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# The PEP/FAO Relationship to SAOs and Security Assistance

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In the Spring 1988 issue of *The DISAM Journal*, Major Jim Franklin published a well written article on the U.S. Army Foreign Area Officer Program (FAO). In that article, Major Franklin did much to explain the training and utilization cycles of Army FAOs. In addition to Army FAOs, yet another community of young officers called PEPs (Personnel Exchange Program Officers) carry out a Service-sponsored program. Like FAOs, this group of officers has some degree of relationship to overseas security assistance organizations. This article will focus on the purpose and fundamentals of Service-sponsored PEP programs, briefly review the Army FAO program, and then discuss the relationship of both programs to the in-country SAO.

## THE PERSONNEL EXCHANGE PROGRAM

PEP programs are Service (Military Department) programs established under the general authority granted to the Service secretaries as relating to programs benefiting U.S. forces, under the provisions of Title 10, Section 3012, United States Code. The fundamental premise underlying the Personnel Exchange Program is its reciprocal nature. One U.S. officer or noncommissioned officer fills the shoes of a host-country officer or noncommissioned officer counterpart by performing his counterpart's duties within the setting of a foreign military institution. Likewise, the host country PEP officer comes to the United States to hold the duty position his U.S. counterpart left open to go overseas. This one-for-one exchange captures the essential nature of Service-sponsored PEP programs.

A particular PEP program usually derives from a memorandum of understanding or agreement (MOU/MOA) between like Services of the United States and a host government (e.g. U.S. Army to host-country army MOU or MOA; U.S. Navy to host-country navy MOU or MOA; etc.). The purposes of Personnel Exchange Programs are usually as follows (and may even be stated in the text of the MOU or MOA):

1. Establish, on a mutually agreeable basis, relationships between the personnel of the U.S. Services and the personnel of foreign military institutions in which experience, professional knowledge, and doctrine of the respective military institutions can be shared to the maximum extent permissible within existing policies.
2. Foster in the personnel exchanged, and in their co-workers, a mutual appreciation and understanding of the policies and doctrine of their respective services through the sharing of professional knowledge and experience.
3. Encourage the mutual confidence, understanding, and respect necessary to enable harmonious relationships to exist between the respective Services.
4. Provide interesting and challenging duty for U.S. officers and NCOs with foreign Services and military institutions.

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Exchange personnel occupy established, authorized manpower positions and are not assigned as supernumerary or excess personnel. PEP personnel are not extensions of the Defense Attache Office (DAO) nor the Security Assistance Office (SAO). They also are not intelligence collectors or assets, nor do they perform security assistance management functions. It would be inaccurate to say that PEPs fill positions as "trainers" or "advisors" to the host country military since there is an explicitly clear reciprocity attached to the position. Exchange personnel are assigned to perform the normal duties associated with the host country's billet as if the host country officer or NCO were present to occupy the very same position.

PEP personnel serve tours of duty as specified in the governing Memorandum of Understanding or Agreement. U.S. PEPs are usually attached to USDAOs or SAOs for purposes of control, administrative support, and accountability, depending upon the arrangements desired by the parent military service sponsoring the exchange.

Host country (foreign) PEP officers who serve in the United States are usually accredited by the appropriate foreign liaison office of the sponsoring military service. Foreign officers serving as PEP officers in the United States normally receive support from and may be administered by their country's embassy or military attache in the United States.

Again, PEP programs are Military Department programs established under the general authority granted to Service secretaries as relating to programs benefiting U.S. forces as per Title 10, Section 3012, United States Code. As such, PEP programs differ in purpose and scope from security assistance office (SAO) programs and personnel as provided for under the Foreign Assistance Act (the FAA) [22 United States Code, 2751 et. seq.]. We will return to this very important point after a brief review of the U.S. Army Foreign Area Officer Program so that PEP and FAO relationships to SAOs and security assistance may be addressed together.

## **THE U.S. ARMY FOREIGN AREA OFFICER PROGRAM**

As a quick review of what Major Jim Franklin has already told us, the U.S. Army FAO program sends U.S. officers to overseas locations for In-Country Training (ICT) assignments. ICT normally includes attendance at a host-country military school as well as extensive travel and study in the region of assignment. The FAO trainee, like the PEP mentioned above, usually is attached to a DAO or SAO office in-country for administrative control or accountability purposes only. The FAO does not collect intelligence or perform security assistance management functions.

ICT opportunities for Army FAOs can include assignment as a PEP officer. Assignment as a PEP usually satisfies the ICT requirement expected of all Army FAOs. Additionally, all FAOs must also obtain an advanced degree and demonstrate a foreign language capability in order to attain full qualification in the FAO career field.

Fully-qualified FAOs are then later utilized and assigned as attaches, security assistance personnel, Army Staff, and OJCS and OSD level staff officers where their duty positions call for their particular experience and expertise.

## **VALUE OF PEP AND FAO PROGRAMS**

PEP and FAO programs provide the Military Departments and the Department of Defense with an opportunity to train the future cadre of regional and country specialists with first hand knowledge and experience gained through direct relationships with host country military officers and military institutions. Additionally, military to military relationships are initiated, developed, and maintained in both the personal and institutional dimensions, and are sustained by the trust and goodwill these programs generate. They represent a door through which the United States exerts influence on and maintains access to other nations and their military establishments. Two of the

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regional Commanders-in-Chief (CINCs) and one Service Chief are "graduates" of the PEP and FAO Programs (General John R. Galvin, USA, SACEUR/USCINCEUR, General Fred Woerner, USCINCSO, and General Carl Vuono, Chief of Staff of the Army).

## **RELATIONSHIPS OF PEPs TO SAOs & SECURITY ASSISTANCE**

PEP and FAO officers currently serving their assignments in-country and attached to SAOs or DAOs, are not to be utilized as security assistance personnel. These programs and officers are not funded out of the security assistance budget, nor have the officers participating in these programs received security assistance instruction or training at the Defense Institute of Security Assistance Management (DISAM).

Section 515 (a) of the Foreign Assistance Act of 1961 (FAA), as amended, which governs security assistance management, allows the President of the United States to assign members of the armed forces to a foreign country only to perform seven specified security assistance management functions. These functions are clearly stated in the law as follows:

1. Equipment and services case management;
2. Training management;
3. Program monitoring;
4. Evaluation and planning of the host government's military capabilities and requirements;
5. Administrative support;
6. Promoting rationalization, standardization, interoperability, and other defense cooperation measures among members of the North Atlantic Treaty Organization and with the Armed Forces of Japan, Australia, and New Zealand: and,
7. Liaison functions exclusive of advisory and training assistance.

Section 515 (b) further specifies that advisory or training assistance be kept to a minimum by members of the SAO. Chapter 3, DOD 5105.38-M, *Security Assistance Management Manual (SAMM)*, elaborates on the FAA and further defines SAO functions and responsibilities. Given the PEP program's intent of improving military to military relations via exchanges of personnel and the FAO program's purpose of developing and utilizing future politico-military specialists, PEP and FAO program personnel cannot be assigned security assistance responsibilities when they have been assigned in-country under other legal authorities distinctly different from the FAA.

Frequently, due to the PEP or FAO officer's unique access to the host country military, he may be asked about information on how to acquire U.S. defense articles or services. In such cases, all the PEP or FAO officer or NCO has to do is to refer the requestor to the proper in-country U.S. security assistance channels, i.e., the SAO organization in-country (ODC, MILGP, JUSMAG, LIBMISH, etc.) or the DAO in those cases where the DAO has been assigned responsibilities for security assistance.

## **SAO ADMINISTRATION OF MILITARY DEPARTMENT PEP & FAO OFFICERS**

In general, there is no prohibition against the SAO being responsible for the in-country administration of a particular military department's (MILDEP) PEP or FAO program. PEP and FAO officers assigned in-country and attached to SAOs or DAOs usually need support for routine personnel and administrative matters (e.g., officer evaluation reports, pay actions, leave processing, TDY, EMLs, housing, mail, in-processing, out-processing, etc.). Normally, the SAO Service section chief or equivalent (e.g., the SAO's Army Section Chief or Navy Representative) is given PEP or FAO program administration responsibilities. These responsibilities vary from SAO to SAO and from MILDEP to MILDEP according to the Memorandum of Understanding executed and the arrangements that the MILDEP has made with the in-country SAO.

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Administration of an in-country PEP or FAO program and support of PEP and FAO officers is defined as an SAO collateral duty as per Chapter 3, DOD 5105.38-M, *Security Assistance Management Manual (SAMM)*. The assignment of collateral duties to any member of the SAO or the SAO at large must have the approval of the Chief of Mission and may be performed by SAO personnel only if these collateral duties do not detract from the SAO's ability to efficiently perform the security assistance mission.

The SAO can provide normal administrative support for PEP and FAO personnel assigned in-country, even though such support is not directly related to the security assistance mission. The support may be provided so long as it does not reach a level that would require more administrative personnel in the SAO who are being funded by security assistance monies. If the support requirement for non-security assistance functions requires the addition of more personnel to the SAO (i.e. administration of PEP/FAO programs, support of PEP and FAO officers), those billets must be funded out of other than security assistance accounts (e.g. military personnel funds, operations and maintenance, or research and development).

If the administration of an in-country PEP or FAO program is causing an SAO member to devote 50 percent or more of his time to PEP and FAO administration (i.e. a non-security assistance function), then that SAO member's billet *should find* an alternative funding source(s), or receive Service funding for the addition of administrative support billet(s) to alleviate the SAO member's time spent on non-security assistance duties.

The administration of PEP and FAO programs, of itself, will not cause an SAO member to devote over 50% of his time to non-security assistance duties. What usually causes the SAO to devote in excess of 50% of his time to non-security assistance duties is the cumulative effect of administering PEP and FAO programs, as well as such other collateral duties as arranging for and executing DFTs (Deployments for Training), setting-up Service-sponsored cooperation visits or tours, and handling non-security assistance related visitors to the country, embassy, or SAO.

#### **PEPs, FAOs, AND THE FAAS (FOREIGN AFFAIRS ADMINISTRATIVE SUPPORT) AGREEMENT**

The FAAS is the cost of doing business at an overseas post borne by the United States government and administered by the U.S. embassy. The term FAAS is commonly used to refer to the agreement which establishes a reimbursement scheme for administrative support costs provided by the Department of State through its embassy. The Defense Security Assistance Agency (DSAA), responsible for paying SAO incurred costs out of security assistance funds, reimburses the Department of State for common services provided at overseas posts world-wide. All users at overseas posts, meaning other executive departments and agencies, such as USIS, DIA, AID, etc., also reimburse the Department of State for these services in accordance with a scheme or formula agreed to in the FAAS.

PEP and FAO officers should not be factored in when computing the SAO workload data used to determine the FAAS budget for the SAO (i.e., the amount of money that must be budgeted for SAO operating costs when the SAO utilizes common services provided by the embassy). A separate account for PEP and FAO officers should be maintained. In some countries, the Military Departments have already established a separate account to pay the way for the administrative support costs that their PEP and FAO officers are incurring in embassies around the world.

Administrative support needs such as PCS and TDY voucher processing, medical support, office space, office supplies, residential leasing administrative support (e.g. the preparation of leasing contracts in two languages), vehicle support and maintenance--all must be maintained in different accounts for SAO personnel on the one hand and PEP, FAO, or other non-security assistance funded personnel on the other. This requirement is driven by the fact that the FAAS

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reimbursement for SAO operations overseas is budgeted and funded from security assistance funds.

## CONCLUSION

PEP and FAO programs support mutually beneficial military to military relationships between the United States Military Departments and foreign military officers and their military establishments. The FAO program provides the Army and the Department of Defense with a cadre of specially trained politico-military soldier-statesmen who will make significant contributions in the future to U.S. foreign and defense policy by virtue of their education and experience. Both programs are Military Department programs funded under the annual Department of Defense Authorization Act.

SAO personnel are placed in-country under the provisions of Section 515 of the Foreign Assistance Act to perform the security assistance management functions outlined above. SAO programs and personnel are funded from non-DOD, security assistance accounts. SAO personnel serve under the direction and supervision of the Chief of the United States Diplomatic Mission to that country.

The security assistance, PEP, and FAO programs all contribute to U.S. national interests. Security assistance, as distinguished in purpose and funding by law from the PEP and FAO programs, has the broadest scope and most immediate foreign policy impact of the three programs (security assistance, PEP and FAO). While the PEP and FAO programs are separated in purpose and funding from the security assistance program, they nonetheless represent investments in the future abilities of the United States and the Department of Defense to maintain mutually beneficial military to military relationships and an in-depth understanding of foreign government institutions with which the U.S. must interact to effectively pursue its national interests.

## ABOUT THE AUTHOR

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