
The New Era Of Defense Cooperation

By

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For the past 40 years, security assistance has been an essential element of United States efforts to help build a more secure and peaceful world. In Northern Europe after WWII, security assistance took the form of Grant Aid under the old Military Assistance Program (MAP). As countries gradually reestablished themselves in the post WWII period, the emphasis shifted to that of Foreign Military Sales (FMS). As markets and industries became increasingly globalized, countries became interdependent for goods, technology, and the capital necessary for defense, thus leading to a period of coproduction. In the last several years, another milestone was reached as we embarked from an era of coproduction to one of codevelopment. This latest milestone will require the commitment of the governments of industrialized nations as well as industry if we are to continue to move forward in the new era of Defense Cooperation. As in the past, the groundwork now being established within the industrially developed countries will gradually proliferate throughout the developing countries in the world.

The result of the aforementioned is that the traditional business of security assistance has changed into a new form, one mandating a more complex approach than in the past, coupled with a need to understand and to be able to work well within the military, economic, and political networks of the host nation. We are engaged in a vibrant, dynamic business, one that is challenging both to the Department of Defense (DOD) and to the individual. Our business around the world today is Defense Cooperation: a hybrid of security assistance, industrial cooperation, armaments cooperation, Foreign Military Sales, training, logistics cooperation, cooperative Research and Development, Foreign Comparative Testing, Host Nation Support, etc. New words to some and not applicable in all countries today, they remain the cornerstone of our international defense relationships now and in the future. Therefore, it is incumbent upon each individual involved in the international arena to be cognizant of our broad Defense Cooperation activities. As more and more countries develop an industrial capability and find that it is in their national interest to cooperate in defense, we must be prepared, in part, through our in-country DOD organizations, to deal with the broader implications of defense cooperation. Therefore, the fundamental task of the in-country DOD organization is to assist, facilitate, provide liaison, and help obtain the maximum mutual benefit from our Defense Cooperation activities.

A significant milestone for Security Assistance Organizations/Offices (SAOs) occurred in the mid '80s when it was formally recognized that (in general) SAO responsibilities go far beyond the pure security assistance role. With that basic theme in mind, the Washington community has taken the next logical step and recognized the fact that we have in place throughout the world a unique (DOD) program that no other western-oriented country or DOD organization offers. These two points, coupled with an integrated effort to maximize manpower utilization plus increasingly limited available funding, have resulted in a new beginning and realization of significant near and long-term benefits that can be derived from our worldwide Defense Cooperation activities.

Before developing these thoughts further, I would like to offer one very important point. That is, that security assistance, just like defense industrial cooperation, means different things to different people. Given one's assignment background, interpretation of the written word, self motivation and personal attitude, a particular subject can be interpreted within the full range from 0 to 100 percent as being security assistance related. This point particularly comes into play when asked to make a judgment on the percent of time that is dedicated to security assistance. I would

propose that the latitude of individual interpretations is much too great between people to arrive at a comparable situation. The bottom line is that each SAO has a job to do that is somewhat unique to the host country, and U.S. personnel are doing it effectively or they would not be there. At the same time, the degree of SAO personnel effectiveness and accomplishments across the defense cooperation spectrum is directly proportional to their experience, self motivation, and personal initiative.

The result is that clear lines cannot be drawn between what is security assistance and what is not. If all of the tools available [Nunn/Quayle Amendments, cooperative logistics, host nation support, training, cooperative Research & Development, Foreign Comparative Testing, armaments cooperation, Non-Recurring Cost (NRC) recoupment charge monies, time, manpower, Foreign Military Sales, common defense needs/goals, industrial cooperation, creativity, etc.] are used by DOD to develop and orchestrate an initiative to its conclusion, then what is security assistance and what is not is intertwined throughout the project. The complexities of defense cooperation are significant but the results can be very rewarding.

For the purpose of discussion, the mission (in general terms) of the in-country DOD organization can be divided into three general areas. The in-country DOD team should:

- insure a continuing viable Security Assistance/Foreign Military Sales program through an emphasis on force modernization and training;
- provide in-country liaison for the Secretary of Defense and the United States theater commander with appropriate in-country authorities; and
- insure a continuing viable form for armaments cooperation and defense industrial cooperation activities, including reciprocal defense procurement MOU/MOA implementation where appropriate.

While the third mission area may seem far fetched for some, many lesser developed countries are moving in the direction of some defense industrial capability. We should be prepared to work with the host countries in their development. This will become increasingly important as we reduce the size of our military forces and eliminate older equipment from the U.S. inventory and transfer that equipment to other countries under our Security Assistance Program. However, the transfer of equipment is not as important as the future supportability of the equipment and the training of foreign personnel in the use of that equipment, both of which will become increasingly more difficult as we draw down our military forces. As our ability to support some systems is reduced or eliminated, overcoming these problems may lead to regional training and limited parts production by the using countries. Our in-country personnel, working with host country government and industry representatives, can play a key role in identifying potential cooperative opportunities or programs.

To arrive at the impact of the aforementioned mission statements, we must look at the various mission areas and associated responsibilities within the mission statements. Of course, these will vary significantly by country and are merely used here as an example of the type of defense cooperation activities in which a DOD in-country organization can be involved.

Security Assistance Program

- Foreign Military Sales
 - security assistance initiatives
 - materiel and equipment case management

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- leases of equipment
 - evaluating and planning
 - testing/evaluation of U.S. equipment
 - financial management
 - force development/utilization
 - procurement practices
 - policies and procedures
 - Nonrecurring Cost (NRC) recoupment charge initiatives
 - technology transfer
 - defense industrial cooperation
 - transfer/resale of FMS articles
 - follow-on support
 - Security Assistance/Foreign Military Sales Training
 - training case management
 - training initiatives
 - Military Assistance Program
 - Military Assistance Program management
 - disposition of equipment (additional subpoints similar to FMS)

United States Defense Representative to the host country

- focal point for noncombatant DOD elements in the host country
- advice and information to the ambassador on military matters
- keeping the SECDEF, CJCS, and theater commander informed
- authority over all DOD personnel in an emergency (urgency precludes response to the theater commander)
- DOD coordinating authority
- coordination of international agreements
- coordination for theater commander on Public Affairs
- coordination of service component Public Affairs activities
- representational responsibilities
- Communications-Electronics (COMMEL)
- key member of the ambassador's country team

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- single point of contact for all non-theater command U.S. military units and organizations
 - communications link between U.S. DOD components and host nation services
 - defense matters
 - Noncombatant Evacuation Operations (NEO)
 - compliance with regulations
 - allocation/utilization of local facilities
 - serious incident reporting
 - theater commander in-country point of contact
 - CONPLANS/OPLANS
 - hiring of local nationals
 - overseas workload program (depot repair)
 - foreign real estate
 - Defense Industrial Cooperation (DIC)
 - special projects Office of Primary Responsibility (OPR)
 - non-service related issues
 - Lines of Communication (LOC)
 - Unconventional Warfare (UW)
 - force development and utilization
 - focal point for noncombatant DOD elements
 - joint exercises
 - general storage of War Reserve Materiel (WRM)
 - foreign disaster relief
 - Host Nation Support (HNS)
 - POMSS/POMCUS/TR
 - visits to the United States by host country representatives
 - visits to the host country by representatives of the United States
 - exercises (U.S./Joint)
 - tactical deployments
 - support of U.S. in-country facilities
 - Collocated Operating Base (COB) support
 - Noncombatant Evacuation Operations

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- negotiation of agreements
 - personnel numbers
 - security
 - joint exercises
 - technology transfer
 - use of equipment (U.S. or host nation)
 - air refueling
 - telecommunications
 - housing of units
 - ammunition shipments
 - use of force
 - relocation of units
 - WRM base hospitals
 - Status of Forces (SOF)
 - nuclear storage/surety
 - unit support
 - special events
 - bilateral agreements
 - nuclear incident/accident
 - hot pursuit
 - data information/exchange
 - Noncombatant Evacuation Operations (NEO)
 - anti-terrorism
 - Research & Development (R&D) data/information exchange agreements
 - security
 - joint programs
 - Collocated Operating Bases

Armaments Cooperation/Defense Industrial Cooperation

- advisor on in-country technical capabilities and military developments
- information exchange
- liaison for the U.S. National Armaments Director (NAD)
- cooperative R&D programs
- insure protection of U.S. and allied technologies
- interface with the host government on industrial security and technology transfer issues
- know and understand U.S. and host country government procurement practices
- know and understand host country markets and R&D and production capabilities
- identify opportunities for cooperation in joint development in the U.S. for host country industries
- be knowledgeable of U.S. DOD R&D offices in theater in order to make recommendations or seek assistance concerning host country cooperative R&D opportunities and capabilities
- be knowledgeable about industrial, logistics, development, and research facilities in the host country in order to make recommendations concerning cooperative opportunities and capabilities in both the public and private sectors
- identify trade opportunities for U.S. industry in the host country
- monitor reciprocal defense programs
- support the U.S. weapons acquisition process
- licensed production of U.S. weapon systems
- coproduction programs
- liaison to the host country National Armaments Director
- coordinate host country cooperative activities
- U.S. Government Point of Contact (POC) for U.S. defense industry
- liaison for activities in support of cooperative programs
- initiate actions which could result in new reciprocal procurement MOU/MOAs
- POC for U.S. firms seeking/implementing cooperative programs or sales of U.S. military equipment
- POC for host country Ministry of Defense and foreign firms on DOD acquisition and logistics practices

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- maintain liaison between DOD weapons acquisition agencies, appropriate elements of the U.S. diplomatic mission, and the host government's weapons acquisition establishment(s)
 - assist the host government's weapons acquisition decisions regarding research, development, production, and logistics cooperation with the U.S. including potential procurement of jointly developed equipment
 - assist DOD weapons acquisition agencies in obtaining information on host nation equipment and programs needed to make acquisition decisions regarding research, development, production, and logistics cooperation with the host nation produced equipment
 - develop and maintain a working knowledge of host nation
 - operational requirements affecting or leading to the identification of candidate cooperative programs
 - weapons acquisition policy, procedures, and organizational relationships
 - defense related research and development facilities that could contribute to or support cooperative research programs
 - defense scientific, technical, and industrial capabilities that could contribute to or support cooperative weapons system development or production
 - defense logistics capabilities that could contribute to support of allied forces and equipment
 - industrial security organizations, their responsibilities and their requirements
 - support, as required, for U.S. efforts in negotiating armaments cooperation agreements
 - provide recommendations on the most productive approach to follow in initiating cooperative activities with the host country, including timing of the U.S. approach, points of contact, and line of reasoning
 - assist defense firms, both U.S. and host nation, to develop contacts within the other nation's defense establishment and industry for the purpose of developing potential cooperative programs and gaining access to the defense market
 - identify and report to U.S. defense agencies all emerging problems in the host country regarding defense cooperation, e.g., U.S. trade situation, imminent protectionist trade legislation, political climate, defense budget, etc.
 - survey host nation services and industries for items or systems which may be potential candidates for Foreign Comparative Testing (FCT) and submit candidates to appropriate U.S. agencies
 - keep apprised of U.S. service components' theater requirements for logistics support and services which may provide opportunities for host government or industry participation
 - visit host nation defense industries to determine, first-hand, capabilities and strategies regarding research, development, production, products, and services
 - liaison for DOD planning and advisory activities

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- identify host country defense industry needs and capabilities
 - POC for exchange of data
 - stimulation of host country participation in cooperative initiatives
 - disposition of defense articles procured through direct commercial sales

The responsibilities of a SAO can be extensive, but SAOs must play an integral role in Defense Cooperation if U.S. Government goals are to be achieved. This representative list of SAO responsibilities has been provided not only to demonstrate the job that is being done by some of our SAOs, but the opportunities that will exist as industrialization proliferates itself throughout developing countries of the world. In any event, it can readily be seen that the term "Security Assistance Office/Organization" is, in most situations, outmoded and the next Annual Integrated Assessment of Security Assistance (AIASA) could be called the Annual Integrated Assessment of Defense Cooperation (AIADC). Changes in that direction have already taken place with the addition of an armaments/industrial cooperation section in the 1990 AIASA submission.

In summary, each SAO has a job to do that is somewhat unique to the host country. Our goal should be to do that job better. We are at the leading edge of change in our approach to Defense Cooperation. To overcome the odds we must continue to pool our resources and avoid duplication if we are to continue to preserve peace and security in the world. Cooperative defense is at the base of that preservation. Your efforts with your host country should be directed at that cooperation.

ABOUT THE AUTHOR

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