEC courses taught in English at the request of Caribbean partner nations. (Photo by WHINSEC Public Affairs Office).



Objective 5:

Spreading awareness of WHINSEC's mission throughout the DoD and among partners.

Important to WHINSEC's future is enabling other organizations to understand the functions it provides to the Nation. This includes spreading awareness of the Institute's mission within DoD and the interagency and among Allies and partners, fostering relationships among students, and cultivating a network of alumni. Key to this

objective is connecting WHINSEC's role to current strategic guidance and communicating that linkage to required audiences.

WHINSEC Endstate: "An institute, staffed by a world-class faculty representative of the broader Joint Force, that educates, trains, and develops ethical leaders from a broad and diverse student body to build relationships in the Western Hemisphere to contribute to the achievement of defense objectives."



WHINSEC alumni attend a WHINSEC Alumni Seminar. (Photo by WHINSEC Public Affairs Office).

Advancing the WHINSEC Mission

“Three priorities—defending the Nation, taking care of our people, and succeeding through teamwork—will guide our efforts.”³⁴

—Secretary of Defense Lloyd J. Austin III, *Message to the Force*, March 4, 2021

WHINSEC will employ multiple crosscutting lines of effort to achieve the strategy’s objectives and endstate.³⁵ These address the actions WHINSEC will take to implement this strategy. Each line of effort contains multiple milestones that shape WHINSEC operations, activities, and investments and drive toward the strategy’s objectives. The Institute can modify or add to these milestones during campaign planning and implementation to reflect changes in the strategic environment, national guidance, and emerging requirements.

³⁴ Secretary of Defense Lloyd J. Austin, *Message to the Force*, (March 4, 2021), 1.

³⁵ This strategy’s lines of effort do not align to a specific objective due to their crosscutting nature.



Line of Effort 1:

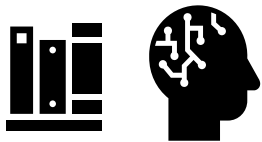
Attract a world-class faculty and a broad, diverse, and sustainable student body.

WHINSEC must assertively recruit from a broad swath of the Army, the Joint Force, and civilians using various mechanisms. These include holding a virtual town hall while a Talent Management marketplace is open or attending civilian job fairs. WHINSEC, in coordination with USNORTHCOM and USSOUTHCOM, requires a plan to raise awareness of WHINSEC's course offerings for Western Hemisphere nations. The Institute will engage key stakeholders—USNORTHCOM, USSOUTHCOM, and the Department of State—to determine the best way to enable a more diverse and stable student base from Western Hemisphere nations each year, emphasizing the advantages for each country involved. WHINSEC will also cultivate an alumni network to further attract top talent among its staff and faculty and a broad and diverse student body. WHINSEC will tailor its recruitment efforts to achieve defense objectives.

- 1.1: Generate recruitment initiatives for staff and faculty within the Army and among the Joint Force and prospective civilian workforce.
- 1.2: Expand visiting instructor positions through existing and emerging partnerships.
- 1.3: Improve quality of life within the workplace and for staff and faculty and their families.
- 1.4: Refine prospective student outreach and admissions efforts to reflect current academic institution admissions practices.
- 1.5: Recruit actively to increase women's participation in WHINSEC to 35 percent students and instructors (U.S. and partner nations) by 2035.
- 1.6: Tailor student recruitment products to regional and partner interests.
- 1.7: Increase student population by 10 percent by 2030 and 15 percent by 2035 drawing from less-represented nations.
- 1.8: Cultivate an alumni network to attract top talent and a broad and diverse student body.



A noncommissioned officer from the Chilean Army presents a token of appreciation to a WHINSEC course graduation speaker. (U.S. Army photo).



Line of Effort 2:

Educate and develop students, as well as staff and faculty, to deliver a 21st century curriculum.

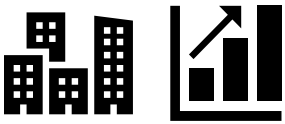
WHINSEC will regularly solicit those DoD organizations it supports and key partners to identify emerging courses suitable for new requirements. It will aggressively seek best teaching practices and adopt those appropriate to its mission, to include mechanisms to enable efficient translation of course materials. WHINSEC will maintain and, when possible, expand its partnerships with civilian universities to enable its students and faculty to attend additional undergraduate and graduate courses. WHINSEC will continue to fully meet the accreditation requirements of a leading academic institution. The Institute will also search for curricula being practiced by Western Hemisphere Allies and partners, which might already be in local languages, and other DoD schools suitable for adoption.

Finally, WHINSEC will develop a plan to work with the Security Cooperation Organizations in each partner's country to identify emerging partner needs (e.g., additional disaster relief training, given the effects of climate change). Staff and faculty development efforts will include professional development course attendance (both military and civilian courses, such as local, regional, or national conferences and workshops), internal development programs (e.g., a peer coaching plan), and attendance at broadening events which advance staff and faculty members' knowledge beyond their focus areas (e.g., temporary duty to a combined exercise).

- 2.1: Conduct relevant courses suitable to meet current and future requirements.
- 2.2: Adopt cutting-edge educational practices.
- 2.3: Develop staff and faculty to enhance knowledge, skills, and abilities.
- 2.4: Identify and provide advancement opportunities to those who possess the knowledge, skills, and abilities for positions of greater responsibility.



A partner nation instructor from WHINSEC participates in the 7th Special Forces Group (Airborne) Jungle Warfare Symposium at Eglin Air Force Base, Florida. (Photo by WHINSEC Public Affairs Office).



Line of Effort 3:

Modernize facilities, information technology, and talent management practices.

To enable WHINSEC's facilities to maintain a high standard of quality, the Institute will prioritize a list of military and non-military construction projects for its campus. WHINSEC will collaborate with other Army, DoD, and civilian higher education organizations to identify projects that have the most potential to improve the experience of its students and staff and faculty. WHINSEC will also regularly liaise with the Maneuver Center of Excellence and the Fort Moore garrison to proactively identify and address housing and infrastructure challenges.

Information technology and talent management systems will also be updated to improve the functioning of these critical systems for staff, faculty, and students.

- 3.1: Provide and maintain facilities suitable for 21st century education and training.
- 3.2: Ensure information technology is secure and meets the needs of students, staff, and faculty.
- 3.3: Leverage the Army's 21st century talent management system to recruit and retain staff and faculty.
- 3.4: Inform modernization efforts through the American Council on Education accreditation standards.



A Costa Rican partner nation instructor and a U.S. instructor conduct high angle entry training as part of the Joint Disaster Response Techniques Course. (Photo by WHINSEC Public Affairs Office).



Line of Effort 4:

Partner with academia, other government agencies, and foreign countries.

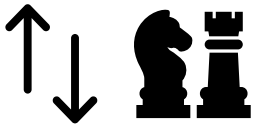
WHINSEC will seek to maintain, refine, and develop new partnerships to enhance and spread awareness of its mission and that of the broader DoD. This includes organizations within the interagency community; DoD, including the Defense Security Cooperation University and the William J. Perry Center for Hemispheric Defense Studies; and the Army, as well as among our Allies and partners in the region. Emphasis for cooperation will be placed on maintaining ties with other defense institutes within the Western Hemisphere (e.g., the Inter-American Air Forces

Academy or Inter-American Defense College). Within the Army, WHINSEC will maintain and broaden its partnerships with TRADOC's centers of excellence.

- 4.1: Expand partnerships to facilitate the strategy's objectives.
- 4.2: Seek regular exchanges with academic institutions in the United States and the Western Hemisphere sharing similar security, democratization, and regional interests.
- 4.3: Broaden interagency cooperation to coordinate shared interests and resourcing.
- 4.4: Leverage Army elements in country teams to inform Allies and partners about training opportunities at the Institute.



A U.S. Army WHINSEC faculty member instructs students from nine partner nations of the Caribbean during an Advanced Leadership Course (English) conducted by a WHINSEC Mobile Training Team in Barbados. (Photo by WHINSEC Public Affairs Office).



Line of Effort 5:

Align to strategic guidance and direction.

WHINSEC will emphasize the clear linkages between its mission and strategic guidance while highlighting the high return on investment Allies and partners can gain through development at the Institute. This strategy provides this initial nesting, but WHINSEC will continuously assess evolving strategic guidance and direction to ensure the language it uses to describe its mission supports higher level intent. WHINSEC also will work within its chain of command and the security cooperation enterprise to identify DoD organizations and partner nations it believes could benefit from the instruction and education WHINSEC provides.

- 5.1: Review national and relevant combatant command guidance.
- 5.2: Continuously refine curriculum to ensure compliance with national guidance and relevance in the strategic environment.
- 5.3: Inform leadership and partners of the Institute's competitive advantage in implementing national strategy.

Resourcing the Strategy

“We are navigating an unpredictable future, and our nation and our Army are at an inflection point ... As we emerge from two decades of counterinsurgency and counterterrorism operations, my first objective is to put the Army on a sustainable strategic path amidst this uncertainty.”³⁶

—Secretary of the Army Christine E. Wormuth, *Message to the Force*, February 8, 2022

WHINSEC will continue to operate in an environment of constrained resources with increasing demand for its course offerings. The Institute must highlight high returns on investment, emphasizing that timely and well-planned operations, activities, and investments in the region will produce long-lasting relationships and improved partner capabilities to support U.S. objectives in the hemisphere. While many Army commands face similar decisions on how to apply limited resources, WHINSEC can both optimize its Army funding and leverage a joint, interagency, and multinational network to meet and exceed its mission.

High Return on Investment

A key benefit WHINSEC offers is its high return on investment. WHINSEC’s modest budget—\$11.99 million in Fiscal Year 2023—enables the education and training of approximately 1,000 Western Hemisphere students each year. Given the challenges DoD faces in other areas of the world, WHINSEC provides a cost-effective way to strengthen security within the region. Beyond the skills gained at WHINSEC, these students also build relationships with U.S. personnel, gain understanding of U.S. military customs and practices, and experience American culture,

enabling WHINSEC to have an outsized impact on the Western Hemisphere’s democratically aligned Allies and partners. WHINSEC’s current budget, however, is inadequate to effectively support and execute this strategy. To meet future demands and implement this strategy, WHINSEC requires a budget increase to \$13 million by 2035.³⁷

Optimize Army Operations and Maintenance Funding

Army Operations and Maintenance funding provides baseline support to WHINSEC’s mission. Department of the Army Pamphlet 11-31, *Army Security Cooperation Handbook*, classifies this funding as Global Civil-Military Preparedness to “provide training, conduct a multinational exercise, [and] provide education,” focused on capacity building and international collaboration.³⁸ WHINSEC advances institutionalized regional collaboration and continues to gain efficiencies in doing so. The Institute recently gained efficiency, for example, when reducing its contracted translation support by adopting an improved in-house capability through a digital solution in Fiscal Year 2020, saving over \$300,000. WHINSEC will continue to refine all programs and functions to deliver on the promise that “a dollar or an hour invested smartly in this hemisphere goes a long way.”³⁹

³⁶ Secretary of the Army Christine E. Wormuth, *Message to the Force*, (February 8, 2022), 1.

³⁷ This figure is in Fiscal Year 2023 dollars and includes Operations and Maintenance and Reimbursable Funding only.

³⁸ Headquarters, Department of the Army, Department of the Army Pamphlet 11-31: *Army Security Cooperation Handbook* (Washington, D.C.: 2015), 27.

³⁹ U.S. Southern Command, *United States Southern Command Strategy: An Enduring Promise for the Americas* (May 8, 2019), 7.

Leverage the Security Cooperation Enterprise

WHINSEC benefits from two geographic combatant commands advocating for DoD Title 10 and Department of State Title 22 security cooperation and security assistance funding for the Western Hemisphere. Funding for WHINSEC students comes through the TRADOC Security Assistance Training Field Activity, which manages U.S. Army institutional training for international military students authorized and funded by security cooperation and select building partner capacity programs.

WHINSEC develops its training pricing and submits it to the Security Assistance Training Field Activity, leading to Security Assistance funding for WHINSEC students in five major categories. Foreign Military Financing includes grants provided by the U.S. government to partner nations for training, enhancing their military capabilities, and improving interoperability. Another source of funding is the U.S. Foreign Military Sales program which allows partner nations to purchase U.S. training, materiel, and services, also improving interoperability. A third source is International Military Education and Training which provides students valuable training and education on U.S. military practices and standards, including exposure to democratic values and respect for internationally recognized standards of human rights. Seventeen Chiefs of Defense and six Ministers of Defense in the USSOUTHCOM area of responsibility have attended International Military Education and Training-funded courses.⁴⁰ Fourth, partners at WHINSEC also pursue collaboration

through International Narcotics Control and Law Enforcement programs, further strengthening security institutions across the hemisphere. Finally, WHINSEC students may be funded through DoD's building partner capacity programs under Title 10 authority. WHINSEC contributes to translating these investments into sustained relationships which benefit both U.S. national interests as well as our partners' national interests.

Empower Partner Initiatives and Pursue Shared Non-Governmental Organization Efforts

WHINSEC provides a forum for providing valuable learning to Allies and partners across the hemisphere, some of whom provide resourcing to further the Institute's mission. Recent interactions with partner nations have led to success in securing Volunteer Guest Instructors and Volunteer Partner Nation Instructors at no cost to the U.S. government. The Partner Nation Instructors program is unique to WHINSEC, not present in any other Army training environment, and provided over 30 partner instructors in Fiscal Year 2023. Partner Nation Instructors contribute to a collaborative mission supporting the entire Hemisphere and give non-U.S. countries a voice in the partnership. WHINSEC can also pursue initiatives with non-governmental organizations with similar interests to promote democratic values and human rights in the region. Such partnerships could produce a similar visiting lecturer program and highlight challenges within a non-governmental organization's specified purpose, further drawing partner attendance at WHINSEC for access to topics of interest.

⁴⁰ General Laura J. Richardson, *Statement Before the 117th Congress, House Armed Services Committee* (March 8, 2022), 13.

Risk

“The safety of our homeland is directly linked to resilience, stability, and security of our Latin American and Caribbean partners. The U.S. and our regional partners are on the frontline of strategic competition, and we share crosscutting threats that we must confront together.”⁴¹

—General Laura J. Richardson, Commanding General,
United States Southern Command, March 8, 2022

WHINSEC has successfully accomplished its mission without this strategy’s strategic approach since its founding. However, the changing strategic environment requires the Institute to adjust. DoD has adapted its strategy, and WHINSEC must do the same. Shaping the Institute’s activities with an actionable and measurable strategy enables WHINSEC to best achieve its mission. Importantly, several forms of risk exist that must be addressed to best facilitate this strategy’s success.

Risk of Not Implementing the Strategy

If this strategy is not implemented, then one or two countries will continue to provide the preponderance of WHINSEC students, posing undue risk to WHINSEC’s future and undermining WHINSEC’s aim to partner broadly across the hemisphere. The need to connect WHINSEC’s mission to current strategic guidance will persist. The WHINSEC Board of Visitors and other key stakeholders provided their input to this strategy. If the strategy is not implemented, the opportunity to leverage this support may decrease or diminish.

Implementation Risk

This strategy could fall short for various reasons. It might not obtain the necessary level of buy-in from key stakeholders. Obtaining those groups’ assistance with implementation might then become difficult. The strategy also risks not being implemented due to unforeseen future priorities. If new priorities subsume WHINSEC’s limited resources, successful strategy implementation is less likely.

This strategy includes multiple mechanisms to mitigate these implementation risks. First, to enable buy-in across key stakeholders, the strategy development process included participation from a wide array of organizations, to include the Office of the Secretary of Defense and the Joint Staff. Drafts of the strategy were also circulated widely with the WHINSEC Board of Visitors and all affected organizations, to include USNORTHCOM and USSOUTHCOM. Second, to prevent future priorities from overwhelming implementation, the strategy articulates WHINSEC’s principal challenges—for example, the makeup of the student and instructor populations—and prioritizes them within the strategy. Focusing on the major challenges confronting WHINSEC makes it less likely for future priorities to create implementation challenges.

⁴¹ General Richardson, *Statement Before the 117th Congress, House Armed Services Committee*, 26.

Foresight Risk

Also inherent to this strategy is the risk of failure due to not identifying and addressing major events, problems, or efforts that will occur in the future. In this case, unforeseen actions could invalidate major parts of the strategy. For example, if an existential military threat arose to the United States or its Allies and partners in the Western Hemisphere, then a different set of objectives and lines of effort might arise. To mitigate this risk, the strategy is grounded in a comprehensive assessment of the strategic environment. Additionally, the Board of Visitors will annually review this strategy. It can provide guidance to accommodate environmental changes.

Conclusion

“The Department of Defense is present, engaged, [and] active in this region. We believe that there is no such thing as an unimportant partner and that every partnership deserves respect, our investment, and a way to work forward together.”⁴²

—Deputy Assistant Secretary of Defense for Western Hemisphere Affairs
Daniel Erikson, May 2, 2023

In its impressive journey of more than two decades, WHINSEC has been a steadfast provider of critical education and training to Western Hemisphere Allies and partners. The Institute continues to emphasize human rights, democracy, and the rule of law. As we look forward to the next decade, this strategy outlines a comprehensive plan to enable WHINSEC to continue its mission effectively through 2035.

To achieve this, a deep understanding of various elements is imperative. First, WHINSEC’s Title 10 U.S. Code requirements will continue to

provide its legal framework and empower its operations. Aligning WHINSEC’s approach with current National and Defense strategic guidance also ensures its relevance and responsiveness to evolving challenges. As the Western Hemisphere faces various strategic competitors and persistent threats, WHINSEC must be poised to address these concerns proactively.

The Army must continue to effectively leverage its Executive Agent functions for WHINSEC to optimize its capabilities. Moreover, the Institute must thoughtfully update its current curriculum



Students attending WHINSEC’s Maneuver Captains Career Course conduct a staff group exercise. (Photo by WHINSEC Public Affairs Office).

⁴² Erikson, Welcome Remarks at the 8th Annual Hemisphere Security Conference.

to encompass emerging challenges, such as those in the space and cyber domains, ensuring that WHINSEC remains at the forefront of modern security education.

In navigating these complexities, WHINSEC must also overcome unique institutional challenges. Addressing diversity issues, enhancing awareness of its mission, and fostering a strong network of graduates across the hemisphere are paramount for its enduring impact.

By meticulously addressing each challenge, WHINSEC will be optimally positioned to shape the leaders of tomorrow, instilling ethical values and preparing them to address the dynamic security landscape of the next decade. By staying true to its mission and embracing the principles of democratic values and human rights, WHINSEC will remain the premier security cooperation institute in the Western Hemisphere, fostering stability and countering the influence of adversaries. Commitment to these values will resonate throughout the region, further solidifying WHINSEC as the premier security cooperation institute through which to join the hemisphere's most trusted military partner and upholding WHINSEC's critical role in promoting future peace, cooperation, and security.



WHINSEC students perform M4 carbine weapons familiarization training while attending the Cadet Leadership Development course. (Photo by WHINSEC Public Affairs Office).



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