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# U.S. GOVERNMENT ORGANIZATIONS FOR SECURITY ASSISTANCE

## Introduction

The United States (U.S.) security assistance program has its roots in U.S. public laws, which contain security assistance authorizations, appropriations, restrictions, and reporting requirements. To understand how this legislation is welded into a coherent, operational foreign policy program, it is appropriate to briefly discuss the roles of the three branches of the U.S. federal government with respect to security assistance. The majority of this chapter is based on material extracted from the *United States Government Manual 2006/2007*, Washington, D.C.: Office of the Federal Register, National Archives and Records Administration, revised 1 June 2006. This manual can also be viewed at: <http://www.gpoaccess.gov/gmanual/browse-gm-06.html>.

### LEGISLATIVE BRANCH: THE CONGRESS

#### Role of Congress

The Congress of the United States, as provided by Article I, Section 1, of the U.S. Constitution, is vested with all legislative powers. In terms of security assistance, congressional power and influence are exercised in several ways:

- Development, consideration, and action on legislation to establish or amend basic security assistance authorization acts
- Enactment of appropriations acts
- Passage of joint continuing resolutions to permit the incurrence of obligations to carry on essential security assistance program activities until appropriation action is complete
- Conduct hearings and investigations into special areas of interest, to include instructions to the Government Accountability Office (GAO), the Congressional Budget Office (CBO), and Congressional Research Service (CRS) to accomplish special reviews
- Review of proposed arms transfers, foreign military sales (FMS), direct commercial sales (DCS), third country transfers, and leases
- Ratification of treaties which may have security assistance implications

A major dimension of the U.S. security assistance framework is conventional arms transfers and sales. The ultimate authority for such sales resides in Article I, Section 8, of the Constitution, which assigns Congress the power to regulate commerce with foreign nations. Article IV, Section 3, grants Congress the power to dispose of and make all necessary rules and regulations regarding the transfer of property belonging to the U.S. government (USG).

## **Committee Structure**

The work of receiving and preparing legislation is performed largely by committees in both houses of Congress. The primary committees of Congress with security assistance responsibility for authorizations are the House of Representatives Committee on Foreign Affairs (HFAC), and the Senate Committee on Foreign Relations (SFRC). Security assistance appropriations legislation, or the annual foreign operations appropriations acts (FOAAs), are handled by the House of Representatives Committee on Appropriations (HAC) Subcommittee on Foreign Operations (HACFO) and the Senate Committee on Appropriations (SAC) Subcommittee on Foreign Operations (SACFO).

At times, special topics in security assistance will be addressed by other committees such as the Armed Services, Banking, and Finance Committees. Most security cooperation authorities have been generated by the Senate Armed Services Committee (SASC) and the House Armed Services Committee (HASC) with the annual National Defense Authorization Acts (NDAAs).

## **Special Congressional Offices**

Within the legislative branch, three offices have a significant impact on the conduct and management of the U.S. security assistance program. The most prominent activities of the GAO are its audits and evaluations of USG programs and activities, conducted in response to requests from Congress, its committees, members, and staffs. The GAO is under the control and direction of the Comptroller General of the U.S. The audit authority of the GAO extends to all departments and other agencies of the federal government. Among other functions, the GAO also has statutory authority to prescribe accounting principles and standards, and settle claims by and against the U.S. The CBO is tasked with the collection of data and with the analyses of alternative fiscal, budgetary, and programmatic policy issues. The CRS within the Library of Congress accomplishes special studies for the Congress. Often, these studies are concerned with security assistance issues and policies. One such annual report is entitled Conventional Arms Transfers to the Developing Nations, which covers a five-year period.

## **JUDICIAL BRANCH: THE COURTS**

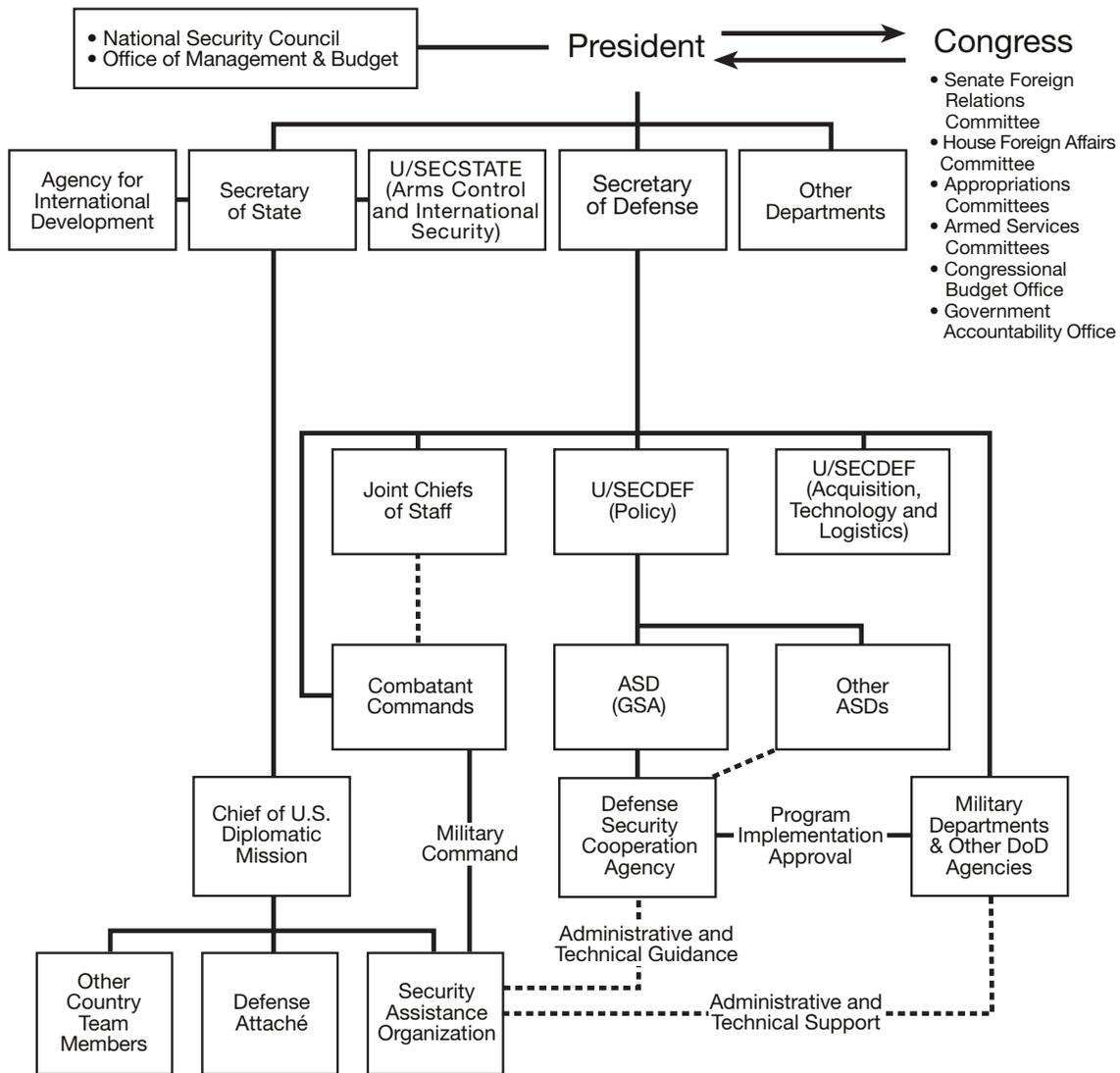
Article III, Section 1 of the U.S. Constitution provides for the federal court system. Federal courts are responsible for interpreting federal laws and determining the constitutionality of U.S. law. Historically, the courts have had limited involvement in the day-to-day activities of security assistance. Judicial involvement is also possible should a contractor, who is providing materials or services under a Department of Defense (DoD) contract, decide to pursue legal remedy in the event of a dispute through an appropriate federal court.

## **EXECUTIVE BRANCH: THE PRESIDENT**

Article II, Section 1, of the United States Constitution establishes the president as the nation's chief executive and, by implication, the chief arbiter in matters of foreign policy. Furthermore, Section 2 of this same article empowers the president, by and with the consent of the Senate, to make treaties and appoint ambassadors and other public ministers. Section 3 of Article II authorizes the president to receive ambassadors and other public ministers—all essential facets of carrying out U.S. foreign policy. It is the president who presents the recommended annual U.S. security assistance program and budget to the Congress for its consideration, and executes this program once it becomes law.

As the chief executive, the president is responsible for all of the activities of the executive branch. The president has numerous assistants, cabinet officers, and other subordinate officials to oversee the conduct of the U.S. security assistance program (Figure 3-1).

**Figure 3-1  
United States Government Organization for Security Assistance**



### Office of the President

The National Security Council (NSC) and the Office of Management and Budget (OMB) are two organizations within the Executive Office of the President which impact security assistance. The NSC is chaired by the president. The function of the Council is to advise the president with respect to the integration of domestic, foreign, and military policies relating to national security. The NSC is also involved in the review of the annual security assistance budget proposal, as well as many proposed major arms transfers. The OMB assists the president in the preparation of the annual USG budget and the formulation of the nation's fiscal program. Since security assistance programs are part of the U.S. budget, OMB is interested in the impact the security assistance programs have on DoD military and civilian manpower, facilities, and performing accounts, as well as the amounts of the appropriations themselves. The OMB also controls the apportionment of appropriated funds for obligation and expenditure in support of security assistance activities.

## Department of State

The statutory role of the secretary of state is contained in Section 622, of the Foreign Assistance Act (FAA), and Section 2, Arms Export Control Act (AECA). Under the direction of the president, the secretary of state shall be responsible for:

- The continuous supervision and general direction of economic assistance, military assistance, military education and training, and sales and export programs
- Determining whether there shall be a security assistance program, and whether there should be a sale, lease, or financing for a country and the value thereof
- Determining whether there will be a cooperative project and the scope thereof
- Determining whether there will be a delivery or other performance under the sale, lease, cooperative project, or export
- Insuring such programs are effectively integrated with other U.S. activities, both at home and abroad, and that the foreign policy of the U.S. is best served thereby

The under secretary of state for arms control and international security (T) is the senior adviser to the president and secretary of state for arms control and is the focal point within Department of State (DoS) for security assistance matters. Approval of routine defense articles, services, and technology transfers has been delegated to the under secretary. Coordination of recommendations for significant defense transfers is prepared within this office.

Responsibilities include active participation in the security assistance review process. In accordance with Section 36(b)(1), AECA, for those proposed FMS agreements meeting the dollar threshold for advance notification of Congress, the preparation of an elevation (in consultation with the secretary of defense) of the manner in which the proposed sale might contribute to an arms race, increase the possibility of conflict, prejudice the negotiation of any arms control agreements, must be completed. A similar review is required for commercial arms exports licensed under Section 38, AECA.

The Bureau of Political-Military Affairs (PM), headed by the assistant secretary of state for political-military affairs (State/PM), has four principal security assistance functions:

- Advise the secretary on issues and policy problems arising in the areas where foreign policy and defense policy of the U.S. impinge on one another
- Serve as the principal channel of liaison and contact between the DoS and DoD
- Take the lead in developing the positions of the DoS on political-military questions, including those under consideration within the NSC
- Assist the secretary in carrying out his responsibility for supervision of the military assistance and sales programs, and for licensing the commercial export of military equipment

Various offices within the bureau are concerned with general military strategic planning, policy development for the foreign policy aspects of nuclear energy and weapons, and matters concerning arms control and disarmament. Two offices within the bureau are specifically concerned with security assistance.

The Directorate of Defense Trade Controls (PM/DDTC) is responsible to the State/PM for the licensing of commercial exports of arms and materiel on the U.S. Munitions List (USML). The PM/DDTC prepares the *International Traffic in Arms Regulations* (ITAR) and the commercial sales reports which are required by Congress.

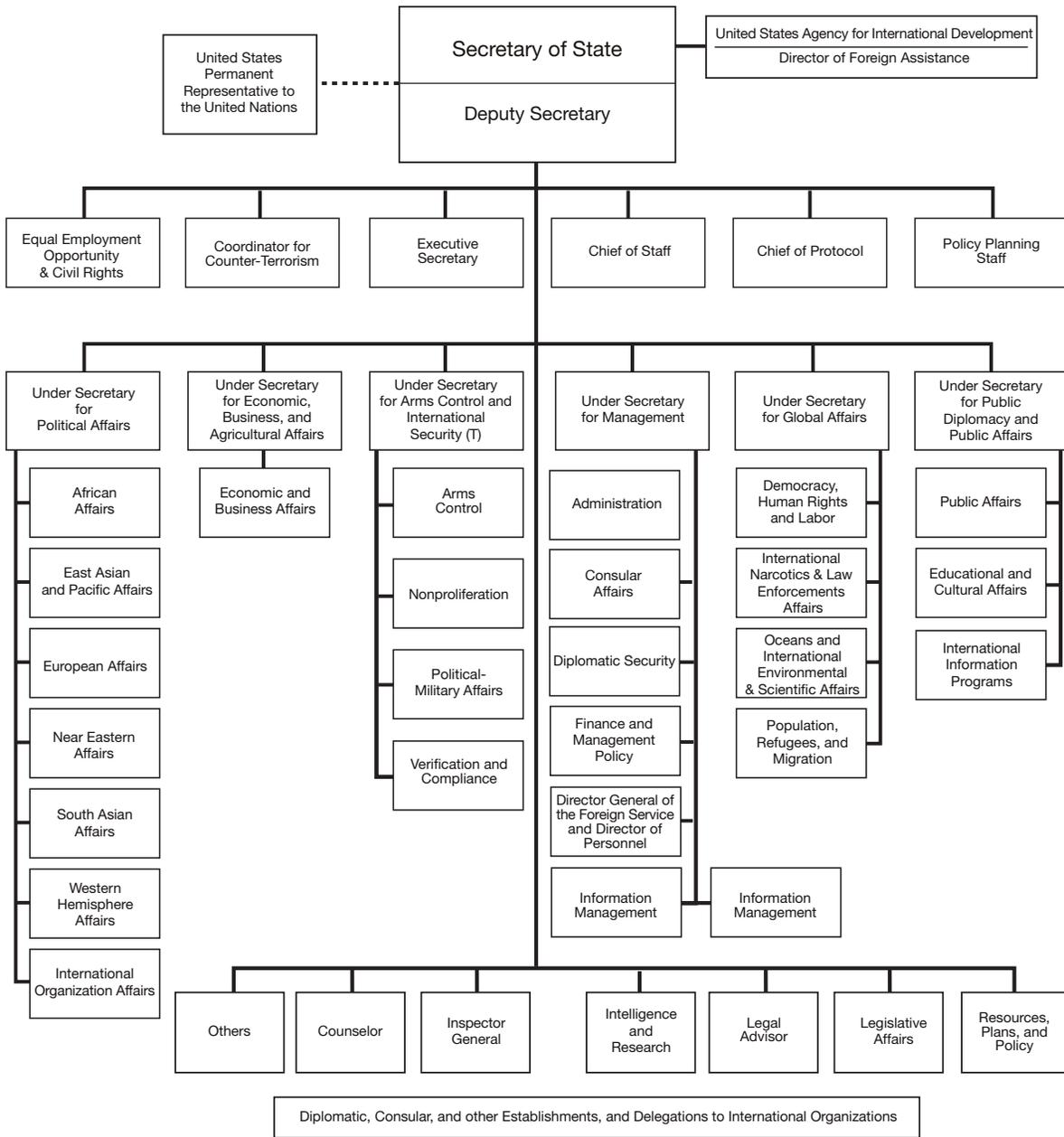
The Office of Regional Security and Arms Transfer Policy (PM/RSAT), responsible to State/PM, promulgates and oversees export control policy and coordinates government-to-government arms transfer authorization and denial decisions for the secretary of state. It works closely with the DoD offices as described later in this chapter.

The assistant secretary of state for democracy, human rights, and labor is responsible for reviewing proposed security assistance programs and sales requests with respect to their impact on human rights in the country concerned. Additionally, in accordance with Sections 116(d) and 502(B), of the FAA, the secretary of state is required to submit to Congress by 25 February of each year a detailed analysis entitled *Country Reports on Human Rights Practices for 20XX*. The Country Reports on Human Rights Practices web site is <http://www.state.gov/g/drl/rls/hrrpt/>. This compilation of reports describes the status of internationally recognized human rights in countries that receive U.S. assistance and in all other countries that are members of the United Nations (U.N.). The report is to be submitted as part of the presentation materials for security assistance programs proposed each fiscal year. With direct input starting from the country teams, the Democracy, Human Rights, and Labor Bureau puts this required report together for the secretary of state. During August and September the secretary promulgates formal human rights reporting instructions to the country teams for submissions no later than 1 October, with subsequent updating of significant events as they occur.

Within thirty days after submitting the annual human rights report, the secretary of state must submit a listing of countries that engage in a consistent pattern of gross violations of internationally recognized human rights. Also, in a separate but related annual report, the secretary must describe how the foreign military finance program (FMFP) budget proposal will be used to promote and advance human rights and how the U.S. will avoid identification with activities that are contrary to internationally recognized standards of human rights.

The under secretary of state for political affairs directs the activities of the geographic bureaus, which are responsible for U.S. foreign affairs activities in the major regions of the world. These seven bureaus are shown in Figure 3-2. They have a direct role in the security assistance budget formulation process and other day-to-day security assistance matters.

**Figure 3-2  
United States Department of State**



**United States Agency for International Development**

The U.S. Agency for International Development (USAID) carries out a variety of economic assistance programs designed to help the people of certain less developed countries develop their human and economic resources, increase productive capacities, and improve the quality of human life as well as to promote economic and political stability in friendly countries.

USAID performs its functions under the direction and foreign policy guidance of the secretary of state. The agency is charged with central direction and responsibility for the U.S. foreign economic assistance program. The agency consists of a central headquarters staff in Washington, D.C., and

missions and offices overseas. The FAA authorizes the agency to administer two kinds of foreign economic assistance:

- Development assistance, which focuses on assistance programs in critical problem areas that affect the majority of the people in the developing countries, like providing food and agricultural development
- The economic support fund (ESF)

Beginning in 2006, the administrator for USAID was also appointed as the director for foreign assistance (DFA) to include the appropriated security assistance programs. DFA is responsible to the secretary of state for the development of U.S. foreign assistance program strategy and objectives and the preparation of annual funding request to Congress to achieve these objectives. Once the congressional appropriation process is completed, DFA is also responsible for the allocation of funding, by programs and countries, which is communicated to Congress via the Section 653(a), FAA, report.

### **United States Diplomatic Missions**

Diplomatic missions located overseas have important roles in security assistance. The ambassador (or chief of the U.S. diplomatic mission) is either a career member of the foreign service or a non-career political appointee, depending upon the desires of the president, and is the personal representative of the president. The ambassador reports to the president through the secretary of state. The ambassador heads the country team, which may include the defense attaché officer (DAO), the chief of the U.S. security assistance organization (SAO), the political and economic officers, and any other embassy personnel desired by the ambassador. The U.S. diplomatic mission, the SAO, and the DAO will be further addressed in Chapter 4, “Security Assistance Organizations Overseas.”

### **Department of Treasury**

The Department of Treasury is involved in security assistance through its role as financial agent for the USG and as a member of the NSC. The FMS trust fund is a U.S. Treasury account, therefore Treasury is interested in the overall cash flow of this account. If a country’s FMS account goes into a deficit or delinquent cash position, this is of special interest to Treasury. The Treasury has a fiduciary interest in the appropriated or credit programs of security assistance as well.

### **Department of Justice**

Although the thrust of this text is toward the export of defense articles and services in support of the U.S. security assistance program, the AECA also confers upon the president the function of controlling the import of arms, ammunition, and implements of war, including technical data, into the U.S. This function has been delegated by the president to the attorney general and the Department of Justice. The Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) is the law enforcement agency controlling the import of defense articles. Designation by the attorney general of items as defense articles or services subject to import control must have the concurrence of the secretaries of state and defense [Executive Order No. 11958].

### **Department of Homeland Security**

Duties of the former U.S. Customs Service within the Department of Treasury were transferred to the Department of Homeland Security (DHS) by the Homeland Security Act of 2002. DHS customs enforcement is divided between two agencies:

- U.S. Customs and Border Protection (CBP)

- U.S. Immigration and Customs Enforcement (ICE)

CBP is responsible for reviewing DoS-issued munitions control export licenses at the U.S. port of departure and for the reporting of any irregularities. This bureau also collects and compiles international trade statistics, some of which are security assistance related, and forwards them to the Bureau of the Census for compilation.

The Homeland Security Act of 2002 also transferred the U.S. Coast Guard (USCG) from the Department of Transportation (DoT) to the DHS. The USCG is a significant security assistance partner especially in the areas of maritime security, law enforcement, navigation, and safety. In keeping with its long tradition with the U.S. Navy, the USCG works closely with the Navy International Program Office (Navy IPO) in providing security assistance overseas.

### **Department of Commerce**

The Department of Commerce (DoC) is involved with the U.S. security assistance program in several ways. One way is through its interface with the DoS and DoD with respect to civilian items with the potential for military application (i.e., dual-use items). These items are on Commerce's Commerce Control List (CCL) and a DoC license issued by the Bureau of Industry and Security (BIS) is required for their export. In other instances, technology transfer implications are an issue. Commerce also manages export administration and related activities, including advice and assistance on regulating exports through the licensing of U.S. goods and technology for purposes of national security and foreign policy. Chapter 7, "Technology Transfer, Export Controls, and International Program Security," will provide further information.

### **Department of Transportation**

The Maritime Administration (MARAD), which is part of the DoT, is also involved in security assistance. It has a responsibility to determine if foreign countries, through their freight forwarder agents, are properly using U.S. flag shipping for U.S.-funded security assistance programs. Chapter 11, "Foreign Military Sales Transportation Policy" provides additional information on U.S. flag shipping.

### **Department of Defense**

The DoD, from the standpoint of overall effort measured in man-years, has the greatest involvement in security assistance of any department within the executive branch. When the full and part-time workloads are considered, the annual result is about 20,000 man-years.

As prescribed by Section 623, FAA, and Section 42(d), AECA, the secretary of defense is charged with primary responsibility for carrying out the following security assistance functions:

- The determination of military end-item requirements
- The procurement of military equipment in a manner that permits its integration with service programs
- The supervision of end-use of U.S.-origin articles by recipient countries
- The supervision of the training of foreign military and related civilian personnel
- The movement and delivery of military end-items

- The establishment of priorities in the procurement, delivery, and allocation of military equipment
- Within the DoD, the performance of any other functions with respect to the furnishing of military assistance, education, training, sales, and guarantees

### **Office of the Secretary of Defense**

The under secretary of defense for policy USD (P) serves as the principal adviser and assistant to the secretary for all matters concerned with the integration of departmental plans and policies with overall national security objectives, and exercises overall direction, authority, and control over security assistance matters through the various assistant secretaries of defense (ASDs)

The office within DoD that is responsible for supervising security assistance programs with all foreign governments is the assistance secretary of defense for global security affairs [ASD (GSA)]. This office is concerned with much more than just security assistance and includes a specific DoD agency that interprets executive policy and develops DoD security assistance policies and programs. This agency is designated the Defense Security Cooperation Agency (DSCA). In accordance with DoDD 5111.7, ASD (GSA) provides direction and control over the Director, DSCA. The role of DSCA will be discussed later in this chapter.

Relating to security assistance, the deputy under secretary of defense for technology security policy and national disclosure policy [DUSD (TSP & NDP)] is responsible to the ASD (GSA) for the coordination of technical data transfer decisions within DoD by using procedures established by NDP-1 *National Disclosure Policy*. This is performed by the National Disclosure Policy Committee (NDPC) which also includes DoS and Joint Staff representatives in its general membership. The office of the NDPC also manages the international program security (IPS) education and oversight programs within DoD.

DUSD (TSP & NDP) is also director, defense technology security administration (DTSA). DTSA is responsible for the DoD coordination of the proposed export of defense technology items through DCS to be licensed by the DoS and dual-use technology commercial sales to be licensed by the DoC. Chapter 7, “Technology Transfer, Export Controls, and International Program Security”, will discuss NDP, international program security, and DTSA processes and programs.

The USD(P) also includes four other assistance secretaries to include:

- The assistant secretary for international security affairs [ASD (ISA)] responsible for DoD policy within Europe, the Middle East, and Africa
- The assistance secretary for Asian and Pacific security affairs [ASD (APSA)] responsible for DoD policy with the Asian Pacific, South Asia, and Central Asia
- The assistant secretary for homeland defense and Americas, security affairs responsible DoD policy regarding homeland defense, civil support, crisis management, and the Western Hemisphere
- The assistant security for special operations/low intensity conflict and interdependent capabilities [ASD (SOLIC-IC)] responsible DoD policy regarding special operations, strategic capabilities, stability operations, and forces transformation

The office of the under secretary of defense (acquisition, technology and logistics) [USD (AT&L)] is responsible for the coordination of all international defense cooperative issues, to include cooperative

research, development, production, acquisition, and logistics support programs. USD(AT&L) promulgates policies and procedures on a variety of security assistance functional areas, to include international coproduction agreements. The Defense Threat Reduction Agency (DTRA) reports to this office, with responsibilities for reducing the threat to the U.S. and its allies from weapons of mass destruction and special weapons. USD (AT&L) also provides oversight to the Defense Contract Management Agency (DCMA) described later in this chapter.

The director for international cooperation is responsible to USD (AT&L) for establishing policies for industrial base, dual-use technology, and international armament cooperation programs. Refer to Chapter 13, “International Armaments Cooperation Programs,” for further information regarding these programs.

The director for defense research and engineering (DDRE) assures considerations of rationalization, standardization, and interoperability in security assistance programs with North Atlantic Treaty Organization (NATO) allies, provides analysis of the risks of compromise of U.S. weapons systems, and participates in the technology transfer review process.

The under secretary of defense (comptroller) [USD (C)] is the DoD chief financial officer (CFO) responsible for establishing policy and procedures involving financial management, fiscal matters, accounting, pricing, auditing, and international balance of payments as these matters relate to security assistance. The Director of the Defense Finance and Accounting Service (DFAS) is the focal point for security assistance matters within the Office of the comptroller. Described later in this chapter, is the Defense Contract Audit Agency (DCAA) within the USD (C) organization responsible for the financial audit of DoD contracts to include those awarded in support of the FMS community.

The directorate for security assistance of the Defense Finance and Accounting Service (DFAS-IN) serves as the central bank of FMS. Its responsibilities include the operation of the DoD centralized FMS billing, collecting, and trust fund accounting system. The Indianapolis center is a component of the DFAS, Washington, D.C. which is responsible to the under secretary of defense (comptroller). Refer to Chapter 5, “The Foreign Military Sales Process,” for further information regarding the tasks performed by DFAS-IN.

The under secretary of defense for intelligence [USD (I)] is responsible for the management of intelligence processes within the DoD to include participation in the technology disclosure process and supervision of the Defense Security Service (DSS). DSS is responsible to the USD (I) for security issues within the U.S. defense industry. This also includes validating transportation plans in support of export licenses to be issued by the DoS for direct commercial sales. DSS also assists the NDPC when validating and assisting foreign defense industries’ participation regarding international armaments cooperation. Refer to Chapter 7, “Technology Transfer, Export Controls, and International Programs Security,” for further information regarding the DSS role in security assistance.

### **Joint Chiefs of Staff**

The chairman of the Joint Chiefs of Staff (Joint Staff) is the principal military adviser to the president. The Joint Staff constitutes the immediate military staff of the secretary of defense, serving as a coordinating agency in the chain of command that extends from the president through the secretary of defense to the commanders of combatant commands (COCOMs). The Joint Staff communicates instructions to the COCOMs from the secretary of defense, and furnishes the secretary with information from the COCOMs.

The Joint Staff organization is a key participant in the security assistance program development and review process. The Joint Staff coordinates security assistance with U.S. military plans and programs, and provides the secretary of defense with military advice concerning security assistance programs, actions, and activities to include:

- Recommending the selection, introduction, or redistribution of weapons systems in and among recipient countries, considering rationalization, standardization, and interoperability
- Recommending military force objectives, requirements, and priorities for actual or potential security assistance recipients
- Determining the impact of security assistance programs on U.S. programs and defense readiness
- Recommending security assistance organizational and manpower requirements for SAOs and security assistance personnel augmentations to defense attaché offices
- Recommending the designation of military services responsible for furnishing chiefs of SAOs other than defense attachés assigned security assistance responsibilities
- For other than defense attachés assigned security assistance responsibilities, recommending the nominations of individuals to serve as chiefs of SAOs and recommending tour extensions or curtailment for such individuals
- Assigning force activity designators to determine priorities in the allocation of defense articles among recipient nations and between recipient nations and the U.S. armed forces within guidelines established by the office of the secretary of defense

The Joint Staff reviews certain proposed FMS cases for their impact on national security and insures that security assistance factors are included in the joint planning process. The focal point for security assistance matters within the Joint Staff is the Weapons Technology Control Division, Politico-Military Affairs, Asia Directorate, with the Director for Strategic Plans and Policy (J-5/DDPMA-A/WTC). This office also represents the Joint Staff on the NDPC.

### **Combatant Commands**

Six of the COCOMs have responsibilities for the conduct of the U.S. security assistance program within their respective geographical regions. The following is a list of the COCOMs:

- The U.S. European Command (USEUCOM)
- The U.S. African Command (USAFRICOM) [now under USEUCOM 10-1-07 - will be a full command 10-1-08]
- The U.S. Southern Command (USSOUTHCOM)
- The U.S. Pacific Command (USPACOM)
- The U.S. Northern Command (USNORTHCOM)
- The U.S. Central Command (USCENTCOM)

With regard to security assistance, the functions of the regional COCOMs include the following:

- Make recommendations to the Joint Staff and the Secretary of Defense on any aspect of security assistance programs, projections, or activities
- Keep informed on all security assistance matters, to include programs, projections, and activities
- Command, supervise, and support the SAOs in matters that are not functions or responsibilities of the chiefs of the U.S. diplomatic missions, including the provision of necessary technical assistance and administrative support to SAOs
- Coordinate and assist DoD components in the conduct of regional security assistance programs and activities when required and practical
- Develop and submit as directed by the Joint Staff, recommendations regarding organization, staffing, and administrative support of SAOs
- Keep the secretary of defense, Joint Staff, and military departments informed on matters that could have an impact on security assistance and on security assistance programs, or actions that could impact other DoD programs under their cognizance
- Ensure coordination of regional security assistance matters with U.S. diplomatic missions and DoD components, as appropriate
- Conduct activities as directed, and when required, to ensure the efficient and effective administration of security assistance activities
- Provide evaluation, as required, of the efficiency and effectiveness of DoD overseas SAOs

## **Security Assistance Organizations**

The term SAO is the generic name for the DoD organization overseas with the primary responsibility for interfacing with the host nation on security assistance and security cooperation programs. The SAO is normally co-located with U.S. embassy in the country and is a part of the ambassador's country team. The SAO may be known by a variety of locally-specific titles such as office of defense cooperation (ODC), military assistance advisory group (MAAG), etc. The chief of the SAO is responsible to three authorities: the ambassador, the commander of the COCOM, and the director, DSCA. A detailed discussion of the duties and functions of the SAO is presented in Chapter 4, "Security Assistance Organizations Overseas."

## **Department of Defense Agencies**

### ***Defense Security Cooperation Agency***

As noted in DoDD 5105.38, DoDD 5132.3, and DoD 5105.38-M, *Security Assistance Management Manual* (SAMM), DSCA is established as a separate agency of the DoD under the direction, authority, and control of the USD (P) and receives policy direction and staff supervision from ASD (GSA). The principal security assistance functions of DSCA include.

- Administering and supervising security assistance planning and programs
- Coordinating the formulation and execution of security assistance programs with other governmental agencies

- Conducting international logistics and sales negotiations with foreign countries
- Serving as the DoD focal point for liaison with U.S. industry with regard to security assistance activities
- Managing the credit-financing program
- Developing and promulgating security assistance procedures, such as the SAMM
- Developing and operating the data processing system and maintaining the macro database for the security assistance program
- Making determinations with respect to the allocation of FMS administrative funds
- Administering assigned security cooperation programs

In 1998, DSCA assumed the responsibility for administering the USD (P) security cooperation programs of humanitarian mine actions, humanitarian assistance, and Warsaw Initiatives. DSCA also has administrative management responsibilities for the DoD counter terrorism fellowship program (CTFP) and the five regional centers for security studies.

In accordance with DoD Directive 2140.5, the Defense Institute of Security Assistance Management, (DISAM) has the following responsibilities:

- The conduct of courses of study that will prepare military (U.S. and foreign) and civilian (USG, foreign, and U.S. contractor) personnel for assignments in security assistance management positions
- The conduct of research in defense security assistance concepts and methods
- The assembling and dissemination of information concerning new policies, methods, and practices
- The providing of consulting services to office of secretary of defense (OSD) and the military departments (MILDEPs)

DSCA is the executive agent and the U.S. provides logistic and administrative support on a reimbursable bases. DISAM is funded from the Security Assistance Administrative Trust Fund.

The Defense Security Assistance Development Center (DSADC) was established in 1997 to develop the defense security assistance management system (DSAMS). DSADC is located in Mechanicsburg, Pennsylvania. Like DISAM, DSADC is organized as a directorate within DSCA.

The Defense Institute of International Legal Studies (DIILS) provides expertise through resident courses and mobile education teams on over 250 legal topics, with an emphasis on disciplined military operations. DIILS, located in Newport, Rhode Island, is likewise organized as a directorate within DSCA.

### ***Defense Logistics Agency***

The Defense Logistics Agency (DLA) is a DoD agency within the USD (AT&L) organization, headquartered at Ft. Belvoir, Virginia, under the control of the deputy under secretary of defense for logistics and materiel readiness. The mission of DLA is to provide support to the military services, other DoD components, federal civil agencies, and foreign governments. Such support includes the

providing of assigned materiel commodities and items of supply, logistics services, and other support services. To accomplish this mission, DLA has the following organizations:

- The DLA Customer Operations and Readiness Directorate, located at Ft. Belvoir, Virginia, oversees all materiel management missions, functions, and organizations, to include the following that support U.S. security assistance programs:
  - Defense Logistics Information Service (DLIS), Battle Creek, Michigan, operates the federal catalog system for the entire USG. It also provides cataloging services to NATO and other foreign countries
  - Defense Reutilization and Marketing Service (DRMS), also located at Battle Creek, is responsible for the conduct of FMS sales of DoD and other USG agency generated excess property
  - The inventory control points (ICP), which include the various defense supply and support centers, provide supply management for items that are common among the U.S. services, and provide items to foreign purchasers based upon requests transmitted by the various U.S. services

DLA is also responsible for what is referred to as the military standard logistics systems. These include the following:

- The defense automatic addressing system (DAAS)
- The military assistance program address directory (MAPAD)
- The military standard requisitioning and issue procedures (MILSTRIP)

### ***Defense Contract Management Agency***

The DCMA and its area offices administer, on behalf of defense and MILDEPs acquisition offices, FMS contracts at numerous contractor facilities throughout the U.S. It can also provide quality assurance for direct commercial procurements, if such service is requested and purchased by the foreign government from the Defense Contract Management District-International (DCMDI). Other services include pre-award surveys, price reviews, and production surveillance. DCMA is located within the USD (AT&L) organization.

### ***Defense Contract Audit Agency***

The DCAA is a separate agency under the control of the under secretary of defense (comptroller). Through its field audit offices, it provides audit services for many FMS-related contracts.

### ***Defense Language Institute English Language Center***

The Defense Language Institute English Language Center (DLIELC), located at Lackland Air Force Base, Texas, operates under the command and control of Headquarters, Air Education and Training Command (AETC). The center is tasked by the Army, Navy, and Air Force, under provisions of a joint regulation. It is responsible for the conduct, supervision, and technical control of English language training programs for non-English speaking foreign and U.S. service personnel.

## ***National Geospatial-Intelligence Agency***

The National Geospatial - Intelligence Agency (NGA), offers support on matters of mapping, charting, and geodesy to foreign countries under the U.S. security assistance program. NGA components include:

- NGA Headquarters, Fairfax, Virginia
- NGA Aerospace Center, St. Louis, Missouri
- NGA Hydrographic/Topographic Center, Bethesda, Maryland
- The Defense Mapping School, Fort Belvoir, Virginia
- NGA Systems Center, Reston, Virginia

## **Military Departments**

The secretaries of the MILDEPs serve as advisers to the secretary of defense on all security assistance matters impacting on, or related to, their departments and shall act for the secretary of defense where responsibility for actions is delegated. In carrying out their responsibilities, the secretaries:

- Provide the secretary of defense recommendations considered appropriate and necessary to ensure the successful conduct of security assistance, including its interface with and support of military department policies, objectives, plans, and programs
- Provide data, upon request, pertaining to price, source, availability, and lead time for use in developing and reviewing security assistance programs, including FMS cases
- Provide to elements of the OSD, Joint Staff, COCOMs, and SAOs, as appropriate, technical information as to weapons systems, tactics and doctrine, training, and pertinent logistic support
- Conduct training, and acquire and deliver defense articles and services included in approved programs
- Coordinate and establish delivery schedules and necessary internal procedures for follow-up, expediting, and related actions during the implementation of approved programs
- Provide such other technical assistance and facilities to elements of OSD as necessary to promote efficiency and economy in security assistance matters
- Within policies and criteria established by the ASD (GSA), and under direction of the director, DSCA, make sales of defense articles and services to eligible countries and international organizations
- Integrate acquisition for security assistance with military service acquisition programs in accordance with policy guidance provided by the director, defense research and engineering (DDR&E)
- Maintain appropriate records and furnish prescribed reports within the scope of their responsibilities

- Obtain from the COCOMs and SAOs such data as may be needed to carry out assigned responsibilities
- With respect to the area or areas assigned, provide administrative support needed to carry out security assistance functions, subject to the direction and policy guidance of ASD (GSA)
- In accordance with approved tables of distribution and other authorizations, directives, and requests, recommend and provide qualified military personnel to carry out security assistance assignments
- Assist the ASD (GSA) and the director, DSCA, as requested, in government-to-government or interdepartmental discussion involving security assistance policies, plans, and programs
- Assist the ASD (GSA) and the director, DSCA, as requested, in government-to-government negotiations involving security assistance and the director for international cooperation, or designee in government-to-government negotiations involving international logistics arrangements

### ***Department of the Army***

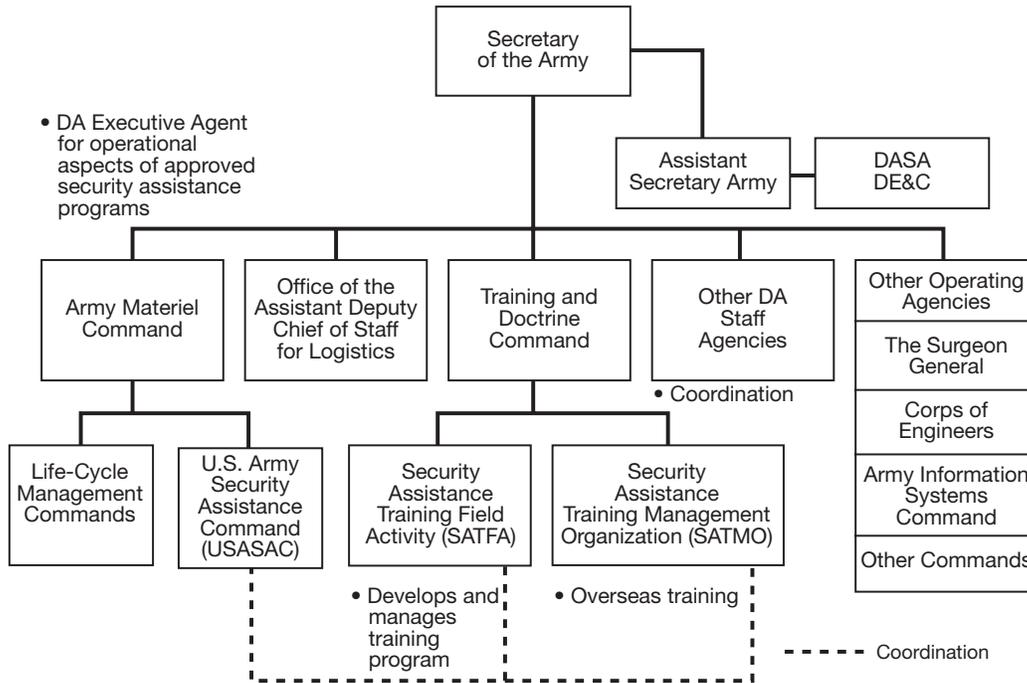
Security assistance policy and oversight for the Department of the Army is the responsibility of the deputy assistant secretary of the army for defense exports and cooperation (DASA/DE&C), located in Washington, D.C. This office reports to the assistant secretary of the army for acquisition, logistics and technology [ASA (ALT)]. This office was created in 2001 and consolidates security assistance policy with that of other international activities, programs, and affairs to provide the Army a single focal point for policy on international matters, similar to the Navy and Air Force. See Figure 3-3.

The commander, U.S. Army Materiel Command (AMC) is the Department of the Army executive agent for implementing, administering, and managing Army FMS programs. The commander, U.S. Army Security Assistance Command (USASAC), performs the executive agent's functions for AMC. USASAC consists of three major elements, the directorate for plans and management located at Ft. Belvoir, Virginia, the directorate for operations located at New Cumberland, Pennsylvania, and the comptroller directorate with offices at both locations.

The USASAC deputy for plans and management reviews Army letters of offer and acceptance (LOAs) and forwards them directly to DSCA for approval and countersignature as required. Certain LOAs still must go through the Army Staff, but these are few in number and usually involve high visibility, national policy, and readiness impact considerations.

The Army has decentralized the preparation of LOAs. Cases involving material or services to be provided by AMC are prepared by the applicable life-cycle management command. Training cases that are the responsibility of the Training and Doctrine Command (TRADOC) are prepared by that command's Security Assistance Training Field Activity (SATFA), located at Ft. Monroe, Virginia. Cases may also be prepared by other commands. Even though the preparation of LOAs is decentralized, USASAC maintains overall control in that all cases are forwarded to USASAC for review and signature before going to DSCA, when required, and the purchaser.

**Figure 3-3**  
**Department of the Army Functional Organization for Security Assistance**



Army Materiel Command (AMC):

U.S. Army Security Assistance Command (USASAC), Ft. Belvoir, Virginia

Communications/Electronics Command (CECOM), Ft. Monmouth, New Jersey

Aviation and Missile Command (AMCOM), Redstone Arsenal, Alabama

Joint Munitions and Lethality Command (JM&L), Rock Island Arsenal, Illinois

Tank, Automotive, and Armaments Command (TACOM), Warren, Michigan

Army Medical Command (MEDCOM)

U.S. Army Medical Materiel Agency (USAMMA), Ft. Detrick, Maryland

Army Corps of Engineers (USACE), Washington, D.C.

PEO Simulation and Instrumentation (PEO-STRI), Orlando, Florida

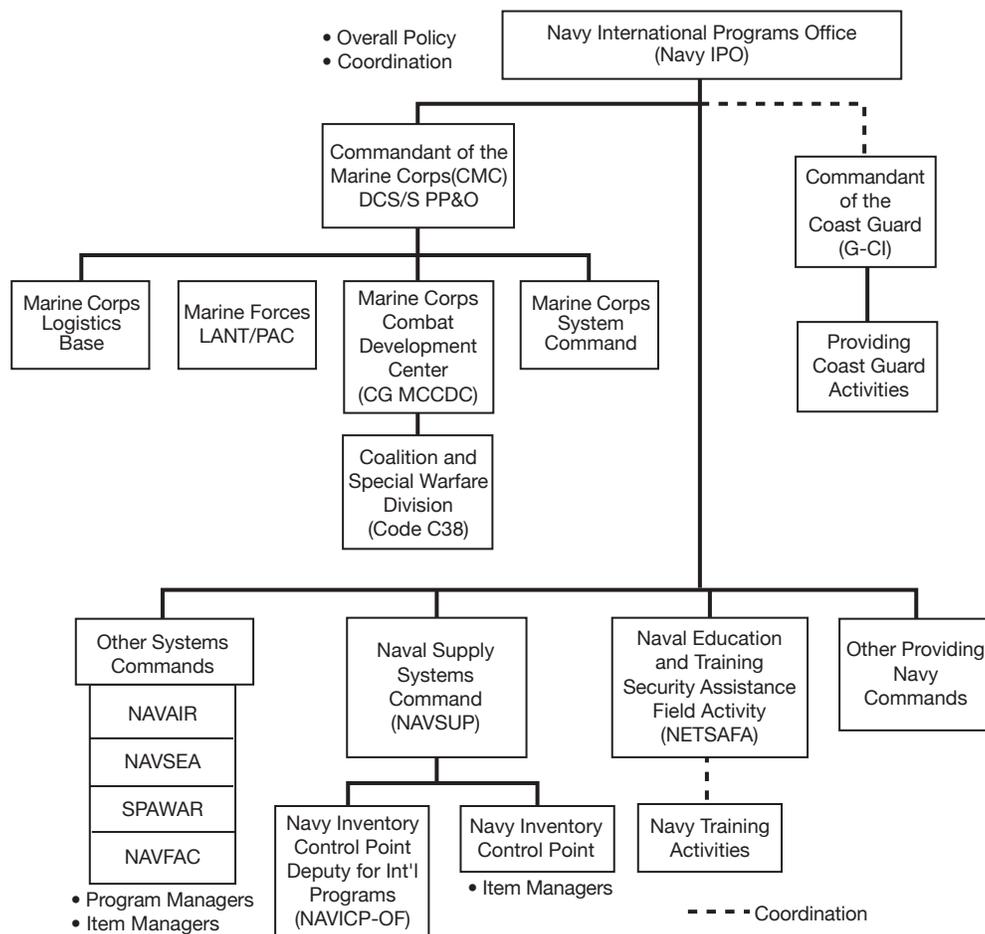
### ***Department of the Navy***

The principal Navy organization for handling security assistance matters is the Navy International Programs Office (Navy IPO), located at the Navy Yard, Washington, D.C. Under the direction of the deputy assistant secretary of the Navy for research, development, and acquisition (DASN-RD&A), Navy IPO formulates and implements Navy security assistance policy, and interfaces with other government agencies. Sales negotiations for all types of Navy service FMS requirements are carried out by Navy IPO (Figure 3-4).

Detailed management of the Department of the Navy security assistance programs occurs at the systems commands and at the Naval Education and Training Security Assistance Field Activity (NETSAFA), which is located in Pensacola, Florida. Within each systems command and in NETSAFA, a security assistance coordination office oversees and monitors the command's security assistance

business. However, the program management office or training activity that manages the U.S. Navy acquisition or school will be tasked with the execution of the FMS requirement for its product. Follow-on support FMS cases are managed at Navy Inventory Control Point for International Programs (NAVICP-OF) located both in Mechanicsburg, Pennsylvania, and Philadelphia, Pennsylvania.

**Figure 3-4**  
**Department of the Navy Functional Organization for Security Assistance**



The U.S. Marine Corps is a component of the Department of the Navy. As such, Navy IPO handles all direct interfacing with foreign customers. The Marine Corps System Command (PLS-SA) provides LOA input data to Navy IPO on behalf of the commandant of the Marine Corps. Training management is provided by the Marine Corps Combat Development Center, Coalition and Special Warfare Division (MCCDC/C38) located at Quantico, Virginia.

Although a component of the DHS, and not the DoD, the USCG participates in certain security assistance programs. The Headquarters, U.S. Coast Guard, international affairs staff for security assistance and international training (G-CI), located in Washington D.C., coordinates USCG security assistance policy and directs the performance of security assistance programs on behalf of the commandant of the USCG. USCG operating units, training centers, and inventory control points may provide U.S. defense articles and services to foreign customers through the security assistance program.

**Department of the Air Force**

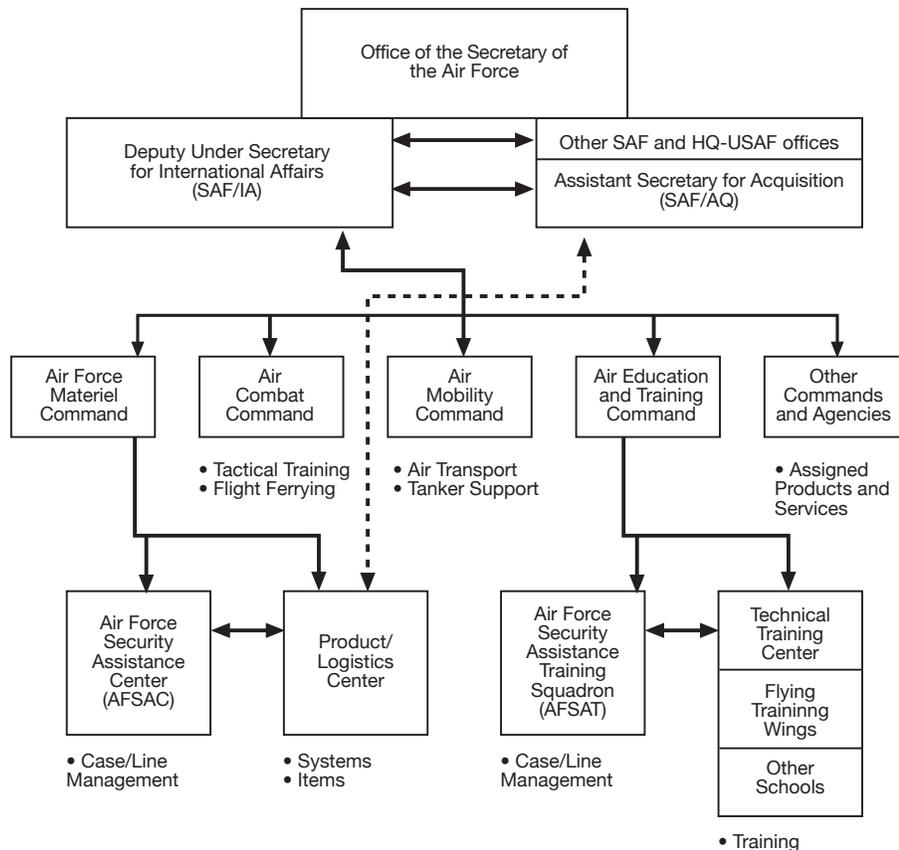
The office of the secretary of the Air Force, deputy under secretary for international affairs (SAF/IA) develops, implements, and oversees security assistance activities assigned to the U.S. Air Force by OSD. It is the office of primary responsibility for the central management, direction, guidance and supervision of the Air Force portion of security assistance programs for foreign nations and international activities. The assistant secretary of the air force for acquisition (SAF/AQ), by virtue of having responsibility for Air Force acquisition, has a coordinating role in the development of LOAs for major acquisition cases and an oversight role in their execution.

For follow-on support that will be provided from Air Force Materiel Command (AFMC) assets, the Air Force Security Assistance Center (AFSAC) at Wright-Patterson Air Force Base, Ohio, prepares, processes, and oversees the performance of the applicable FMS cases. AFSAC has also absorbed from SAF/IA the writing of most system sales cases.

Within a foreign military sales case, the Air Force directs the management of its FMS business on a line-by-line basis. SAF/IA or AFSAC, as applicable, assigns line management responsibility to the major command having cognizance over the article or service being provided and a security assistance program manager (SAPM) to oversee the coordination of the lines. (See Figure 3-5).

Detailed management of USAF security assistance training cases is conducted by the Air Force Security Assistance Training Squadron (AFSAT), a component of the Air Education and Training Command (AETC). Both AFSAT and AETC are located at Randolph Air Force Base, Texas.

**Figure 3-5  
Department of the Air Force Functional Organization for Security Assistance**



## SUMMARY

The development and management of the U.S. security assistance program requires the active participation and cooperation of all branches of the USG. Within the executive branch, there are several departments that have a particularly active role. By law, the secretary of state is responsible for the continuous supervision and general direction of the security assistance program. Other departments and offices (e.g., DoD, DoT, DoC, OMB) have a supportive role as well. The DoD has the largest supportive role from a level-of-effort standpoint.

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