
SECURITY COOPERATION ORGANIZATIONS OVERSEAS

INTRODUCTION

As indicated in chapter 3 of this textbook, “US Government Organizations,” the security cooperation organization (SCO) is only one of numerous organizations within the United States government (USG) and the Department of Defense (DOD) that contribute to the security cooperation (SC) and security assistance (SA) mission. However, the role of the SCO is unique in that it acts as the primary interface with the host nation on all SA/SC issues. Equally important, the SCO is generally the lead organization within each Combatant Command (CCMD) for the execution of most of DOD’s SC programs in the country assigned. The foremost role of the SCO is as simple as the ABCs—Access, Building Relationships, and Capability/Capacity building of the host nation armed forces. It is vital the SCO has access to host nation counterparts to ensure USG objectives are met. Central to this access is the SCO’s relationship with the host nation, and in some cases, personal relationships trump professional interactions. Developing these crucial relationships takes time and patience—the Security Cooperation business is not a flash in the pan enterprise. Finally, the SCO’s fundamental task is to build host nation capabilities and capacity to meet future USG and host nation challenges. This chapter outlines the roles, responsibilities, interfaces, and work environment of the SCO.

DEFINITION AND PURPOSE OF THE SECURITY COOPERATION ORGANIZATION

The generic term SCO encompasses all DOD organizations, regardless of actual title or size, located in foreign countries to carry out SC and SA management functions under the Foreign Assistance Act (FAA), the Arms Export Control Act (AECA), and other authorities. In many countries, the primary program is Foreign Military Sales (FMS), whether funded by the host nation and/or by US-appropriated Foreign Military Financing (FMF). Other SA programs (executed by DOD) available to many countries are the International Military Education and Training (IMET) program and excess defense articles (EDA).

Throughout this textbook, the term “SCO” refers not only to the organization, but to each of its assigned personnel (i.e., security cooperation officers). Although SCO is used as a generic name, each specific SCO has its own formal title or designation. Attachment 4-8 contains a list of the current SCO designations around the world. In some cases, these organizational titles were established through joint diplomatic agreement between the USG and the host nation.

REFERENCES FOR SECURITY COOPERATION OFFICE FUNCTIONS AND RESPONSIBILITIES

The references for SCO functions and responsibilities originate from the four primary sources (legislative, DOD, DSCA, and administrative/logistical) outlined in this section.

Legislative Provisions

Since the end of the Vietnam conflict, the US Congress has maintained a keen interest in the activities of USG personnel assigned overseas to perform SA functions. Section 515(a) of the FAA outlines the legal SA functions of SCOs as follows:

- Equipment and services case management (i.e., FMS case management)
- Training management
- Program monitoring
- Evaluation and planning of the host government's military capabilities and requirements
- Administrative support
- Promoting rationalization, standardization, interoperability (RSI), and other defense cooperation measures
- Liaison functions exclusive of advisory and training assistance

Department of Defense Provisions

In addition to legislative direction, DOD guidance is contained in the recently issued DODD 5132.03, *DOD Policy and Responsibilities Relating to Security Cooperation*. This document does not list specific responsibilities for the SCO, but does provide guidance to all higher entities within DOD for the policy oversight and resourcing of SC activities.

Defense Security Cooperation Agency Provisions

DSCA Manual 5105.38-M, *Security Assistance Management Manual* (SAMM), chapter 2, lists the following topics as responsibilities for SCOs, but this is not an all-inclusive list.

Building Key Relationships

The SCO is responsible for the development and maintenance of professional working relationships that advance US strategic objectives. Key relationships may include: country team; combatant command; Office of the Secretary of Defense (i.e., Undersecretaries for Policy; Acquisition, Logistics, Technology; and Comptroller); partner nation; and US defense industry.

SC Planning

Although not normally conducted on a daily basis, the planning function of the SCO remains the most critical. Planning is a SCO function per the FAA, as stated above, and is also required by the annual planning and budget cycles of both DOD and DOS. The planning tasks of the SCO are identified in SAMM paragraph C2.3, but the broader process of Joint Security Cooperation planning is further explained in chapter 19 of this textbook.

FMS Case Development

SCOs will provide Letter of Request (LOR) and Letter of Offer and Acceptance (LOA) assistance. SCOs should be familiar with the following topics, which are further explained in chapter 5:

- SME/MDE requirements
- Unique review requirements
- Routing of LORs
- Country Team Assessments (CTA)
- Monitoring progress
- LOA preparation time

- LOA format and content
- Changes to an LOA prior to partner nation signature
- Actions after LOA signing

FMS Program Management and Oversight

There are specific security assistance program management and oversight responsibilities of the SCO that are described in the next section of this chapter and are further explained in chapters 5, 6, 10, 11, 18, and appendix 1. These are:

- Case information and monitoring via the Security Cooperation Information Portal (SCIP)
- Case files maintenance
- Partner nation involvement in contracting
- Transportation (i.e., Defense Transportation System shipments, classified shipments, transportation plans, discrepancy reports, etc.)
- Program Management Reviews/Case Reviews
- End-Use Monitoring (EUM)/Third-Party Transfers/EUM Compliance Plans
- SCIP EUM Community maintenance

Training Management

The SCO is responsible for assisting the host country in identifying, planning, and programming US training that will meet the country's requirements, conveying those requirements to the appropriate MILDEP training activities, synchronizing training with other related SC activities, and adjusting plans as necessary. The SCO is also responsible for all of the administrative tasks required to send military students from each partner nation to the US for training or to bring training to the country. International training is further explained in chapter 14 of this text. Here are a few SCO training management responsibilities:

- Education and Training Plan development/maintenance
- Student screening (English Comprehension Level testing, medical screening, etc.)
- Human rights vetting coordination
- Processing invitational travel orders
- Pre-departure briefings
- Post-training interviews

Title 10 Programs and Activities

The SCO is responsible for executing numerous SC programs described in chapter 1. Some of the Title 10 programs will be executed using the FMS process as the administrative foundation. These programs are referred to as Building Partner Capacity (BPC) programs. Further details of BPC programs and the BPC process are discussed in SAMM chapter 15 and chapter 6 of this textbook. Specific SCO responsibilities regarding BPC programs executed as pseudo LOAs are summarized on the following page:

- Maintain a copy of the FAA, Section 505 Agreement and other relevant agreements between the USG and the Benefitting Country
- Provide interface for exchange of cooperative requirements information among the Benefitting Country, the Country Team within the US Embassy, and the DOD components responsible for the BPC case
- Provide a detailed explanation and a list of required defense articles and services to support Congressional Notification, as requested
- Provide destination shipping information for inclusion in the memorandum of request (MOR)
- Present the Case Advisory document to the Benefitting Country prior to shipment of defense articles and services; record the name of the receiving Benefitting Country representative and the date of presentation
- Obtain the signed Benefitting Country's Physical Security and Accountability Plan no later than thirty days prior to delivery of any enhanced EUM (EEUM) materiel, and provide a copy to DSCA (Programs Directorate)
- Coordinate with the IA and the Benefitting Country to prepare and arrange for receipt of BPC program defense articles and services. Provide advance notification of delivery to the Benefitting Country to coordinate receipt and security of case materiel
- Prepare and submit Transportation Discrepancy Reports (TDRs) and Supply Discrepancy Reports (SDRs) in accordance with guidance provided to foreign purchasers
- Prepare the Transfer and Receipt of Materiel and Services document and obtain signature from the Benefitting Country representative. Record when, where, and to whom delivery of materiel was made
- Maintain all records pertaining to Benefitting Country notifications and BPC case documentation

International Armaments Cooperation (IAC)

SCOs with IAC responsibilities should maintain and review the OSD (AT&L) International Cooperation in Acquisition, Technology, and Logistics Handbook. Chapter 10 of the handbook addresses the role of the SCO in IAC. The term IAC covers a multi-faceted area in which the US cooperates with other countries and international organizations to research, develop, acquire and sustain military systems. IAC includes the Information Exchange Program (IEP), the Engineer and Scientist Exchange Program (ESEP), Foreign Comparative Testing, Cooperative Research, Development and Acquisition, Test and Evaluation, Defense Trade, and Cooperative Logistics. In-country personnel dedicated to IAC usually fall under the supervision and oversight of the SCO Chief (or DATT in the absence of a SCO). If there are no Armaments Cooperation personnel assigned to the SCO, the SCO chief is responsible for IAC support functions to the degree that resources permit.

Humanitarian Assistance (HA) Programs

As with all SC programs, the SCO should integrate HA activities into CCMD security cooperation planning. DOD humanitarian-focused programs and activities include HA, Humanitarian Assistance Program–Excess Property (HAP-EP), Humanitarian Mine Action (HMA), Humanitarian and Civic Assistance (HCA), Denton (Space Available) and Funded Transportation, and Foreign Disaster Relief (FDR). SAMM chapter 12 provides a detailed description of HA programs and processes.

Other Non-SA Functions

The SCO performs other non-SA functions required by the CCMD and JCS, such as exercise planning and coordination, port visits, coordination of bilateral meetings, coordination of the National Guard State Partnership Program (SPP), and coordination and implementation of Acquisition and Cross-Servicing Agreements (ACSA). CCMDs exercise oversight responsibility for in-theater execution of these activities and provide information and direction to SCOs as necessary. If such duties are to be executed on a continuous basis, the CCMD should conduct a review to determine appropriate funding categories and ensure that the SCO is adequately staffed and funded to perform the added functions.

Administrative Support to Non-SA Missions and Personnel

The SA-funded members of the SCO may provide standard administrative support for non-SA personnel assigned/attached/TDY to the SCO performing SC and DOD functions until such support detracts from the primary SA mission. The SDO/DATT determines when additional administrative support is required and coordinates with the respective CCMD to request temporary augmentation or the addition of a non-SA funded billet. For some activities, the SDO/DATT may request that the executive agent for a planned or ongoing activity provide temporary augmentation.

General Advisory and Training Assistance

SA-funded personnel may provide advisory and training assistance to the host nation military establishment. However, this assistance must be minimal and cannot interfere with the primary performance of SA management responsibilities. Actual military training must not be performed.

Support to US Defense Industry

The SCO is the principal point of contact in US missions for most US defense industry representatives marketing defense equipment. SCOs support the marketing efforts of US companies while maintaining strict neutrality between US competitors. The SCO facilitates the flow of US systems information, subject to releasability and export licensing considerations, while avoiding advocacy of a program with a specific US producer. SCOs should be well informed about and responsive to US defense industry interest in the host country. The SCO should draw on resident Embassy experts (e.g., Commercial, Economic, or Political Officers) to inform industry representatives of the country's financial position, any International Monetary Fund controls and restrictions on credit, and the relationship between the MOD and other government branches. Further details on support to US defense industry are covered later in this chapter and are covered in SAMM C2.1.8.

Security

SCOs coordinate with SDO/DATT, the embassy's Regional Security Officer (RSO), and the antiterrorism/force protection (AT/FP) points-of-contact at the CCMD to ensure all SCO personnel and dependents understand AT/FP procedures. Additionally, SCOs are responsible for safeguarding US SC-related classified information located in foreign countries. Except for classified information authorized for release to a foreign government or international organization pursuant to DOD Directive 5230.11, and under the security control of that government or organization, the retention of US classified material is authorized only if it is necessary to satisfy USG mission requirements. Further details regarding SCO responsibilities with regard to security are addressed in SAMM C2.1.9.

Administrative and Logistical Responsibilities

The SCO administrative and logistical duties described in SAMM C2.1.10 are listed in table 4-1 on the following page.

**Table 4-1
SCO Other Administrative and Logistical Responsibilities**

Administrative Management	Property Management
Budgeting	Professional Development
Financial Management	Visitor Support
Personnel Management	Information Technology Administration
Representational and Public Affairs Duties	Translation Services
Information Support for the Country Team, CCMD, and DSCA	Establishing and Manning of SCOs

SCO administrative and logistical guidance is provided by the tri-service regulation, Administrative and Logistical Support of Overseas Security Assistance Organizations, AR 1-75, SECNAVINST 4900.49, and AFI 16-104 (inter-service). In part, this regulation provides the following guidance to SCOs:

- Submit administrative and logistical support requirements to the CCMD in accordance with this regulation and guidance issued by the CCMD, MILDEPs, and DSCA
- Represent all DOD activities assigned to the SCO for administrative support on the international cooperative administrative support services (ICASS) council, request required administrative support, and where required by the CCMD, negotiate ICASS agreements for non-SA DOD activities assigned to the SCO for administrative support and coordinate billing/reimbursement requirements between the DOS and DOD activities and parent commands
- Ensure that ICASS financial charges to SCOs are prepared according to Foreign Service Instructions CA-10025 and CA-10803
- Provide the MILDEPs with current information on desired or required routing for travel and training for SCO and SA teams' personnel and their dependents, as well as movement of household goods, personal baggage, and privately owned vehicles

Chapter 17 of this textbook, "Resource Management for the Security Cooperation Organization," provides details on these functions.

SCO SECURITY ASSISTANCE DUTIES

Official functions and responsibilities of the SCO are delineated in the four sources referenced above. While these documents provide overall policy and administrative guidance, the SCO tends to divide up its routine SA workload according to the major functions below.

Foreign Military Sales Case Management

The SCO assists the host nation military with obtaining information on military articles and services from DOD organizations, public sources, and US vendors. It may assist the host nation in documenting its requirements and articulating its requests in terms that DOD organizations can translate into an FMS case. It ensures that the concept of a total package approach (TPA) is used as appropriate. Chapter 5 of this textbook, "Foreign Military Sales Process," presents a detailed discussion on the FMS process and TPA. The SCO serves as the intermediary between the FMS case manager and the host nation to ensure that each case is both prepared and executed in accord with host nation desires. It facilitates any requirement to change the original FMS case by either amendment or modification. Finally, the SCO assists the host nation in planning for the receipt and integration of FMS materiel and services

into its defense organization and force structure. This case management function, which is actually one of liaison and coordination, is the primary focus of most SCOs and comprises half or more of the workload in many SCOs.

Concerning transportation, the SCO normally has no involvement in the actual receipt of articles shipped via the FMS process. In most cases, the host nation coordinates the movement of items through its freight forwarder, which is a commercial transportation agent under contract to the host nation. However, in some cases, whether by host nation choice or USG policy, items are moved through the Defense Transportation System (DTS). In such cases, the SCO may have responsibilities, particularly if the materiel being shipped is classified. Chapter 11 of this textbook, “Foreign Military Sales Transportation Policy,” includes a discussion of SCO responsibilities in this area.

Another SCO responsibility pertains to using the Security Cooperation Information Portal (SCIP). This password-protected and common access card enabled web site allows both US and host nation personnel to review and input data on FMS cases as well as end-use monitoring (EUM) information. Host nation personnel and authorized Locally Employed Staff (LE Staff), who are non-US citizen employees of the SCO, are required to be issued a secure electronic token for this access. The SCO is required to identify and maintain contact with the primary and alternate host nation administrators for SCIP tokens. Information and guidance for the SCO concerning SCIP access by the host nation is found at DSCA Policy Memorandum 03-11, “Enrollment Process for the Security Cooperation Information Portal,” available on the DSCA web site. Appendix 1, “Security Cooperation Automation,” of this textbook, provides more information.

Training Management

The SCO should coordinate all military training conducted or contracted by DOD for the host nation. It advises and assists the host nation in identifying, forecasting, and programming training requirements of all kinds, e.g., professional military education, tactical training, technical skills, etc. It helps ensure that properly qualified and vetted candidates are chosen for training, to include English language testing for prospective students. The SCO is responsible for management of training purchased under the FMS program, USG appropriated IMET funding, DOD-funded Combating Terrorism Fellowship Program (CTFP), and other sources. In addition to individual event training such as professional military education, the SCO must be aware of the relationship of FMS purchases and associated required training. The two functions should be smoothly integrated to ensure that training needs associated with the acquisition of equipment, whether by FMS or DCS, are identified early and appropriately addressed. Besides routine coordination between host nation counterparts and DOD agencies, this function requires specialized user training in a software program called the Training Management System (TMS). A detailed discussion of international training and the roles of the SCO are found in chapter 10 of the SAMM and in chapter 14 of this textbook, “International Training.”

End-Use Monitoring (EUM)

The SCO function in the FAA described as “program monitoring” refers to the requirement to monitor host nation use and protection of FMS and grant program defense articles, services and training transferred to the host nation, as well as the eventual disposal of these defense articles. This includes the integration of US-origin equipment, training, and services into the host nation force structure. Additionally, in rare cases, the host nation will lease (rather than purchase) articles under FMS. Because leased equipment remains the property of the USG, the SCO has a special responsibility for monitoring it. However, the most time-consuming aspect of program monitoring involves EUM. In performing this function, the SCO is essentially determining the answers to four questions:

- Is there an effective equipment accountability program/procedure in place?
- Is the equipment adequately secured and safeguarded?

- Is it being used only for purposes for which it was transferred?
- Is the eventual transfer or disposal of the equipment in accordance with US guidelines?

Where possible, the SCO should integrate EUM into other routine duties, such as visits to military bases and depots, observation during combined exercises, etc. In some cases, however, EUM generates its own workload, such as with the requirement for a periodic inventory of specified items or the need to observe the destruction of materiel. The SCO will maintain EUM records in the Security Cooperation Information Portal (SCIP).

The SCO should recognize the sensitivity about this function on the part of the host nation, which may incorrectly view it as a lack of trust on the part of the USG, rather than a legislated requirement by Congress. A key challenge for the SCO is to cultivate a cooperative, rather than confrontational, atmosphere over this function. The DOD requirements for EUM are formalized by DSCA in the Golden Sentry program for articles transferred through government channels (e.g., FMS, excess defense articles, etc.). The SCO will periodically be called upon to coordinate and host a DSCA-sponsored visit under the Golden Sentry program, during which compliance by the host nation with EUM guidelines is assessed. For those articles transferred through DCS, the guidelines are established by the DOS in its Blue Lantern program. It is not unusual for the SCO to assist the embassy Blue Lantern officer with inspections. An in-depth discussion of EUM is found in chapter 8 of the SAMM and chapter 18 of this textbook, “End-Use Monitoring and Third-Party Transfers.”

Rationalization, Standardization, and Interoperability (RSI)

As previously mentioned, the FAA requires SCOs to promote RSI with the host nation. RSI is not limited to standardization of equipment and ammunition and interchangeability of repair parts. Rather, it covers the full spectrum of operations and logistics, including, for example, military terminology, doctrine, communications, medical, and mapping functions. DOD’s policy is governed by CJCSI 2700.01A, *International Military Agreements for Rationalization, Standardization, and Interoperability (RSI) between the United States, Its Allies, and Other Friendly Nations*. The policy can be summarized as follows:

- Interoperability with partner nations is in the best interests of the US
- The degree of RSI with any given partner is subject to financial, technical, and policy considerations
- Worldwide standardization with friends and allies is a goal, but should not impede efforts at the regional or bilateral level

In summary, if the host nation is obtaining articles, services, and training from the US, RSI is being promoted to some degree.

SCO SECURITY COOPERATION DUTIES

In addition to the traditional SA functions just described, the SCO also typically manages a variety of SC programs, many of which are addressed in chapter 1 of this text, “Introduction to Security Cooperation.” Combined exercises, humanitarian assistance programs (with many developing countries), and armaments cooperation (with selected developed countries) are prime examples. No two countries will have the same combination of, or emphasis on, SC activities. Where possible, the SCO should integrate SC activities with traditional SA to advance the US goals and objectives for the host nation.

SCO PERSONNEL SELECTION

Personnel are nominated to SCO positions in accordance with the criteria established in DODI 5132.13, *Staffing of Security Cooperation Organizations (SCOs) and the Selection and Training of Security Cooperation Personnel*. Military and civilian personnel selected to serve in a SCO shall possess the demonstrated personal and professional qualifications necessary to effectively carry out the functions to which they are assigned. Prior to consideration, it is essential that personnel are screened carefully to ensure that the selectee has the appropriate qualifications, experience, and suitability for the assignment.

Prior to selection, all prospective candidates for SCO assignment will receive detailed information specific to the foreign area for which they are being considered. This information must include the type of facilities and services available to the member and his/her family, the nature of the mission to be performed, the conditions of their employment, and their conduct and responsibilities as official representatives of the US.

Most SCO positions are nominative, joint duty billets. Requirements for nomination may entail slightly different criteria from the norm with respect to civilian education, training, language qualifications, military schooling, experience, area familiarity, health, and family considerations. Chapter 17 of this textbook, “Resource Management for the Security Cooperation Organization,” contains an in-depth discussion of the human resources of the SCO, including personnel billets and manpower issues.

SCO INTERACTION AND RELATIONSHIPS

To be effective, SCO personnel must cultivate relationships with, and respond to, a variety of organizations, agencies, and individuals. Many organizations and individuals lay claim to SCO resources in furthering their own missions and agendas, occasionally giving rise to conflicts in priorities and competing interests.

SCOs traditionally respond through two chains of command: one through the embassy and the other through the CCMD. A key challenge for the SDO/DATT is to respond to the direction of the Ambassador while at the same time satisfying requirements levied by the CCMD.

The SDO/DATT acts as a key player within the embassy and the CCMD because of his influence, advice, and expertise, not necessarily because of his authority. The successful SDO/DATT knows how and when to leverage his influence with other players—the Ambassador, the CCMD, the host nation, and others—to maximize the advancement of USG foreign policy and national security goals.

Role of the Senior Defense Official/Defense Attaché

With the publication of DODD 5205.75, *Department of Defense Operations at US Embassies*, DOD has updated the policy and assigned responsibilities for the operation of the DOD elements at US embassies. This directive creates the position of SDO/DATT as the principal DOD official in US embassies. It establishes the SDO/DATT as the diplomatically accredited defense attaché and chief of the SCO and further delegates joint responsibility for the oversight and management of the SDO/DATT to the Under Secretary of Defense for Policy [USD(P)] and the Under Secretary of Defense for Intelligence [USD(I)]. This directive is amplified by the CONFIDENTIAL and NOFORN DOD Instruction 5105.81 *Implementing Instructions for DOD Operations at US Embassies (U)*, issued in 2008.

DODD 5205.75 continues DOD’s long-standing policy that DOD personnel in a foreign country who are not under the command of a US area military commander shall be under the authority of the Chief of Mission (COM) in that country. By law, this includes SCO personnel, even though they are assigned under a CCMD (see the discussion of COM authority below). However, the directive

implements a policy change by creating one formally designated military officer in each embassy to be responsible for all DOD actions and DOD personnel in that country. To this end, the directive gives each SDO/DATT coordinating authority over DOD elements under the direction and supervision of the COM, with the exception of the Marine Security Guard (MSG) detachment at the embassy. For the purpose of the directive, coordinating authority is defined as “a commander or individual assigned responsibility for coordinating specific functions or activities involving forces of two or more MILDEPs, two or more joint force components, or two or more forces of the same service. The commander or individual has the authority to require consultation between the agencies involved, but does not have the authority to compel agreement. In the event that essential agreement cannot be obtained, the matter shall be referred to the next senior in the reporting chain.”

According to DODD 5205.75, the SDO/DATT in each embassy shall:

- Serve as DATT and Chief of Security Assistance (i.e., SCO Chief) under the joint oversight and administrative management of the USD(P) and USD(I) through the Directors of the DSCA and the Defense Intelligence Agency (DIA), in coordination with the respective CCMD.
- Act as the in-country focal point for planning, coordinating, supporting, and/or executing US defense issues and activities in the host nation, including the theater SC programs under the oversight of the CCMD.
- Serve as the principal embassy liaison with host-nation defense establishments and actively participate in national security and operational policy development and coordination.
- Represent the SECDEF and the DOD components to host nation counterparts and foreign diplomats accredited to the host nation, and act as the principal in-country DOD diplomatic representative of the SECDEF.
- Present coordinated DOD views on all defense matters to the COM and act as the single DOD point of contact to the COM to assist in carrying out the COM’s responsibilities.
- Represent the SECDEF and the appropriate commanders of the CCMDs for coordination of administrative and security matters for all DOD personnel not under the command of a US area military commander.
- Carry out the duties and instructions as set forth in the *CJCS Instruction C-5205.01C*.
- Exercise coordinating authority (definition above) over DOD elements under the direction and supervision of the COM. This shall not preempt the authority exercised over these elements by the COM, the mission authority exercised by the parent DOD components, or the command authority exercised by the CCMD under the Unified Command Plan. Additionally, this authority does not include authority to impose punishment under the Uniform Code of Military Justice.
- As required, provide information to USG officials on the general scope of in-country activities for all DOD component command elements assigned to the mission. This includes the missions, locations, organizations, and unique security requirements.

Normally located within the US embassy in the host nation, the SDO/DATT and other SCO personnel by law are under the direction and supervision of the US Ambassador, also known as the COM. On SA and other issues, the SDO/DATT acts as an advocate for host nation concerns and interests to DOD and the USG. At the same time, the SDO/DATT recognizes his responsibility to advance US foreign policy goals under the Ambassador and promote theater campaign plan objectives under the CCMD. The SDO/DATT must accept direction from multiple “bosses,” i.e., Ambassador, CCMD, DSCA, and DIA,

and anticipate the occasional need to reconcile conflicting guidance. Indeed, the SDO/DATT is the link which ensures compatibility of DOS and DOD policies and promotes synergy of their resources. This also requires the ability to work routinely and smoothly with host nation counterparts and to interpret or explain USG policies and procedures for a variety of programs. Finally, in the performance of these duties, the SDO/DATT must often bridge the “culture gap” between the US and the host nation.

Each SDO/DATT, upon completion of training, receives a formal appointment letter from the SECDEF. The SECDEF and the Chairman of the Joint Chiefs of Staff also provide a total of three other letters of introduction, identifying the new SDO/DATT by name. Generic copies of these four letters (listed below) are found at attachments 4-4 through 4-7 of this chapter.

- From the SECDEF to the appointed SDO/DATT
- Letter from the SECDEF to the US Ambassador in the host nation
- Letter from the SECDEF to the MOD (or equivalent) in the host nation
- Letter from the Chairman of the Joint Chiefs of Staff to his host nation counterpart

Chief of Mission Authority

The Ambassador is the personal representative of both the President and the Secretary of State. As the principal officer in the embassy, he oversees all USG programs and interactions with and in the host nation. The Ambassador derives his authority and responsibilities from the Foreign Service Act of 1980 [P.L. 96-465], section 207, which is summarized below:

- Ambassador (or other COM in the Ambassador’s absence) has full responsibility for the direction, coordination, and supervision of all USG executive branch employees in country, except for employees under the command of a US area military commander (i.e., normally a CCMD or a subordinate commander).
- Ambassador must remain fully informed concerning all activities and operations of the USG within country and must ensure that all USG executive branch employees in country, except for employees under the command of a US area military commander, comply fully with all applicable directives of the Ambassador.

In addition, the FAA, section 515(e), states that members of the armed forces assigned to a foreign country for the conduct of SA (i.e., SCO personnel) shall serve under the direction and supervision of the Ambassador or COM to that country. Because SA programs by law are under the supervision and direction of the DOS, the SDO/DATT must seek guidance for their implementation from the Ambassador.

The President typically refers to these legal authorities and responsibilities in his letter of instruction to each Ambassador. President Barak Obama’s letter of instruction to his ambassadors is in attachment 4-1. Note that the President refers to the responsibility of the Ambassador and the CCMD to “keep each other currently and fully informed and cooperate on all matters of mutual interest.” This is accomplished primarily through the continuous liaison of the SDO/DATT.

The Ambassador may be a career foreign service officer, having risen through the ranks at the DOS, or he may be a political appointee of the President. In either case, his authority under the law and under Presidential directive is the same.

Country Team

The country team is the principal means by which a diplomatic mission comes together as a cooperative, coordinated, and well-informed staff. In its broadest sense, the team is all elements and all USG employees of the American mission in a foreign country. More narrowly, it is a management tool, a council of senior officers, heads of the various sections of the mission, working together under the Ambassador's direction, to pool their skills, resources, and viewpoints in the national interest. The country team has no legal standing and its composition and functions are not specifically delineated in any formal document. The Ambassador determines the type of team that best suits his needs.

In practice, the make-up of the embassy country team varies widely, depending not only on the Ambassador's management style, but also on the country situation, the number of American programs, and the backgrounds of the senior officers of the different agencies attached to the diplomatic mission. In some posts, there may be no defined membership; the team changes its composition according to the kind of problem being considered. However, at most posts the following will typically be members: the Ambassador, the Deputy Chief of Mission (DCM), the chiefs of the political and economic sections of the embassy, the SDO/DATT, the regional security officer, the consular officer, and the management counselor. The country team may also include representatives from other embassy agencies as the Ambassador desires.

The country team coordinates with and advises the Ambassador on the full range of issues and events facing the US mission at any given time. Informal consultation among country team members occurs frequently and continually on issues and problems as they arise. Weekly collective meetings of the team, chaired by the Ambassador, are the norm.

The country team is also an executive body that, under the Ambassador's leadership, divides the tasks to be done, and supervises their accomplishment. It typically sees that jobs are assigned to those agency representatives that can best execute them, based on resources and expertise. Finally, the country team is the planning body, which analyzes the situation in country, formulates plans and strategies for executing US foreign policy in country, e.g., through the Integrated Country Strategy (ICS), and recommends policy to Washington, DC. Close teamwork is critical, especially when time-sensitive issues are at stake. Officials of all agencies must work together at all levels, to speak with one voice and to accomplish the task at hand. The formal country team is thus an advisory body, a forum for consultation, and a means of promoting a coordinated effort.

Ambassador as Team Chief

The Ambassador, as personal representative of the President, is sole head of the country team. The Ambassador uses his team as a tool for assembling the best information, ideas, and judgments of all USG officials in country and to produce effective action to reach his objectives. He must mold the entire staff into a cohesive unit, with a common sense of purpose and direction. The Ambassador must keep in perspective all US interests and activities in the country; he/she ensures that recommendations of the country team are balanced and that the enthusiasm or partiality of employees for their own programs does not carry them astray. The Ambassador must balance all the implications of proposed courses of action and decide what is best for American interests as a whole. As such, the Ambassador is responsible in ensuring that the post's Emergency Action Committee (EAC) maintains a comprehensive and current Emergency Action Plan (EAP) for responding to threats, emergencies, and other crises at the post or against US interests elsewhere.

Deputy Chief of Mission

The DCM serves as the chief of staff of the embassy and manages the daily operations of the embassy staff. In matters that cross agency lines within the country team, the DCM normally coordinates and facilitates decisions or recommendations to the Ambassador. In the temporary absence of the

Ambassador, or during an interim period between ambassadors, the DCM assumes the temporary title of chargé d'affaires. While the Ambassador normally focuses his attention outward toward the host nation, the DCM's focus is primarily internal, ensuring that the country team is working smoothly in support of the Ambassador's objectives. The DCM is almost always a career foreign service officer.

Other US Embassy Relationships

SCO personnel deal with all country team members from time to time, but are particularly concerned with the following members:

Political-Military Officer

The political-military (POL/MIL) officer is normally located within the embassy's political section. The POL/MIL position may be either full-time or an additional duty. The SCO coordinates with the POL/MIL officer on a range of issues to include potential major weapons sale requiring a formal country team assessment, or a proposed third-party transfer of US-origin equipment. Additionally, the POL/MIL officer will be primarily responsible for human rights vetting for potential international military training provided by the US.

Economic Counselor

The economic counselor can provide valuable information on the host country's economy, budget, and its ability to support arms purchases. In many embassies the on-going transition to a single POL-ECON unit has occurred, but the SCO coordination with the office should not change.

Consular Officer

The consular officer is in charge of the consular section that issues US visas to host nation citizens. The SCO works closely with him on the issuance of visas for international military students [Note: In larger countries, DOS maintains stand-alone consulates in cities other than the national capital; the chiefs of these posts are titled consul generals].

Public Diplomacy Officer

The public diplomacy officer, often referred as the public affairs officer (PAO), can provide background data and information on sensitivities of the host nation government and citizens, which can facilitate the SCO's relationships with host nation counterparts. Additionally, through the embassy's web site, press releases, and other interactions, the PAO can disseminate information on the benefits to the host nation of SA and other USG programs. The SCO should coordinate all significant events, such as the visit of senior DOD officials and conduct of combined military exercises, through the embassy PAO.

Regional Security Officer

The regional security officer (RSO) has overall responsibility for security, anti-terrorism and force protection for all personnel under the authority of the Ambassador and is responsible for the embassy's Emergency Action Plan (EAP). The EAP is a post-specific and comprehensive plan that provides procedures for responding to foreseeable contingencies. The RSO is the focal point for the SCO in all matters pertaining to force protection, to include security requirements and country clearance for official and distinguished visitors. The RSO also supervises the MSG detachment, where assigned.

Director of the USAID Office

The USAID office, where assigned, administers humanitarian assistance and other non-military foreign assistance programs for developing countries on behalf of the Ambassador. USAID also has the lead responsibility for disaster relief actions within the country team.

SDO/DATT

The SDO/DATT represents all of DOD within the country team, including the CCMD, DSCA, and the DIA. Under the SDO/DATT, it is critical that good communication and routine cooperation exist between the DAO and the SCO. The unique role and authority of the SDO/DATT, in charge of both organizations, should ensure that DOD's interests and objectives are smoothly integrated under the COM and coordinated with the host nation.

Embassy Staff

The SCO also interacts daily with the embassy staff on numerous requirements necessary for its administrative support. Such support includes housing, communications, commissary support, medical support, local manpower, financial support, and customs clearance of personal and official property, as well as dependent schooling, and numerous other areas.

CCMD Relationships

Relationships between the SCO and the CCMD can generally be categorized as both operational and administrative. The operational relationships are primarily related to the SCO's execution of the CCMD's theater campaign plan with the host nation military, as discussed above. Concerning the administrative relationships, the CCMD is required to perform the following functions, among others:

- Rate/endorse SCO personnel on their evaluation reports. For the SDO/DATT, US ambassadors may provide letter input, and their evaluation reports are completed by the DIA and the CCMD
- Control and coordinate the SCO joint manpower program requirements (details in chapter 17, "Resource Management for the Security Cooperation Organization")
- Coordinate the administration of SCO financial and personnel records
- Administer SCO direct hire programs
- Fund and administer quality of life programs for the SCO
- Serve as the focal points for reviewing and consolidating SCO operational budgets and forwarding to DSCA

The CCMD and the Ambassador must ensure that the SDO/DATT does not receive conflicting guidance, instructions, or priorities. If this occurs, the SDO/DATT must seek clarification or resolution. While the SDO/DATT is in the occasionally difficult position of responding to two masters, he is also uniquely able to understand both the CCMD and the Ambassador, balance their respective priorities, and leverage their resources. In particular, the SDO/DATT must be alert to take advantage of the wide range of support and expertise available from the CCMD, despite the distances separating the two activities. It is imperative for the SDO/DATT to maintain routine and timely communications with the CCMD on behalf of both the Ambassador and the host nation.

DOD Headquarters Relationships

Under Secretary of Defense for Policy (USD(P))

The USD(P) serves as the principal staff assistant and advisor to the Secretary of Defense on SC matters. In that capacity, USD(P) develops and coordinates DOD guidance that disseminates Secretary of Defense SC goals and priorities; develops and coordinates DOD campaign plan policy and assessment guidance; provides oversight and review of regional and functional campaign plans and assessments; oversees and advises the DOD Components on the development of campaign plans and campaign support plans and resource allocation priorities.

Defense Security Cooperation Agency (DSCA)

DSCA directs, administers, and provides guidance to the DOD Components and DOD representatives to US missions, for the execution of DOD SC programs for which DSCA has responsibility. DSCA ensures Secretary of Defense and USD(P) interests in SA matters are represented; identifies requirements, criteria, and procedures for the selection and training of personnel engaged in SA activities in DOD SC programs over which DSCA has responsibility; communicates directly with the Heads of the DOD Components on SC matters over which DSCA has responsibility.

Host Country Relationships

If the USG has made a considerable commitment to a partner nation, shares kindred interests, and is on excellent diplomatic terms, it is probable that the SCO's relationship, accessibility, and credibility with the host nation's military establishment will be equally solid. However, if the diplomatic climate between the US and the host nation is less amicable, the SDO/DATT's job will be more challenging as it works to cultivate an improved relationship with the host nation military. Whatever the situation, the SDO/DATT's total professionalism and integrity in executing all responsibilities remains paramount.

Establishing a good working relationship begins with a sharing of interests and ideas. The SDO/DATT should recognize that there is a common foundation upon which to build rapport with host nation military counterparts, namely the universal brotherhood of arms. The problems of military doctrine, force structure, training, equipping, and logistical support are common to the armed forces of all nations. The successful SDO/DATT will take a sincere personal interest in the host nation's culture, history, customs, and religion, and likewise will cultivate both personal and professional relationships with local counterparts, which often forms the basis of life-long contacts and friendships.

In summary, the SCO must retain its integrity and identity as an official arm of the USG. Its close relationship with host nation counterparts must not cloud its professional judgments and recommendations, or compromise official US policy.

SECURITY COOPERATION EDUCATION AND TRAINING (SCET) TEAMS

SCO personnel have a mandate from Congress to act in a management, coordination, and liaison capacity for SC programs. They are generally not to provide training or technical assistance. These functions are defense services and should be specifically authorized and priced. Training and technical assistance are paid for by the host nation normally through the FMS process. When these functions are performed in-country, they are normally done by SCET teams. These teams act as an extension of the SCO; their presence, administrative support, and force protection must be coordinated in advance with the embassy country team.

According to section 515(b), FAA, "advisory and training assistance" conducted by SCO personnel shall be kept to an absolute minimum: "It is the sense of Congress that advising and training assistance in countries to which military personnel (i.e., SCOs) are assigned under this section shall be provided primarily by other personnel."

SCET teams are detailed for limited periods to perform specific tasks. Likewise, advisory assistance by SCOs should not extend to combat operations. SCOs must refer any such requests to the Ambassador and the CCMD.

There are a variety of SCET teams that may be dispatched to a country for training or other missions. Teams may be deployed on either a permanent or temporary basis. Some teams have an official existence of ten years or longer. A source of funding is required to establish and maintain a team. Typically this source of funding is an FMS case or the country's current year IMET program. The term "team" is used loosely as it can in fact consist of a single individual. The following is a listing of the common types of SCET teams. The terminology sometimes varies according to the US military service providing the team.

- Extended training service specialist (ETSS)
- Contract field services (CFS)
- Technical assistance field teams (TAFTs)
- Mobile education teams (METs)
- Mobile training teams (MTTs)
- Technical assistance teams (TATs)
- Language training detachments (LTDs)
- Weapon system logistics officers (WSLOs)
- Quality assurance teams (QATs)
- Site survey teams
- Expeditionary requirements generation teams (ERGTs)

SCO Oversight and Support of Security Cooperation Education and Training (SCET) Teams

Guidance on SCETs, including the requirement for SCO oversight and support, is found at SAMM, section C11.8.11, including table C11.T17. The SCO Chief exercises operational and administrative control/oversight for, and provides administrative support to in-country SCETs. Specific duties include the following:

- Forecast SCET requirements and include these requirements in CCMD out-year Theater Security Cooperation (TSC) planning and SCO Combined Education and Training Program Plan
- Submit formal SCET team requests at annual Security Cooperation Education and Training Working Group (SCETWG) meetings; submit out-of-cycle SCET team requests to the appropriate MILDEP with copies to other stakeholders
- Conduct coordination with the host nation and the appropriate MILDEP or training organization to identify, validate, and refine training and training support requirements
- Assist the MILDEP in identifying country and/or case unique management and administrative duties in the implementing program directive
- Ensure necessary equipment, instruction, facilities, and technical publications are available before or upon SCET team arrival in country

- Ensure foreign personnel to be trained meet the prerequisites necessary to comprehend the technical level of the training to be provided
- Exercise operational and administrative oversight over the in-country SCET team and ensure the team's activities are consistent with the CCMD theater campaign plan (TCP) and Embassy Integrated Country Strategy (ICS)
- Review residential leases to ensure quarters are appropriate for rank and dependent status of team members and comply with DOD and DOS standards. The SCO ensures each lease request is submitted to the Embassy Interagency Housing Board, if required, for approval prior to signature by the appropriate contracting officer. If higher headquarters approval is required, ensure the Embassy Interagency Housing Board reviews the request before forwarding the lease to the Implementing Agency (IA) case manager.
- Establish procedures to review all team TDYs and approve requests for out-of-country travel
- Review SCET team chief's request for annual funding prior to submission to the IA team manager
- Review SCET team request for purchase of Quality of Life (QOL) and/or Mission Sustainment (MS) items and items required to execute the team training and/or technical assistance mission. The SCO provides the MILDEP and the CCMD and/or designated Regional Component Command with an itemized listing of recommended QOL and MS articles to be included in the LOA. SCOs ensure the requested items are authorized in the LOA under which the team operates and that vendor discussions and actual purchases are made through a USG contracting office.
- Ensure team chief establishes supply and/or equipment accountability records that provide a complete audit trail from item acquisition to disposal. All non-expendable, durable property costing \$50.00 or more is recorded on a property record.
- Review team property and inventory records for accuracy. Ensure continuous in-country accountability is maintained by conducting a physical inventory prior to team and/or team chief departure from country. As a minimum, physical inventories for PCS teams are conducted annually.
- Perform periodic reviews of team petty cash funds to ensure funds are adequately protected and cash management is in accordance with Embassy budget and fiscal office procedures
- Assist SCET team chief with establishing procedures with the Embassy for payroll support of any Foreign Service employees hired to support the SCET team
- Prior to SCET team/team chief departure from country, conduct an after action review (AAR) and, with the team chief, provide inputs into the CCMD Theater Security Cooperation Information Management System (TSCMIS)
- Ensure the SCET team chief provides formal after-action report within thirty days of completion of the team's mission

SECURITY COOPERATION ORGANIZATION ENVIRONMENT

The vast majority of SCOs are small offices that are tasked with administering a wide range of programs. It is common for one member, without regard to parent military service, to be tasked to manage an FMS case or other program sponsored by another military service, with its associated requirements involving logistics, training, and other areas. A common example is the US Air Force officer assigned to a SCO who assumes the in-country responsibility for a US Army helicopter purchase by the host nation air force. Likewise, the common administrative tasks and extra duties incumbent in every SCO—personnel issues, budget, property, vehicles, etc.—may be accomplished by a field grade officer, a non-commissioned officer, a US civilian employee, or LE Staff, depending on a variety of local circumstances. Due to the relative scarcity of manpower, SCOs must recognize the need for effective and flexible management. Key tools include:

- Developing and maintaining a comprehensive point of contact list for both host nation personnel and relevant DOD organizations
- Using e-mail with multiple addressees in all organizations working an issue
- Accessing official publications and other guidance (DOD directives and instructions, service regulations, etc.) on the Internet wherever possible
- Leveraging personnel and other resources, within the embassy country team, the CCMD, and elsewhere, for information or support as necessary

There is normally a direct correlation between the size of a SCO and the magnitude of a country's SA program. Those countries with large FMS programs and those in which the US has key strategic interests generally have larger SCOs. In developing countries where SA programs are small, SC programs often take on a more prominent role. In developed countries, on the other hand, the host nation may be largely self-sufficient in both its financing and management of SA, so the role and responsibilities of the SCO will take on a different tone. However, the importance of a program vis-a-vis its size may be relative; in some countries, a small program can be as meaningful and as politically influential as larger programs in other countries. In summary, the size of the SCO, the relationship with the host nation military, and the scope and volume of current programs, both in SA and SC, all combine to produce a unique working environment in each SCO.

US EMBASSY CRISIS MANAGEMENT

During a crisis, the Chief of Mission (COM) is responsible for making all decisions with regards to the safety and well-being of American citizens in the country. The COM makes these decisions by relying on the advice of the Emergency Action Committee (EAC). The EAC is led by the Deputy Chief of Mission (DCM) and is comprised of members of the embassy country team. The EAC is responsible for devising courses of action and responses to deal with any potential crisis that could occur in country and/or within the region. These courses of action or plan to deal with emergency situations are post-specific and known officially as the *Emergency Action Plan* (EAP). DOS *Foreign Affairs Handbook* volume 12 (12 FAH-1) or the *Emergency Planning Handbook* (EPH) is the overreaching doctrine that provides the framework for the EAP.

In response to a crisis, i.e., natural disaster, civil disorder, hijacking, hostage taking, bomb attack, etc., the EAC is activated and all members evaluate the situation and decide on a course of action. The EAC makes their recommendation to the COM, who may request a reduction in the number of American personnel in country through either an Authorized or Ordered Departure. During an Authorized Departure, non-emergency personnel and eligible family members may leave the post. During an Ordered Departure, non-emergency personnel and eligible family members must leave the post. If the COM determines that an Authorized or Ordered Departure is needed, he must submit

his request to the DOS Under Secretary for Management for approval. The Under Secretary for Management coordinates with the Secretary of State and informs the Ambassador. The message is then disseminated throughout the mission community. In Authorized or Ordered Departure status, individuals who depart the post must stay outside the country for 30 days. If the post remains in an evacuation status for six months, the post becomes an unaccompanied post.

Other more serious crises could lead to the Secretary of State formally requesting from the President that DOD assets be used to execute a Noncombatant Evacuation Operation (NEO). A NEO is usually a response to a more immediate and urgent situation and involves military resources being used to evacuate noncombatants, nonessential military personnel, selected host-nation citizens, and third country nationals who are in danger to an appropriate safe haven. DOD assets or military resources used for more serious crises include Marine Expeditionary Units (MEUs), which actually conduct NEOs; Survey and Assessment Teams (SATs), which are deployed by the regional commander to provide advice to the Ambassador and facilitate possible follow-on military assistance; and/or Fleet Antiterrorism Security Teams (FASTs), which are teams of Marines sent to the post as security reinforcements.

RULES OF ENGAGEMENT WITH UNITED STATES INDUSTRY

While SA is principally a foreign policy tool for the USG, it also provides benefits to US industry in the form of sales, jobs, and profits. Nearly all FMS cases involve procurement of goods and services, directly or indirectly, from US industry. For reasons of foreign policy, standardization and interoperability with US forces, and economic self-interest, it is to the advantage of the US that other countries buy American when they identify a military requirement. In this regard, the relationship between SCO personnel and representatives of US industry, although unofficial, is important. Note the following extracts of applicable documents:

- This support will include, as appropriate, such steps as: tasking our overseas mission personnel to support overseas marketing efforts of US companies bidding on defense contracts; actively involving senior government officials in promoting transfers that are of particular importance to the US; and supporting official DOD participation in international air and trade exhibitions when the Secretary of Defense, in accordance with existing law, determines such participation to be in the national interest and notifies the Congress [Presidential Policy Directive (PPD)–27, US Conventional Arms Transfer Policy, dated 15 Jan 2014].
- The DOD is committed to greater cooperation with US industry to facilitate sales of US defense articles and services when in support of US national security and foreign policy objectives. DOD is prepared to assist and cooperate with US industry regardless of the type of sale, e.g., DCS, FMS, or a combination of the two [OSD Memorandum, 05 May 1999, Subject: Department of Defense Policy for Relations with US Industry in Sales of Defense Articles and Services to Foreign Governments]. See attachment 4-2, “SCO-Industry Relations,” for the complete memorandum.

Promotion of US Defense Industry

The SCO is normally the primary point of contact in a US embassy for American defense industry representatives. The SCO can play a key role in facilitating the exchange of information between host nation officials and US vendors. The SCO must, however, maintain strict neutrality between US firms competing for the same potential sale and should not endorse one specific American product or vendor over another to the host nation unless specifically directed by higher DOD or USG authority. In cases where it is clear that there is only one US source of production for a certain product, the SCO may endorse that American product to the host nation. While supporting US industry, the SCO must also be an honest broker, considering both US and host nation defense and policy interests. Should the SCO

judge that the marketing and/or sale of a product is not consistent with US interests, or is inappropriate for the host nation's best interests, or could adversely impact US credibility or bilateral relations, he should relay these concerns to the Ambassador, DSCA, and the CCMD.

Security Cooperation Organization Support to US Defense Industry

The SAMM, section C2.1.8, is the primary source for policy guidance on the interface between SCOs and US industry. Attachment 4-3 is a briefing checklist for SCO personnel for use in meetings with representatives of US defense vendors. Upon request, the SCO can provide the vendor with a wide range of unclassified information pertaining to the host nation. This typically includes defense organization charts, names of key decision makers, budget process and spending limits, current and proposed requirements, information on any foreign competitors, and capabilities of the host nation defense industry, as applicable. Additionally, the SCO can:

- Provide advice on sales tactics to include unique cultural aspects of conducting business in that country
- Assist with appointments with host nation officials
- Provide specific information on the host nation acquisition and decision-making process
- Offer realistic estimates of what the country will probably buy

If possible, the SCO should attend vendor meetings with the host nation to prepare for host nation officials seeking follow-up information. The SCO must ensure a level playing field in country among US vendors competing for the same potential sale unless directed to do otherwise. Assistance rendered to one must be offered to a competitor. Likewise, the SCO should not disclose information about a US vendor that may provide an unfair advantage to its American competitor. Industry representatives are encouraged to debrief the SCO on the results of their in-country marketing efforts and their future plans.

Role of the Department of Commerce and the Commercial Attaché

The Department of Commerce (DOC) has the primary responsibility to promote US trade with other countries and has an office for the promotion of international trade. The commercial attaché (stationed in most embassies) is the DOC representative on the country team, responsible for supporting US trade and conducting market research on the host nation. Some larger embassies and consulates have US and Foreign Commercial Service (FCS) trade specialists who have greater expertise in fostering trade between the US and the host country, to include some defense items sold commercially. These officials of the DOC can provide assistance to both industry representatives and SCOs on issues of marketing in the host nation.

Vendors may seek USG advocacy for their proposed exports through the Advocacy Center of the DOC. On a case-by-case basis, DOC may grant USG advocacy assistance in response to requests made by firms pursuing foreign government procurements and/or projects. If such a national interest determination is made by DOC (in consultation with DOS and DOD), the SCO and local embassy will be formally notified and may then advocate for the proposed sale with the host nation. This advocacy function is not primarily intended to support the sale of military items, but may still be appropriate in some cases. Current guidance is contained in the advocacy center's web site: <http://www.export.gov/advocacy/>.

MISCELLANEOUS FUNCTIONS

In addition to their primary duties, SCOs perform a wide variety of collateral functions, both operational and administrative in nature. The more common functions are described below.

Anti-Terrorism/Force Protection Responsibilities

The SDO/DATT has additional responsibilities for anti-terrorism and force protection (AT/FP), as indicated in DODD 5205.75, *Department of Defense Operations at US Embassies*. For most US missions, a Memorandum of Agreement (MOA) on AT/FP responsibilities is in effect between the Ambassador and the CCMD. The MOA delineates whether the Ambassador or the CCMD has AT/FP responsibility for DOD personnel and dependents in country. The SDO/DATT must work closely with the embassy's regional security officer and the AT/FP points-of-contact at the CCMD.

Administrative Duties

As a largely stand-alone office, the SCO is responsible for numerous administrative functions. Depending on the issue, the SCO may rely on the CCMD, or the embassy, or both, for policy guidance and support in accomplishing these tasks. The common administrative functions include:

- Planning and executing the SCO budget
- Maintaining accountability for both office and residential property
- Performing necessary personnel actions for assigned military, US civilians and LE Staff personnel such as evaluations, promotions, awards, and pay actions
- Maintaining the SCO vehicles
- Assisting assigned personnel with housing and quality of life concerns
- Assisting visiting temporary duty (TDY) personnel and coordinating VIP visits (also see discussion of Handling Official Visitors While Overseas below)
- Managing SCO computers and communications equipment

These responsibilities become especially challenging in smaller SCOs with few personnel assigned. As members of the embassy staff, SCO personnel may also be called upon to perform duties in support of the embassy community. Examples of these duties include serving as a member of various committees such as housing boards, LE Staff personnel boards, ICASS council, embassy employees club, and organizing committees for community events.

Dealing with the Press

If interaction with members of press is required, such as an interview or a press release, it is recommended the SCO consults with Embassy Public Affairs office. The Embassy Public Affairs office can provide background on the sensitivities and issues of the host nation government and its citizens. They can also provide the Ambassador's focus on these issues. The SCO should also coordinate with the respective CCMD Public Affairs Office to obtain the CCMD's position on the issue(s). Additionally, the CCMD Public Affairs Office may determine that a higher level of clearance is needed; the request will then be passed up the chain of command to appropriate offices, most likely OSD/PA. Finally, the SCO should keep DSCA/PA informed during the entire process.

Once the media event has been cleared, work closely with the Embassy Public Affairs Office to prepare for the event. There are three parts to a successful media event: (1) know the issues and the audience; (2) develop a message; (3) practice your message. Remember, the media is always looking

for a story and will fill in the gaps in the most sensational way possible if we don't get the information out to the public. By carefully crafting a clear message and communicating it well, you will have a chance to make sure your story is presented to the public correctly and in the proper context.

HANDLING OFFICIAL VISITORS WHILE OVERSEAS

The SDO/DATT retains overall responsibility for all DOD visitors to your country. Normally, the DAO provides the formal country clearance, and likewise drafts the input to the Foreign Clearance Guide (FCG). As a SCO, you will be responsible for visitors you are sponsoring and for other support as may be required for larger visits. For host nation visitors to the US, responsibility will be determined by the organization sponsoring the trip to the US.

The Foreign Clearance Guide (FCG)

The FCG is the authoritative reference for DOD-sponsored travel overseas. It applies to the all DOD service members, civilian employees, and sponsored contractors. The authoritative version of the FCG is strictly the online version, which is continually updated. It is located at: <https://www.fcg.pentagon.mil/fcg.cfm>. All DOD travelers must check the FCG instruction on traveling to the subject country and for requirements for requesting country clearance from the DOD and/or the DOS.

Automated Country Clearance Requests

Both DOD and DOS use automated, web-based systems to request and approve/disapprove country clearances. The DOD system is called the Aircraft and Personnel Automated Clearance System (APACS). The first step in accessing APACS is to request an APACS account at the APACS homepage, address shown here: <https://apacs.dtic.mil>. Once you have an account, tutorial and full user manual is available online. Approvals within APACS fall under the authority of the SDO/DATT.

The DOS system is called the Electronic Country Clearance (eCC) system, aka "e" Country Clearance. The FCG will indicate if you must submit a country clearance request via this system in addition to or in lieu of APACS. To request an account go to <https://ecc.state.gov/security/EccLogin.aspx>. Once you submit the request, it goes to the approver at the US embassy.

Diplomatic Aircraft Clearances

While there are many types of flights, the aircraft clearance itself will generally be handled in the same way. As with personnel clearances, the FCG lays out the requirements for in-bound aircraft to request diplomatic clearance. Similarly, APACS is used to process an aircraft clearances requests. Normally, the DAO will process these requests and provide a diplomatic note requesting host nation approval. Once approved by the host nation government, the DAO communicates this clearance back to the Air Force mission planners via APACS. In addition to the support requested in the country clearance request, it's generally a good idea for the party meeting the aircraft to contact the flying unit to discuss specific requirements and local conditions.

Ship Visits

A ship visit is significantly more complicated than an aircraft clearance due to the increased logistical requirements. Moreover, ship visits may also integrate a number of individual events—reception aboard and ashore, DV visits, official office calls, community events—that require a good deal of planning and coordination.

During the arrival, the SCO must assist the ship in coordinating ship services. An extra interpreter and an experienced naval officer can be of great use at this time. During the visit, the SDO/DATT will need to stay focused on the official calls and the social calendar. This phase can have all the complexities of a DV visit (our next topic) and the routine logistical challenges of a ship visit.

At the end of a ship visit, the most common problems are linked to billing for the ship. Typical issues include: vendors unable to provide bills in a timely manner or billing disputes; future visits may depend on previous trip bills being paid. During your planning, the SCO should encourage Naval Regional Contracting Center involvement to help prevent any potential problems.

Distinguished Visitor (DV)

DV visits are important and a necessary part of the SCO's duties. DVs visit specific countries to further USG policy in relation to the partner nation and region. The Ambassador is the approval authority for the visit and will determine which embassy agency will be responsible for the DV visit. Generally, the SDO/DATT will be the lead agency for all DOD visitors. The SDO/DATT will designate a control officer to be in charge of coordinating the many details required to conduct a successful DV visit. Steps in planning for a DV:

1. Initial coordination
2. Detailed coordination
 - a. Information needed in-country
 - b. Information needed by DV
3. Planning considerations
4. Other issues
5. Post-visit cleanup

While the formal visit notification will come via APACS, informal notification by the visiting command's desk officer or executive assistant will likely come much earlier. The SDO/DATT will notify the SCO of the visit and designate a control officer. The control officer should build a coordination team to address specific portions of the visit: motorcade, hotel, airport, security, transportation, meeting attendees, receptions, etc. Once a tentative itinerary is developed, it may be advisable to informally coordinate with the DV's staff to gain an understanding of any "must see" or "will not do" portions of the plan. The control officer will then want to meet with the SDO/DATT and Ambassador to obtain an initial plan approval. Following the Ambassador's approval, the control officer will begin working the detailed itinerary with the DV's staff, the in-country team, and the partner nation. Here are a few key areas for consideration when planning and executing a DV visit:

- Coordinate early and often with the DV's staff point of contact
- Coordinate Media/Press plan (Embassy Public Affairs office must coordinate closely with DV staff)
- Ensure DV is briefed on local protocol, customs (kiss on the cheek, handshake, etc.)
- Uniform and civilian clothing requirements (Formal and Informal attire)
- Biographies of key host nation officials (provide phonetic pronunciation guide if required)
- Interpreter (speaks) Translator (writes) requirements
- DV security requirements or limitations
- Identify core family and delegation members (will likely need separate itineraries for key members)
- Communication is vital throughout planning and execution (make sure you have a mobile cell phone charger, backup battery, etc.)
- Contingency Planning (bad weather, vehicle malfunction, medical emergency, etc.)

Contingency planning for a DV visit is critical. One minor change can have a ripple effect throughout the whole itinerary. The control officer should think through the visit beforehand and “what if” the plan—bad weather, vehicle breakdown, lost bags, travel delays, traffic, and medical problems—and develop backup plans for each scenario. The control officer should know what parts of the itinerary can be modified or dropped and remain alert for partner nation surprises, remembering flexibility and access remain central to the visit.

Following the visit, it is important to ensure all financial obligations are resolved in a timely fashion. It is also a good idea to send “Thank You” letters to specific partner nation personnel that proved vital to the visit. Moreover, this will provide an opportunity to follow-up on any issues that arose during the visit. Lastly, ensure that a detailed after action report is completed, to include the important lessons learned section for use during the next DV visit.

LEGAL STATUS OVERSEAS

The legal status of SCO personnel who are performing their duties in foreign countries may be affected by the provisions of one or more treaties, international agreements, or laws. In most cases, the immunities afforded by these agreements are specific to the country and to the status of the individual involved. This section discusses the various immunities that may be afforded to DOD personnel stationed abroad.

Jurisdiction

A primary element of national sovereignty is the exercise of jurisdiction by a government over persons within its territory. The USG strives to obtain legally binding international agreements that provide protections and immunities for DOD personnel overseas. DOD personnel not accredited or otherwise protected under an existing agreement are entirely subject to the host nation’s laws and jurisdiction while in that country. Jurisdiction applies not only to criminal issues, but also to routine civil matters such as taxation or issuance of driver’s licenses.

Vienna Convention on Diplomatic Relations of 1961

The Vienna Convention on Diplomatic Relations (1961) is the primary international agreement which has regularized the conduct, status, and privileges of diplomatic missions. It recognizes several categories of personnel with respect to immunity.

The most comprehensive status category is that of “diplomatic agent” and is often referred to as full diplomatic immunity. The Vienna Convention provides three principal protections:

- Inviolability of Premises
- Inviolability of Person
- Immunity from Criminal Prosecution

Inviolability of premises prevents the receiving State from entering the grounds or building of a diplomatic mission. It also puts the burden on the receiving State to protect those grounds and buildings from violation by others. Articles 29 and 30 extend this inviolability to the person, home, and property of the diplomatic agent and his/her family. Article 31 grants diplomats immunity from criminal prosecution or civil and administrative jurisdiction of the receiving State. In addition, a diplomat is not obliged to give evidence as a witness in the courts of the receiving State. This immunity cannot be waived by the diplomat, but solely by the sending government, and must be specifically waived each time. Diplomatic status does not grant to the diplomat:

- Immunity from the jurisdiction of the sending State

- Immunity from civil and administrative jurisdiction over private business activities not done on behalf of the sending State

Diplomatic agents hold diplomatic rank on the host government’s diplomatic list and normally include the Ambassador, deputy COM, and attachés, including military attachés.

A second recognized status category of personnel is that of “Administrative and Technical” (A&T) staff. Persons in this category and their families receive the full criminal immunity afforded diplomatic agents, but are immune from the country’s administrative and civil jurisdiction only in conjunction with their official duties. Most SCO personnel and their sponsored dependents fall into this category. Inbound SCOs should ascertain their exact diplomatic status from the US embassy.

**Figure 4-1
Protections Under the Vienna Convention of 1961**

	Jurisdiction			
	Criminal		Civil and Administrative	
	Acts Performed within Duties	Acts Performed outside Duties	Acts Performed within Duties	Acts Performed outside Duties
Diplomatic Agent	Yes	Yes	Yes	Yes
Administrative and Technical Staff	Yes	Yes	Yes	No

Diplomatic Documentation

Personnel having diplomatic rank will generally carry diplomatic passports and have full diplomatic protections. A&T Staff will carry either diplomatic or official passports, depending on agency, but still only have A&T Status. The type passport is not the critical issue, the formal Diplomatic List held by Ministry of Foreign Affairs (MFA) of the receiving State is the only authoritative document indicating everyone’s diplomatic rank and status. Diplomatic cards (known in country by various names) are issued by the MFA of the receiving State to members of the diplomatic mission indicating the recognized status.

Status of Forces Agreements (SOFA)

In addition to the Vienna Convention, the USG has entered into more than one hundred multilateral and bilateral agreements addressing the presence and activities of US forces (military and civilian) in a foreign country. While there are no formal requirements concerning form, content, length, or title of a SOFA, a SOFA typically addresses, but is not limited to, criminal and civil jurisdiction, the wearing of uniforms, taxes and fees, carrying of weapons, use of radio frequencies, license requirements, and customs regulations. The USG has concluded SOFAs as short as one page (e.g., Botswana) and in excess of 200 pages (e.g., Germany). A SOFA may be written for a specific event or provide general, long-term coverage. The DOS negotiates these agreements in cooperation with the DOD.

It is important to remember that a single person can only fall into one of these three categories (Diplomatic, A&T staff, SOFA) at a time. It is not uncommon for different agreements to be in effect simultaneously in any given country. Thus, DOD military and civilian personnel in the same country may, and probably will, enjoy varying degrees of rights and privileges, depending on whether they

are serving as a military attaché, a member of a SCO, on a security assistance team, or as part of a deployed operational military force.

DOD Security Cooperation Personnel Visiting Foreign Countries

Personnel based in the continental US who travel overseas on temporary duty are not considered part of the local US embassy's administrative and technical staff and are not afforded immunity under the Vienna Convention. However, they may be protected under a SOFA or similar agreement. As part of the planning process for in-country teams, SCOs should know or verify the jurisdictional status of those personnel. The staff judge advocate (SJA) of the appropriate CCMD maintains this information and can determine if an existing agreement covers the proposed teams.

ETHICS AND STANDARDS OF CONDUCT

SCO personnel are expected to maintain the highest standards of ethics in both their professional and personal conduct. In all instances, SCO personnel are required to maintain strict standards of integrity and ethics, and avoid even the perception of impropriety. USG employment is a matter of public trust and requires that DOD personnel place loyalty to country, ethical principles, and the law above private gain and other interests (Executive Order 12674, April 12, 1989, as amended).

Conflicts of Interest

Congress has provided a structure of laws that give guidelines as to what constitutes a breach of fiduciary duty by a federal official. Most of these laws have been codified under Title 18 U.S.C., titled "Crimes and Criminal Procedure." 18 U.S.C. § 201(b) (c) defines both bribery and graft and prescribes criminal penalties for each. Bribery is the corrupt giving or offering of anything of value to a public official with the intent to:

- Influence official acts
- Have the official perpetrate fraud or set up the opportunity for fraud
- Have that official do anything contrary to his public duty (18 U.S.C. 201)

The reciprocal of bribery is graft—the seeking by a public official of something of value in order to assure that his public acts will conform to those desired by the prospective donor. This is also prohibited by 18 U.S.C. 201(c).

In addition to establishing penalties for bribery and graft, Congress has legislated 18 U.S.C. 207, which restricts the business activities of former USG employees. Section 207 provides that any former employee of the USG who, after his employment has ceased, acts for another in seeking a determination in regard to a claim or contract in connection with which he personally and substantially participated while a USG official shall be vulnerable to a \$50,000 fine and up to five years confinement for willful violation. SCO personnel, who anticipate leaving government service to join the workforce of a US defense vendor, or to officially represent a foreign government, must be aware of these constraints and others. DODD 5500.7-R, Joint Ethics Regulation (JER), provides guidance on conflicts of interest, as well as for DOD members seeking outside (i.e., post-retirement) employment and their employment following government service.

Gifts and Gratuities

SCO personnel, along with all other DOD personnel, are subject to the provisions of DODD 5500.7-R, Joint Ethics Regulation (JER). In this regard, DOD personnel shall avoid any action, or even the appearance of any action, of:

- Using public office for private gain

- Giving preferential treatment to any person or entity
- Impeding government efficiency or economy
- Losing complete independence or impartiality
- Making a government decision outside official channels
- Affecting adversely the confidence of the public in the integrity of the government

Among other limitations, DOD personnel are prohibited from accepting gratuities from those who have or seek business with DOD, e.g., defense contractors, commonly referred to as a prohibited source in the context of ethics discussions.

Certain USG employees, such as procurement officials (41 U.S.C. 2101 et seq), are subject to additional restrictions. However, by law, so-called “micro-purchasers” (those making purchases of less than \$3,000, not to exceed \$50,000 in a twelve-month period for [1] contingency operations and [2] outside CONUS are not considered procurement officials.

According to DODD 5500.7-R, all DOD employees, regardless of assignment, are prohibited from soliciting or accepting, with limited exceptions, any gift from a prohibited source. A gift is defined in DODD 5500.7-R as any gratuity, favor, discount, entertainment, hospitality, loan, forbearance, or other item having monetary value. It includes services as well as gifts of training, transportation, local travel, lodging and meals, whether provided in-kind, by purchase of a ticket, payment in advance, or reimbursement after the expense has been incurred. The acceptance of a gift by DOD personnel or their families, no matter how innocently tendered, may prove to be a source of embarrassment to the DOD, may affect the objective judgment of the DOD personnel involved, and may impair public confidence in the integrity of the government. Title 5 Code of Federal Regulations, section 2635 (5 CFR 2635) provides several exceptions to the general prohibition of accepting gifts.

Unsolicited Gifts

Government employees, subject to more restrictive standards set by their agency, may accept unsolicited gifts having an aggregate value of no more than \$20 per occasion and subject to a \$50 limitation per donor per calendar year. Gifts of cash, stocks, bonds, or certificates of deposit are not covered by this exception and may not be accepted. This limitation applies to gifts from both contractors and state-owned industry.

Personal Relationships

A USG employee may accept a gift based on a personal relationship if it is clear that acceptance of the gift is restricted to a family relationship or personal friendship and not by the official capacity of the employee. Relevant factors include the history of the relationship and who actually paid for the gift.

Gift Exclusions

Additionally, the definition of gift does not include any of the following items:

- Modest items of food and refreshments, such as soft drinks, coffee, and donuts, offered other than as part of a meal
- Greeting cards and items with little intrinsic value, such as plaques, certificates, and trophies, which are intended solely for presentation
- Opportunities and benefits available to the general public or to a specific class of government employees, e.g., uniformed military members

- Anything for which fair market value is paid by the employee

Gifts from Foreign Governments

DODD 1005.13, *Gifts and Decorations from Foreign Governments*, governs the acceptance and retention of gifts from foreign governments. This directive and the individual service regulations that implement it provide guidance for individuals to follow in reporting and determining if gifts can be retained or must be turned over to the appropriate custodian. The primary governing principle is that no DOD employee may request or otherwise encourage the offer of a gift from a foreign government. Whenever possible, individuals should politely refuse gifts of anything larger than minimal or token value (e.g., plaques, photographs, calendars, pens, etc.) Only if the refusal would cause embarrassment to the USG or the presenting government should gifts be accepted by a USG representative. The maximum value of a gift that an employee may retain is \$375.00 (Standards of Conduct Office, Advisory #11-02). Gifts exceeding the maximum value are the property of the USG and should be deposited with the employing DOD component for disposition in accordance with DODD 1005.13. The burden of proof of the gift's value rests with the employee who received the gift.

DOD Directive 5500.7-R permits attendance or participation of DOD personnel in gatherings, including social functions, that are hosted by foreign governments or international organizations when:

- Acceptance of the invitation is approved by the DOD component
- Attendance or participation is for authorized purposes
- The social event involves a routine or customary social exchange with officials of foreign governments in pursuit of official duties
- The event is not in the context of the foreign government's commercial activities, i.e., attempting to make a sale to DOD

Disposition of Gifts

Should an employee accept a gift that is not allowable under the preceding guidelines, one of the following actions must be taken:

- The employee may request an exception to policy, in writing, to retain the gift
- The employee may request to purchase the gift, or right of first refusal. Per DOD 1005.13, the request is made to the General Services Administration (GSA) and must be accompanied by a commercial appraisal. If the purchase is approved, the price to be paid is the appraised value and cost of the appraisal.
- The item may be shared with the office. If it is a tangible item, this would entail putting the item on the organization's property control records.
- If none of the above options is pursued, the item must be turned in to the organization's legal office for disposition

SECURITY COOPERATION ORGANIZATION TRAVEL AND TRANSPORTATION

Air Travel

SCO personnel must adhere to the standard DOD requirements for travel and transportation, as found in the *Joint Federal Travel Regulations (JFTR)* for military members and the *Joint Travel Regulations (JTR)* for DOD civilians. This includes the requirement to use economy-class (coach) accommodations for all travel on common air carriers unless an exception for premium-class is authorized by a designated official. Additionally, it includes the requirement to use a contract commercial travel office, normally available in the local US embassy, for all official travel requirements.

Military air transportation is rarely available or convenient for SCO personnel, so most of their travel is conducted via commercial air. However, there may be unusual circumstances involving personal security or cost efficiencies that warrant military air. SCO personnel are expected to be alert to opportunities to use military air where appropriate, both for themselves and their DOD visitors in country. However, this must be balanced with host nation entry/exit requirements. For example, if a visitor arrives via commercial air and plans to depart via opportune military airlift, the SDO/DATT and US embassy must clear the visitor with host nation immigration officials. SCOs in a few countries have DSCA-managed C-12 aircraft that are useful for in-country and regional travel. In other countries, DIA operates C-12 aircraft that may be available for SCO official use. SAMM C11.1 contains policies and procedures for SCO use of C-12 aircraft.

Regardless of the source of funds for official travel, the SCO is expected to be a good steward of USG resources. If official travel is manipulated in order to acquire frequent flyer miles or other promotional items and results in an increased cost to the government, it is a violation of the Joint Ethics Regulation and potentially a violation of criminal law as well. If the SDO/DATT cannot resolve a SCO travel issue by reference to the JFTR/JTR, it should refer the matter to the CCMD for guidance or resolution.

Vehicle Transportation

Most SCOs have an authorization for USG motor vehicles to support their official duties. DOD guidance stems from DOD 4500.36-R, *Management, Acquisition, and Use of Motor Vehicles*, which is supplemented by regulations at the CCMD or other levels. The use of all motor vehicles, including those leased from commercial sources, is restricted to official purposes only. Whether a use is for an official purpose is a matter of administrative discretion by the SDO/DATT. If a question arises about the scope of the discretion, it should be resolved in favor of strict compliance with DOD policy. Factors to consider include whether the transportation is essential to a DOD function, activity, or operation, and whether the use of the vehicle is consistent with the purposes for which it was acquired.

Both US law and DOD policy prescribe penalties for unauthorized or willful misuse of a government-owned or government-leased vehicle. As with air travel, an issue involving SCO vehicle transportation should be referred to the CCMD for resolution.

The rules for the use of employee-leased vehicles (rental cars) are the same as for government motor vehicles. When on official travel, one may use that vehicle only for official purposes. The traveler does not have the option of using the vehicle for both official and unofficial purposes and claiming reimbursement solely for the official use.

Domicile to Duty Transportation

Under long-standing US law, commuting by government employees between their residence and place of duty is treated as a personal obligation and expense. The law currently authorizes only fifteen senior DOD officials by duty position to receive domicile to duty transportation (DTDT). However, 10 U.S.C. 2637 allows the SECDEF to delegate to CCMDs the authority for approving DTDT for selected personnel (including SCO personnel) stationed overseas in their area of responsibility. This authorization is made by the CCMD based on a determination that “public or private transportation in such area is unsafe or unavailable.” Such authorizations must be made in writing and may not exceed one year in duration, although they may be renewed. SDO/DATTs may request DTDT authorization for their SCO from their CCMD if they believe local conditions warrant it. DTDT is treated as an employer-provided fringe benefit that is taxable under current law. However, it must be stressed that, where authorized, DTDT exists for the safety and security of DOD personnel, not as a benefit. DOD 4500.36-R, chapter 4, provides DOD-level guidance on DTDT.

SUMMARY

This chapter addressed the primary responsibilities, considerations, challenges, and issues which impact the SCO's environment. The SCO encompasses all DOD organizations, regardless of actual title or size, located in foreign countries to carry out SC and SA management functions under the FAA, the AECA, and other authorities.

SCOs and the personnel assigned to the SCO have a level of responsibility and breadth of experience seldom seen in other military assignments. SCO functions and responsibilities are driven by legislative, DOD, DSCA, and other administrative/logistics provisions. Some of the major SC/SA responsibilities include key relationship building, SC planning (discussed in more detail in chapter 19), FMS case development/management, training management, end-use monitoring, Rationalization, Standardization & Interoperability (RSI), Humanitarian Assistance, exercise planning, visitor management and various types of involvement in other SC programs.

SCOs are typically led by the Senior Defense Official/Defense Attaché (SDO/DATT), a designation officially implemented through DODD 5205.75, *Department of Defense Operations at US Embassies*. SDO/DATTs are normally a member of an Ambassador/Chief of Mission's (COM) country team. The SCO is under the authority of the COM. The SDO/DATT's interaction with other members of the embassy country team is vital to ensure the DOD's interests in a host nation are synchronized with the COM. As a member of a country team, the SCO has a first-hand look at USG interagency activities and foreign policy in action. Additionally, SCO personnel will interact and support US defense industry, while remaining impartial between competing US companies.

The legal status of SDO/DATTs and SCO personnel varies from country to country. In general, most SCO personnel and their sponsored dependents fall into the category of "Administrative and Technical" staff. Persons in this category and their families receive the full criminal immunity afforded diplomatic agents, but are exempt from the country's administrative and civil jurisdiction only in conjunction with their official duties.

SCO personnel are expected to maintain the highest standards of ethics in both their professional and personal conduct. This is particularly important when they interact with partner nation officials and with marketing agents of US vendors. SCO personnel should be familiar with DODD 5500.7-R, *Joint Ethics Regulation*, as it pertains to conflicts of interest, gifts and gratuities, and must adhere to the standard DOD requirements for travel and transportation, as found in the *Joint Federal Travel Regulations* (JFTR) for military members and the *Joint Travel Regulations* (JTR) for DOD civilians.

REFERENCES

Foreign Service Act of 1980, as it amends Foreign Assistance Act (FAA) of 1961.

Arms Export Control Act (AECA) of 1976, as amended.

Vienna Convention on Diplomatic Relations, 18 April 1961.

Agreement Between the Parties to the North Atlantic Treaty Regarding the Status of Their Forces, 19 June 1951, 4 UST 1792; TIAS 2846; 199 UNTS 67.

DODD 5132.03, *DOD Policy and Responsibilities Relating to Security Cooperation*, October 24, 2008.

DOD, Army Regulation 1-75/SECNAVINST 4900.49/AFJI 16-104, *Administrative and Logistical Support of Overseas Security Assistance Organizations*, 27 March 2000.

DODD 5100.01, *Functions of the Department of Defense and Its Major Components*, December 21, 2010.

DODD 5100.03, *Support of the Headquarters of Combatant and Subordinate Unified Commands*, February 9, 2011.

DODI 5132.13, *Staffing of Security Cooperation Organizations (SCOs) and the Selection and Training of Security Cooperation Personnel*, January 9, 2009.

DODI 5210.84, *Security of DOD Personnel at US Missions Abroad*, incorporating Change 1, October 15, 1996.

DODD 2000.12, *DOD Antiterrorism (AT) Program*, August 18, 2003.

DODI 2000.16, *DOD Antiterrorism Standards*, December 8, 2006.

DODD 5105.75, *Department of Defense Operations at US Embassies*, December 21, 2007.

DOD Instruction C-5105.81, *Implementing Instructions for DOD Operations at US Embassies (U)*, November 6, 2008 (CONFIDENTIAL//NOFORN).

DOD 5500.07-R, *Joint Ethics Regulation*, November 17, 2011.

DODD 1005.13, *Gifts and Decorations from Foreign Governments*, February 19, 2002, incorporating Change 1, December 6, 2002.

DSCA Manual 5105.38-M, *Security Assistance Management Manual*. Chap. 2, 8, and 11. <http://www.samm.dsca.mil/>.

CJCS Instruction 2700.01D, *International Military Agreements for Rationalization, Standardization, and Interoperability (RSI) between the United States, Its Allies, and Other Friendly Nations*, 30 October 2010.

Joint Publication 3-22, *Foreign Internal Defense (FID)*, 12 July 2010.

Joint Federal Travel Regulations (volume 1—Military Members) and *Joint Travel Regulations* (volume 2—DOD Civilians). <http://www.defensetravel.dod.mil/perdiem/trvlregs.html>.

DOD Foreign Clearance Guide. <https://www.fcg.pentagon.mil/>.

DOD 4500.36-R, *Management, Acquisition, and Use of Motor Vehicles*, March 16, 2007.

DODI 2205.02, *Humanitarian and Civic Assistance (HCA) Activities*, December 2, 2008.

US Department of State Foreign Affairs Handbook volume 12 Handbook 1 (12 FAH-1) Emergency Planning Handbook. Available on US Department of State intranet.

USAID Automated Directives System Series 500 Management Services ADS Chapter 530 Emergency Planning Overseas, partial revision date 13 July 2011.

United States Department of State Bureau of Consular Affairs. http://www.travel.state.gov/travel/tips/emergencies/emergencies_1212.html

ATTACHMENT 4-1
LETTER OF INSTRUCTION FROM THE PRESIDENT
APPROVED MAY 26, 2009

(Selected text placed in bold by DISAM)



The Honorable (Name)
American Ambassador

Dear Mr./Madam Ambassador:

Thank you for your willingness to serve our country as my personal representative to [country].

Together we have a great task before us. We must renew America's security and standing in the world through a new era of American leadership. The United States will advance its interests through a core pragmatism rooted in America's enduring values. We must rebuild our traditional alliances and pursue new partnerships based on mutual interests and respect, so that together we can confront key common challenges of the 21st century, including weapons of mass destruction, terrorism, poverty, pandemic disease, dependence on fossil fuels and global climate change. America is strongest when we act alongside other nations and peoples. Our security also is enhanced through principled and sustained engagement with those who think differently. As my personal representative, you will be the front line of our efforts.

Our security and prosperity are inextricably linked with those of other countries and people around the world. To strengthen both our national and global economies, we must expand trade as well as financial and scientific cooperation, and we will advance mutual understanding through educational and cultural diplomacy. We must work in concert with others to prevent, resolve, and mitigate conflict, combat transnational threats, strengthen law enforcement cooperation, and promote democratic values and human rights.

I will need your support for our efforts to provide forward-thinking, sustained diplomacy in every part of the world. We will apply pressure where it may be needed, and look for opportunities to advance US interests. As appropriate, you should reach out to other government agencies, nongovernmental organizations, the private sector, international organizations, and our military to leverage your own initiatives. I also urge you to pursue diplomacy and public outreach with 21st century tools and technology.

As Chief of the US Mission, one of your most important jobs will be to take care of our diplomatic personnel and to ensure that they have the tools they need to support your efforts. The Mission should be seen as a welcoming and supportive place for American citizens and American businesses abroad. I have asked you to represent the United States in [country] because I am confident that you possess the skills, dedication, and experience necessary to meet the many challenges that we face in these extraordinary times.

This letter contains your detailed instructions as my personal representative and the US Chief of Mission. These instructions have been shared with relevant departments and agencies, and I have directed that they give you their full cooperation. I expect you to carry out your mission to the best of your ability and in full conformance with the law and the highest ethical standards. I am counting on your advice and leadership as Chief of Mission to help protect America's interests and to promote America's values.

As Chief of Mission, you have full responsibility for the direction, coordination, and supervision of all US Executive Branch employees in [country], regardless of their employment categories or location, except those under command of a US area military commander or on the staff of an international organization. With these exceptions, you are in charge of all Executive Branch activities and operations in your Mission.

You will report to me through the Secretary of State. Under my direction, the Secretary of State is, to the fullest extent provided by the law, responsible for the overall coordination of all United States government activities and operations abroad. The only authorization channel for instruction to you is from the Secretary or me, unless the Secretary or I personally instruct you to use a different channel.

All Executive Branch agencies under your authority, and every element of your Mission, must keep you fully informed at all times of their current and planned activities. You have the right to see all communications to or from Mission elements, however transmitted, except those specifically exempted by law or Executive decision.

You have full responsibility for the direction, coordination, and supervision of all Department of Defense personnel on official duty in [country] except those under the command of a US area military commander. You and the area military commander must keep each other currently and fully informed and cooperate on all matters of mutual interest. Any differences that cannot be resolved in the field will be reported to the Secretary of State and the Secretary of Defense.

I expect you to take direct and full responsibility for the security of your Mission and all the personnel for whom you are responsible, whether inside or outside the chancery gate. **Unless an interagency agreement provides otherwise, the Secretary of State and you as Chief of Mission must provide for the security of all United States government personnel on official duty abroad other than those under the protection of a US area military commander or on the staff of an international organization and their accompanying dependents. You and the US area military commander should consult and coordinate responses to common threats.**

I ask that you review programs, personnel, and funding levels regularly, and ensure that all agencies attached to your Mission do likewise. Rightsizing the United States government presence abroad is a continuing requirement. To better meet our foreign policy goals, I will be expanding the Foreign Service and strengthening civilian capacity to work alongside the military. At the same time, we need to eliminate unnecessary duplication in our foreign operations. Functions that can be performed effectively and efficiently by personnel based in the United States or at regional offices overseas should not be performed at post. We should make greater use of the expertise of host country citizens, and outsource functions when it is effective and efficient to do so. In your reviews, should you find staffing to be either excessive or inadequate to the performance of priority Mission goals and objectives, I urge you to initiate staffing changes in accordance with established procedures.

Every Executive Branch agency under your authority must obtain your approval before changing the size, composition, or mandate of its staff. If a Department head disagrees with you on staffing matters, that individual may appeal your decision to the Secretary of State. In the event the Secretary is unable to resolve the dispute, the Secretary and the respective Department head will present their differing views to me for decision.

All United States government personnel other than those under the command of a US area military commander or on the staff of an international organization must obtain country clearance before entering [country] on official business. You may refuse country clearance or may place conditions or restrictions on visiting personnel as you determine necessary.

I expect you to discharge your responsibilities with professional excellence and in full conformance with the law and the highest standards of ethical conduct. You should ensure that there is equal opportunity at your Mission and no discrimination or harassment of any kind. Remember as you conduct your duties that you are representing not only me, but also the American people and America's values.

Sincerely,

Barack H. Obama

ATTACHMENT 4-2
SECURITY COOPERATION ORGANIZATION—INDUSTRY RELATIONS



Office of the Secretary of Defense
Washington, DC, 20301-1000
05 May 1999

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS

CHAIRMAN OF THE JOINT CHIEFS OF STAFF
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Department of Defense Policy for Relations with US Industry in Sales of Defense Articles and Services to Foreign Governments

The DOD is committed to greater cooperation with US industry to facilitate sales of US defense articles and services when in support of US national security and foreign policy objectives. DOD is prepared to assist and cooperate with US Industry regardless of the type of sale, e.g., Direct Commercial Sale, Foreign Military Sale, or a combination of the two.

The purpose of this policy is to improve communication and teamwork between DOD and US Industry in the Security Cooperation process. DOD and US Industry participants must establish specific roles and responsibilities by developing DOD and US Industry arrangements. In cases where only one US contractor is involved, the military departments will be the DOD representatives for weapon systems under their cognizance. The Defense Security Cooperation Agency (DSCA) will be the DOD representative when more than one US contractor is competing until down selection is complete. DOD representatives will not favor one US contractor over another in competition process.

The level of cooperation and assistance will be determined on a case-by-case basis. While the mechanism(s) for a DOD/US Industry cooperative effort of this nature are being developed as part of the Security Cooperation reinvention process, certain actions will be common to all situations. We expect industry to advise the DOD of cooperation and assistance it desires for a particular effort. Receipt of that information will prompt: (a) identifying DOD/US Industry principal players, (b) establishing formal lines of communication, (c) defining roles, and (d) developing a joint approach. Conversely, DOD may request support from industry.

Your participation and cooperation are essential to improving the Defense Security Cooperation process.

//SIGNED//
Jacques S. Gansler
Under Secretary Of Defense for Acquisition
& Technology

//SIGNED//
Walter B. Slocombe
Under Secretary of Defense for Policy

ATTACHMENT 4-3
CHECKLIST FOR MEETING REPRESENTATIVES OF DEFENSE INDUSTRY

(See SAMM C2.1.8 for detailed guidelines on interface with industry)

1. Exchange business cards
2. Inquire about the articles and/or services which the vendor is marketing
3. Ask to see the vendor's export license, or inquire about the status of license approval. Ask what provisos (limitations) are associated with the license.
4. Indicate that, in general, the USG has no preference as to whether a sale is made via FMS or DCS channels (SAMM C4.3.4). Inquire as to whether the vendor has a preference (some vendors have a preference for DCS on file with DSCA; see SAMM C4.3.6).
5. Inquire whether the vendor is marketing similar articles or services to other countries in the region
6. As appropriate, provide an overview of host nation military picture
 - a. Organization
 - b. Known requirements and priorities
 - c. US and DOD relations with host nation
 - d. Host nation defense industry
7. As appropriate, review the host nation procurement strategy.
 - a. Key decision-makers within MOD and the services
 - b. Defense budget and expected availability of FMF, if any
 - c. MOD procurement system (preferences for FMS vs. DCS)
 - d. Host nation offset policy, if appropriate
 - e. Foreign competition
8. Inquire if the vendor has an in-country agent
9. Inquire if the vendor would like marketing assistance from the Department of Commerce through the embassy's commercial attaché or local Foreign Commercial Service (FCS) representative
10. Inquire if the vendor wants assistance in appointments with host nation officials and/or other US embassy offices
11. Request a back-brief from the vendor after meetings with host nation

ATTACHMENT 4-4
SDO/DATT APPOINTMENT LETTER



SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000
FEB 3, 2012

Colonel Robert X. Hanseman, USAF
US Defense Attaché Office Bandaria
1000 Bandaria Place
Washington, DC 20521-1111

Dear Colonel Hanseman:

You hereby are appointed SDO/DATT in the Republic of Bandaria. As SDO/DATT, you are the principal Department of Defense official at the American Embassy in Bandaria and my representative to the Ambassador and the government of Bandaria. You will represent the geographic combatant command, the Defense Intelligence Agency (DIA), and the Defense Security Cooperation Agency (DSCA) to the US embassy country team and the host nation. Congratulations on your selection to serve in this key position.

I charge you with the overall direction and management of the Defense Attaché Office and the Office of Security Cooperation (SCO), and the coordination of US defense issues and activities in Bandaria in accordance with DOD Directive 5105.75 and DOD Instruction 5105.81. I expect you to provide strong and ethical leadership and to set the standard for personal excellence.

You will receive guidance and instructions from DIA on your duties as the Defense Attaché and from the geographic combatant command and DSCA on your duties as Chief, SCO. The Office of the Secretary of Defense will provide additional policy guidance as required. You will communicate regularly with your geographic combatant command, DIA, and DSCA to address the multi-faceted equities of each.

As you prepare for your mission, remember you are representing an important and integral part of the US foreign policy process. I wish you great personal and professional success as you embark on this challenging assignment.

Sincerely
//SIGNED//
Leon E. Panetta

Enclosures:

1. Letter of Introduction to US Ambassador
2. Letter of Introduction to Bandarian Minister of Defense
3. CJCS Letter of Introduction to Bandarian Chief of Defense

ATTACHMENT 4-5
LETTER OF INTRODUCTION TO US AMBASSADOR



SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000
FEB 3, 2012

Honorable Jane J. Reynolds
American Embassy Bandaria
Department of State
1000 Bandaria Place
Washington, DC 20521-1111

Dear Madam Ambassador:

This letter introduces Colonel Robert X. Hanseman, United States Air Force, whom I appointed as the Senior Defense Official (SDO)/Defense Attaché (DATT) to your Embassy. As the SDO/DATT, Colonel Hanseman is my representative to you and, subject to your authority as Chief of Mission, the diplomatic representative of the Defense Department to the government of Bandaria. I urge you to take full advantage of Colonel Hanseman's expertise and resources as your principal military advisor.

Colonel Hanseman is an exceptionally experienced and qualified officer, in whom I place my full trust and confidence. He commanded United States Air Force organizations in combat and in peace with success and served with distinction as a member of the Air Staff. I commend Colonel Hanseman to you as an officer who will serve the interests of both the Department of Defense and the Department of State.

I urge you to communicate through him any matters affecting our mutual interests that you feel deserve my attention. Of course, you are welcome to communicate with me directly for those matters you feel are appropriate.

Sincerely
//SIGNED//
Leon E. Panetta

ATTACHMENT 4-6
LETTER OF INTRODUCTION TO BANDARIAN MINISTER OF DEFENSE



SECRETARY OF DEFENSE
1000 DEFENSE PENTAGON
WASHINGTON, DC 20301-1000
FEB 3, 2012

His Excellency Dr. Karl Alfonsas Vanderjager
Ministre des Achats de la Defence
Ministere de la Defence du Bandaria,
Republic of Bandaria

Dear Doctor Vanderjager,

This letter introduces Colonel Robert X. Hanseman, United States Air Force, as the Senior Defense Official and Defense Attaché at the United States Embassy in Bandaria. Colonel Hanseman serves as my personal representative and as the principal representative of the United States Department of Defense. He serves under the authority of our Ambassador.

Colonel Hanseman is an exceptionally experienced and qualified officer, in whom I place my full trust and confidence. He commanded United States Air Force organizations in combat and in peace with success and served with distinction as a member of the Air Staff. I commend Colonel Hanseman to you as an officer who will serve the interests of both of our countries, and I request that you afford him the status and recognition appropriate to his position.

I urge you to communicate through Colonel Hanseman any matters affecting our mutual interests that you feel deserve my attention. Of course, I also welcome you to communicate with me directly for those matters you feel are appropriate.

Sincerely,
//SIGNED//
Leon E. Panetta

ATTACHMENT 4-7
CJCS LETTER OF INTRODUCTION TO BANDARIAN CHIEF OF DEFENSE



OFFICE OF THE CHAIRMAN OF THE JOINT CHIEFS OF STAFF
9999 JOINT STAFF PENTAGON
WASHINGTON, DC 20319-9999
FEB 3, 2012

Lieutenant General Sami Anan
Chief of Defense Staff
Ministere de la Defence du Bandaria
Herat, Republic of Bandaria

Dear General Anan,

I am pleased to introduce Colonel Robert X. Hanseman, United States Air Force, to you as the Senior Defense Official and Defense Attaché at the United States Embassy in Herat. He serves under authority of the Ambassador as my personal representative and the principal representative of the United States Department of Defense. As an exceptionally experienced and qualified officer, he has my full trust and confidence.

Colonel Hanseman has successfully commanded United States Air Force organizations in combat and peace. I commend him to you as an officer who will serve the interests of both of our countries, and request that you afford him the status and recognition appropriate to his position.

I urge you to communicate through him any matters affecting our mutual interests that you feel deserve my attention. Of course, you are also welcome to contact me directly when you deem it necessary.

Sincerely,
//SIGNED//
MARTIN E. DEMPSEY
General, US Army

ATTACHMENT 4-8
UNITED STATES SECURITY COOPERATION ORGANIZATIONS

ACRONYM	LOCAL TITLE
JUSMAG	Joint US Military Assistance Group (Philippines)
JUSMAG	Joint US Military Advisory Group (Thailand)
JUSMAG-K	Joint US Military Affairs Group—Korea
KUSLO	Kenya US Liaison Office
MAP	Military Assistance Program (Jordan)
MDAO	Mutual Defense Assistance Office (Japan)
NLO	Navy Liaison Office (Bahamas)
ODC	Office of Defense Cooperation (approximately fifty European, East Asian Countries, and others)
ODC	Office of Defense Coordination (Mexico)
ODR	Office of Defense Representative (Costa Rica)
ODRP	Office of Defense Representative—Pakistan
OMC	Office of Military Cooperation (Kuwait, Bahrain, Egypt, Kazakhstan, Kyrgyzstan, Oman, Qatar, Turkmenistan, Uzbekistan, Yemen)
OSC	Office of Security Cooperation (all African countries except Kenya; Iraq)
SAO-A*	Security Assistance Office—Afghanistan; this office is a staff element within the NATO Training Mission—Afghanistan/Combined Security Transition Command—Afghanistan (NTM-A/CSTC-A) *The organization in Afghanistan, under the control of the United States Forces—Afghanistan (USFOR—A) does not report directly to the US Ambassador to Afghanistan. Additionally, NTM—A/CSTC—A’s mission includes training and equipping the host nation interior forces (e.g., border police, national police, local police, etc.) which, while permitted by the Arms Export Control Act, is severely constrained under normal circumstances.
USLO	US Liaison Office
USMAAG	US Military Assistance Advisory Group (Dominican Republic, Peru)
USMILGP	US Military Group (several South and Central American countries)
USMLO	US Military Liaison Office (several South and Central American countries)
USMTM**	US Military Training Mission (Saudi Arabia) **Within Saudi Arabia, in addition to USMTM, there are other DOD organizations that have an “advise, train, and equip” mission. Because they do not work with the Ministry of Defense and Aviation, and because their charters allow them to conduct training, they are not formally considered SCO’s. They are:
OPM-SANG	Office of the Program Manager, Saudi Arabian National Guard (This organization is chartered by the US Army, reports to US Army channels through USASAC, and is funded by an FMS case. OPM SANG’s mission is to train and equip the Saudi Arabian National Guard).
OPM-FSF	Office of Program Management, Facilities Security Force (OPM-FSF, also funded by an FMS case, conducts a train and equip mission for the Facilities Security Force of the Saudi Arabian Ministry of the Interior)..