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MARINE CORPS ORDER 5710.6B

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Subj: MARINE CORPS SECURITY COOPERATION

Ref: (a) 10 U.S.C.  
(b) 22 U.S.C.  
(c) National Security Strategy, May 2010  
(d) National Defense Strategy, July 2008  
(e) Defense Strategic Guidance, 5 Jan 2012  
(f) National Military Strategy, 8 Feb 2011  
(g) Quadrennial Defense Review Report, 12 Feb 2010  
(h) Unified Command Plan (UCP) (U//FOUO), 14 Sep 2011  
(i) Guidance for Employment of the Force (GEF) 2010-2012 (S//NOTAL)  
(j) Joint Strategic Capabilities Plan (JSCP) 2010-2012 (S)  
(k) Global Force Management Implementation Guidance (GFMIG), FY 2010-2011 (S)  
(l) DSCA Manual 5105.38M, Security Assistance Management Manual  
(m) DOD 7000.14-R, Volume 15, DOD Financial Management Regulation, 01 JUN 2012  
(n) DODD 5105.75, Department of Defense Operations at U.S. Embassies, 21 DEC 2007  
(o) DODD 5132.03, DoD Policy and Responsibilities Relating to Security Cooperation, 24 OCT 2008  
(p) DODD 2010.9, Acquisition and Cross-Servicing Agreements, 28 APR 2003  
(q) DODI 5000.68, Security Force Assistance (SFA), 27 OCT 2010  
(r) DODI 5132.13, Staffing of Security Cooperation Organizations (SCOs) and the Selection and Training of Security Cooperation Personnel, 09 JAN 2009  
(s) DOD's Security Force Assistance Lexicon Framework, 01 Nov 2011  
(t) CJCSI 2120.01B, Acquisition and Cross-Servicing Agreements  
(u) SECNAVINST 4950.4B, Joint Security Cooperation Education and Training (JSCET)  
(v) A Cooperative Strategy for 21st Century Seapower (CS-21)  
(w) 2010 Naval Operations Concept (NOC)  
(x) Marine Corps Vision and Strategy 2025  
(y) Marine Corps Service Campaign Plan Mod 1 (U//FOUO)  
(z) Marine Corps Campaign Support Plan 24 Oct 2011 (S)  
(aa) MCO 1520.11E  
(bb) MCO 5510.20B  
(cc) MCO 5700.4E  
(dd) MCO 5710.7

Distribution Statement A: Approved for public release; distribution is unlimited.

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- (ee) MCO 3502.6
- (ff) Marine Corps-Theater Security Cooperation Management Information System (MC-TSCMIS) Business Rules
- (gg) Marine Corps Interim Publication 3-33.03 Security Cooperation (Authors draft)
- (hh) Marine Corps Conventional Force Allocation and Synchronization Process, 16 July 2010 (U//FOUO)
- (ii) NAVMC 3500.59A
- (jj) Marine Corps Operating Concepts 2010 (MOC), 29 Jun 2010

Encl: (1) Marine Corps Security Cooperation Policy Guidance

1. Situation. Security Cooperation (SC) is an important tool of national security and foreign policy and is an integral element of the Department of Defense mission. SC contributes to preventing conflict, enhances interoperability with international partners, and establishes the partnerships, access, and infrastructure that support larger military operations, if and when required. This Order promulgates Marine Corps guidance on SC and consolidates information regarding Security Assistance (SA) and Security Force Assistance (SFA) into one document.

2. Cancellation. MCO 5710.6A and MCO 4900.3A

3. Mission. In accordance with the references, Marine Corps organizations will plan, coordinate, execute, report, and assess SC activities in order to support Combatant Commander (CCDR) and service-level SC goals, objectives, and end-states.

4. Execution

a. Commander's Intent and Concept of Operations

(1) Commander's Intent

(a) Purpose. Provide Marine Corps policy guidance and oversight to support persistent forward naval engagement and related Marine Corps SC activities.

(b) Method. Articulate policies and procedures for service-level SC activities and related Marine Corps initiatives to focus and coordinate the efforts of Marine Corps organizations and planners.

(c) End State. The Marine Corps contributes to national security and achievement of strategic end states through SC activities and international partnerships.

(2) Concept of Operations. SC plans and programs will:

(a) Employ Marine Corps forces (teams, detachments, and task forces including Marine Expeditionary Units (MEUs) (when

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available), Marine Expeditionary Brigades (MEBs), Special Purpose (SP) MAGTFs for SC, and other in-theater Marine Corps forces (as available) which engage in the littorals and elsewhere to promote regional stability and contribute to the prevention of conflict.

1. Marine Corps forces receive training appropriate to the area of responsibility (AOR) to which they deploy, and are supported with the required enabling capabilities.

2. SPMAGTFs for SC are constructed to meet the needs of a particular Combatant Command (CCMD) and region, are sea- and/or land-based, typically deploy for several months, and support CCDR objectives by conducting a range of SC activities such as multinational exercises, training, and information sharing.

3. Marine Expeditionary Units (MEU) focus on crisis response and conduct a range of SC activities with a focus on multinational exercises and other activities that enhance interoperability with partner nation forces.

(b) Tailor general purpose forces (GPF) to meet evolving CCDR needs as outlined in reference (ee).

(c) Utilize Marine Corps dedicated and enabling SC organizations outlined in Chapter 5 of enclosure (1).

b. Subordinate Element Missions and Tasks

(1) Deputy Commandant, Plans, Policies and Operations (DC, PP&O)

(a) Develop and maintain SC policy and oversee implementation, including SA.

(b) Advise the Commandant of the Marine Corps (CMC) and Department of the Navy leadership on global and regional political-military affairs.

(c) As the proponent for SC, develop and recommend Marine Corps positions related to SC in support of processes internal and external to the Marine Corps.

(d) As the CMC-designated Global Force Manager, assess and articulate service risk, conduct prioritization, and serve as the approval authority for all adjudicated force and individual sourcing recommendations.

(e) Coordinate the provision of organized, trained, and equipped forces in support of CCDR SC requirements.

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(f) Represent the Marine Corps in the preparation of joint plans, policies, studies, reports, and Government Accountability Office inquiry responses pertaining to SC.

(g) In coordination with MARFOR components, conduct service-to-service staff talks with military services from select partner nations.

(h) Develop policy related to foreign personnel exchanges, international affairs programs, counter-drug/counter-narco-terrorism programs, and foreign disclosure and technology transfer issues.

(i) In coordination with Director, Intelligence (DIRINT), coordinate self-invitation visits from senior foreign military and defense officials.

(j) In coordination with DIRINT, interact with foreign naval and military attachés on topics of mutual interest.

(k) Manage CMC international travel and engagements.

(l) Review Marine Corps SA programs and, in coordination with the respective Marine Corps Component (MARFOR) Commander, determine availability of assets and impact on current and future operations.

(m) Coordinate the preparation and consolidation of Marine Corps Foreign Military Sales (FMS) administrative budgets, coordinating with Deputy Commandant, Programs and Resources (DC, P&R) and Marine Corps Systems Command as required.

(n) Prioritize the allocation of international quotas to resident professional military education (PME) (e.g., Command and Staff College, Marine Corps War College, and Expeditionary Warfare School) and other quota-constrained schools as required.

(o) Serve as the functional sponsor of the Marine Corps Theater Security Cooperation Management Information System (MC-TSCMIS) described in Chapter 9 of enclosure (1) and coordinate all Global TSCMIS issues.

(p) Perform functions to facilitate exercises with foreign forces involving Marine Corps forces, installations, and facilities as outlined in Chapter 8, paragraph 7 of enclosure (1).

(q) Oversee the Marine Corps Information Operations Center (MCIOC) in its role as an enabling SC organization as outlined in Chapter 5 of enclosure (1).

(2) Deputy Commandant, Combat Development and Integration (DC, CD&I)

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(a) Lead SC-related structure analysis, capability development, and doctrine through the Marine Corps Force Development System.

(b) As required, assume the role of supporting commander for SC and other steady-state activities, including those funded by SA.

(c) Represent the Marine Corps in the preparation of joint studies and reports pertaining to SC, coordinating with DC, PP&O and utilizing the Marine Corps Center for Lessons Learned (MCLLS) as appropriate.

(d) Train and educate international military students at Marine Corps school houses and other organizations. In coordination with DC, PP&O and prior to accepting and announcing foreign student attendance at follow-on or additional schools, coordinate with Commander, U.S. Marine Corps Forces Command (COMMARFORCOM) via Commanding Officer, Marine Corps Security Cooperation Group (MCSCG) regarding international military education and training programming.

(e) Manage Marine Corps participation in foreign professional military education programs.

(f) Develop awareness of other cultures and languages across the Marine Corps.

(g) In coordination with Deputy Commandant, Manpower and Reserve Affairs (DC, M&RA), track personnel with cultural, language, SC, and Irregular Warfare (IW)-related skills.

(h) Conduct topic-specific talks, working groups, seminars, and wargames with military services from partner nations.

(i) Develop capabilities that enhance coalition interoperability.

(j) Form education, research, analysis, and gaming partnerships with war colleges or similar institutions in select partner nations.

(k) Foster collaboration between Department of the Navy Science and Technology (S&T) programs and the S&T programs in other nations, within governments, academia, and industry.

(l) In coordination with DC, PP&O and Commander, Training and Education Command, perform functions to facilitate foreign exercises involving Marine Corps training facilities and installations as outlined in Chapter 8, paragraph 7 of enclosure (1).

(m) Support Marine Forces Command in providing advisor training.

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(n) Oversee the Center for Irregular Warfare Integration Division (CIWID) as the capability developer, and the Center for Advanced Operational Culture Learning (CAOCL), Marine Corps Warfighting Laboratory (MCWL), and Training and Education Command (TECOM) in their roles as enabling SC organizations as outlined in Chapter 5 of enclosure (1).

(3) Deputy Commandant, Programs and Resources (DC, P&R)

(a) Coordinate with the Program Evaluation Boards (PEB) to determine the appropriate resourcing of the SC organizations detailed in Chapter 5 of enclosure (1).

(b) Review, through the Program Objective Memorandum (POM) Working Group, resourcing for all SC organizations to ensure a balanced approach across the Marine Corps in providing support to SC activities.

(4) Deputy Commandant, Manpower and Reserve Affairs (DC, M&RA)

(a) Support SC activities by continuing to execute total force manpower policies that meet the needs of the Marine Corps while maximizing the assignment of regional specialists to operating force units.

(b) In collaboration with DC, PP&O and DIRINT, determine the feasibility of near- and long-term changes that will better align external assignments to Marine Corps equities.

(5) Deputy Commandant, Installations and Logistics (DC, I&L)

(a) In coordination with DC, PP&O and Commander, Marine Corps Systems Command (COMMARCORSYSCOM), review ground equipment-related SA matters.

(b) In coordination with Commanding General, Marine Corps Logistics Command (MCLC); Commander, Marine Corps Installations Command (MCICOM); and COMMARCORSYSCOM, analyze readiness impact of SA issues and initiatives.

(c) In coordination with DC, PP&O and COMMARCORSYSCOM, certify the availability/non-availability of assets in support of SA programs.

(d) In coordination with DC, PP&O and through Commander, MCICOM, perform functions to facilitate exercises with foreign forces involving Marine Corps installations and facilities as outlined in Chapter 8, paragraph 7 of enclosure (1).

(6) Deputy Commandant, Aviation (DC, A)

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(a) Identify and pursue aviation acquisition programs with foreign partners to develop complementary capabilities and enhance coalition interoperability.

(b) Promote and staff liaison and exchange programs between Marine Corps and partner nations' aviation personnel.

(c) Provide service-level guidance regarding partner nation participation in Marine Corps aviation courses and programs, including use of facilities and other resources.

(d) In coordination with DC, PP&O, provide service-level guidance regarding Marine Corps aviation participation in foreign exchanges, courses, and exercises.

(7) Director, Intelligence (DIRINT)

(a) Provide intelligence, foreign liaison, and protocol support to the Secretary of the Navy, CMC, and other Marine Corps organizations.

(b) Conduct intelligence cooperation talks with select foreign partners.

(c) Develop intelligence sharing agreements.

(d) Select and sponsor Marine attachés serving worldwide.

(e) Conduct counterpart visits with foreign directors of intelligence.

(f) Accredite foreign military attachés with their duties in the United States.

(g) Review intelligence-related SA matters.

(h) Monitor all SC matters for counterintelligence concerns.

(i) Through the Marine Corps Intelligence Surveillance and Reconnaissance Enterprise (MCISR-E), build the intelligence capacity of select partner countries during state-to-state operations, consistent with Title 22, United States Code, Section 2420 prohibition on providing training, advice or financial support to any program of internal intelligence or surveillance.

(j) Oversee MCISR-E in its role as an enabling SC organization as outlined in Chapter 5 of enclosure (1).

(8) Director, Command, Control, Communications, and Computers (DIR C4)

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(a) Shape engagement with international partners in C4-related programs and policies to improve collective and individual situational awareness and enhance regional maritime security.

(b) Provide enterprise level oversight of the MC-TSCMIS software described in Chapter 9 of enclosure (1).

(9) Director, Health Services

(a) Support SC activities by continuing to optimize our Health Services' capabilities to provide Force Health Protection, Resuscitative Care, and Enroute Care in austere expeditionary environments.

(b) Collaborate with Navy Medicine and other external partners to maximize health service support to SC activities.

(10) Director, Public Affairs (DIRPA)

(a) Provide communication counsel to CMC and staff, communicate and engage with domestic and foreign publics, and serve as PA proponent for capability development in support of SC end states.

(b) As functional advocate and proponent for PA, posture the PA field across the doctrine, organization, training, materiel, leadership and education, personnel and facilities (DOTMLPF) spectrum in order to provide required communication support to SC activities.

(c) Advise executive leadership and build awareness among Marines about the information environment, how it affects Marine Corps involvement in SC activities, and how the perception of SC activities in the environment affects operational and strategic objectives.

(d) Develop communication plans and facilitate engagement with key publics to increase their understanding of Marine Corps support to SC activities, CCDR campaign plans, and national strategic objectives.

(e) Assist the MARFORs and the MCSCG in the development and execution of public affairs training for partner nations, as required.

(11) Director, Judge Advocate Division

(a) Provide legal advice to Headquarters, Marine Corps (HQMC) on all international and operational law matters that affect the ability of the Marine Corps to conduct training, exercises, operations, or other SC activities.

(b) Provide required legal support to HQMC for the negotiation and conclusion of all international agreements (e.g., personnel exchange program, PME exchange agreements, and liaison

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officer agreements) to ensure compliance with relevant law, policy, and regulations.

(c) Provide legal advice with respect to the interpretation of international agreements affecting SC efforts, including but not limited to Status of Forces Agreements, Defense Cooperation Agreements, Article 98 Agreements, and Acquisition and Cross-Servicing Agreements.

(d) Engage with foreign counterparts in the military, academia, and government, through training, exercises, and operations, as well as legal conferences, seminars, and other activities.

(12) Commander, U.S. Marine Corps Forces Command  
(COMMARFORCOM)

(a) Provide force sourcing recommendations to CMC for validated Marine Corps force requirements in support of CCDRs.

(b) In accordance with DC, PP&O-issued guidance, ensure SC activities conducted or supported by Marine Corps forces are appropriately prioritized and synchronized in the course of Global Force Management (GFM) internal sourcing processes such as Marine Corps Operations Summits and Force Synchronization Conferences.

(c) Organize, train, equip, certify, and deploy units and personnel to conduct security cooperation activities.

(d) Plan, coordinate, implement, and execute all Marine Corps related SA training and education via MCSCG.

(e) Perform functions to facilitate foreign exercises involving Marine Corps facilities and installations as outlined in Chapter 8 of enclosure (1).

(f) Oversee MCSCG in its role as a dedicated SC organization as outlined in Chapter 5 of enclosure (1).

(13) Commander, U.S. Marine Corps Forces Pacific  
(COMMARFORPAC)

(a) Ensure Phase-0 activities conducted within the U.S. Pacific Command (USPACOM) AOR support strategic premises defined in reference (i); CCDR campaign plans; COMMARFOR supporting plans; and references (y) and (z).

(b) Use information in reference (z) as a basis for informing Commander, U.S. Pacific Command (CDRUSPACOM) planning, and inform DC, PP&O of CDRUSPACOM feedback regarding reference (z).

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(c) Provide forces for CDRUSPACOM's SC requirements from forces commanded by COMMARFORPAC, in accordance with the references (k) and (z).

(d) Upon receipt of SC requirements outside the PACOM AOR from COMMARFORCOM, assess feasibility of support and provide forces in accordance with references (k) and (z).

(e) In accordance with references (k) and (z), assist CDRUSPACOM in properly registering Marine Corps requirements in support of SC objectives.

(f) Provide DC, PP&O a copy of the MARFOR component support plan to CDRUSPACOM's theater campaign plan.

(g) In coordination with DC, PP&O and DC, I&L perform functions to facilitate exercises with foreign forces involving Marine Corps installations and facilities as outlined in Chapter 8, paragraph 7 of enclosure (1).

(h) Organize, train, equip, certify, and deploy units and personnel to conduct security cooperation activities.

(i) Coordinate requirements for logistics and facilities support abroad and forward requirements to DC, I&L for approval.

(j) Advocate for, coordinate, and maintain oversight of logistics support requirements for expeditionary forces in SC operations.

(14) Commanders, U.S. Marine Corps Forces Africa (COMMARFORAFRICA), U.S. Marine Corps Forces South (COMMARFORSOUTH), U.S. Marine Corps Forces North (COMMARFORNORTH), U.S. Marine Corps Forces Europe (COMMARFOREUR), and U.S. Marine Corps Forces Central Command (COMMARCENT)

(a) Ensure Phase-0 activities conducted within the assigned AOR support strategic premises defined in reference (i); CCDR campaign plans; COMMARFOR supporting plans; and references (y) and (z).

(b) Use information in reference (z) as a basis for informing CCDR planning, and inform DC, PP&O of CCDR feedback regarding reference (z).

(c) In accordance with the references (k) and (z), assist CCDR in properly registering Marine Corps requirements in support of SC objectives.

(d) Provide to DC, PP&O a copy of the MARFOR component support plan to the CCDR's theater campaign plan.

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(e) In coordination with DC, PP&O and DC, I&L perform functions to facilitate exercises with foreign forces involving Marine Corps installations and facilities as outlined in Chapter 8, paragraph 7 of enclosure (1).

(f) Coordinate requirements for logistics and facilities support abroad and forward requirements to DC, I&L for approval.

(g) Advocate for, coordinate, and maintain oversight of logistics support requirements for expeditionary forces in SC operations.

(h) With the concurrence of the CCDR, coordinate with regional NAVFORs for the employment of MEUs and FAST in support of SC engagements.

(15) Commander, U.S. Marine Corps Forces Strategic Command (COMMARFORSTRAT)

(a) Use information in reference (z) as a basis for informing CCMD planning, and inform DC, PP&O of CCMD feedback regarding reference (z).

(b) Coordinate SC activities with appropriate regional MARFORs to the maximum extent possible.

(16) Commander, U.S. Marine Corps Forces Cyber Command (COMMARFORCYBER)

(a) Use information in reference (z) as a basis for informing CCMD planning, and report CCMD feedback regarding reference (z) to DC, PP&O.

(b) Coordinate SC activities with appropriate regional MARFORs to the maximum extent possible.

(17) Commander, U.S. Marine Corps Forces Special Operations Command (COMMARFORSOC)

(a) Use information in reference (z) as a basis for informing CCMD planning, and inform DC, PP&O of CCMD feedback regarding reference (z).

(b) Coordinate SC activities with appropriate regional MARFORs to the maximum extent possible.

(18) Commander, U.S. Marine Corps Forces Reserve (COMMARFORRES)

(a) Upon receipt of SC-related feasibility of support (FOS) messages from COMMARFORCOM, assess FOS and provide

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recommendations and response in accordance with joint and service guidance.

(b) Organize, train, equip, certify, and deploy units and personnel to conduct security cooperation activities.

(19) Commander, Marine Corps Systems Command (COMMARCORSSYSCOM)

(a) Plan, coordinate, implement, and execute all Marine Corps related SA acquisition and logistics matters, procedures, instructions, technology transfer and comparative technology programs, international agreements and cooperation, disclosure of classified information requests, and technical data packages to provide military assistance to friendly foreign governments.

(b) Perform functions to facilitate foreign exercises involving Marine Corps facilities and installations as outlined in Chapter 8 of enclosure (1).

(c) Oversee the Marine Corps Systems Command, International Programs (MCSC-IP) office in its role as a dedicated SC organization as outlined in Chapter 5 of enclosure (1).

c. Coordinating Instructions

(1) Marine Corps commanders will approach SC as operations that are planned, sourced, and executed through standard Marine Corps, naval, and joint planning processes and that receive the commensurate level of senior leader attention.

(2) Marine Corps planners shall seek opportunities to employ the total force to resource global SC requirements. The Marine Corps will draw on the talents, capability, and expertise of the operating forces, supporting establishment, and reserve forces in a coordinated and integrated manner.

(3) The Marine Corps shall utilize forces with appropriate training and experience to accomplish SC activities. To the extent possible, the Marine Corps will employ existing or task-organized units to conduct SC. Deploying forces of all sizes must have the necessary skills to succeed in all tasked operational endeavors.

(4) To achieve economies of force, Marine Corps planners shall seek opportunities to concurrently achieve CCDR SC objectives and fulfill service objectives. The Marine Corps will pursue partner nation participation, to the maximum extent appropriate in all joint or service-directed MAGTF-level or other large-scale exercises, experiments, and demonstrations, whether conducted in the continental United States or outside the continental United States.

(5) Marine Corps planners shall collaborate with the planners of U.S. Navy and U.S. Coast Guard organizations to achieve integration

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in strategic, operational, and event planning processes related to SC; synchronize efforts; share best practices; and develop common maritime skill sets for working with partner nation security forces.

(6) Marine Corps planners shall collaborate with the planners of U.S. Special Operations Command at all levels to achieve integration in strategic, operational, and event planning processes related to SC; synchronize efforts; share best practice; and develop common skill sets for building the capacity of partner nation security forces.

(7) Marine Corps planners shall employ the TSCMIS software application to account for SC activities. Until the fielding of a Global TSCMIS, HQMC and the supporting establishment will employ the Marine Corps TSCMIS (MC-TSCMIS) while the operating forces will continue to employ CCMD systems.

(8) As outlined in reference (gg), Marine Corps planners shall conduct baseline assessments prior to engaging in significant SC activities.

(9) Marine Corps planners shall input after action reports and lessons learned into the MCCLL system in order to build a repository of information that will inform future SC planning and mitigate institutional inefficiencies.

(10) Marine Corps planners shall consider SC priorities outlined in the prioritization-related sections of reference (z).

(a) Marine Corps Security Cooperation Lenses are a set of functional criteria that highlight the most effective and efficient means of employing Marine Corps forces for SC.

(b) The Commandant of the Marine Corps Partnership List is a list of partner countries with whom the Marine Corps seeks to sustain or develop a relationship in order to support Title 10 responsibilities.

(11) Regional MARFORs are the main effort for Marine Corps SC planning and execution and are the primary arbiters of Marine Corps SC activities in their AOR.

(12) Information sharing and dialogue with foreign officials shall be governed by reference (bb) in order to properly protect Classified Military Information and Controlled Unclassified Information.

(13) For all foreign visits, a visit request must be received through the Foreign Visits System as outlined in reference (bb).

5. Administration and Logistics. Recommendations for changes to this order are encouraged and should be submitted to DC, PP&O via the chain

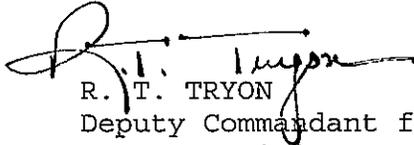
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of command. The following interim policy and procedure MARADMINs were incorporated within this order:

- a. MARADMIN 562/05 USMC Security Cooperation Procedures for Security Cooperation Training Teams
- b. MARADMIN 260/10 USMC Interim Policy for Sourcing Security Cooperation Events and Activities
- c. MARADMIN 633/11 Interim Policy on Command and Control of Enduring Foreign Military Sales Training Cases
- d. MARADMIN 745/11 Marine Corps Theater Security Cooperation Management Information System (MC-TSCMIS)
- e. MARADMIN 673/11 Updated Procedures for Foreign Exercises Involving USMC Facilities and Installations Conducted via Foreign Military Sales

6. Command and Signal

- a. Command. This Order is applicable to the Marine Corps total force.
- b. Signal. This order is effective the date signed.



R. T. TRYON

Deputy Commandant for  
Plans, Policies and Operations

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RECORD OF CHANGES

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## Chapter 1

General Overview and Terminology

1. The DOD term, "Security Cooperation" has become more widely used in the twenty-first century, but building defense relationships with foreign partners has been a U.S. Marine Corps (USMC) role since its inception. The definition of SC is broad and encompasses a number of activities, particularly SA and SFA.

2. Although SC is a DoD term used to describe DoD activities, joint doctrine and policy require interagency participation in the planning of SC activities. See Chapter 3 of this enclosure for a description of relevant organizations.

3. Terms and Descriptions

a. Security Cooperation (SC). All Department of Defense interactions with foreign defense establishments to build defense relationships that promote specific US security interests, develop allied and friendly military capabilities for self-defense and multinational operations, and provide U.S. forces with peacetime and contingency access to a host nation. (JP 1-02)

(1) USMC SC comprises official and unofficial relations between the Marine Corps and foreign governments, military and other security forces, international organizations, and industries.

(2) USMC SC encompasses all Marine Corps interactions with foreign defense and security establishments, defense contractors, and defense manufacturers. Reference (a) responsibilities relate to military-to-military programs and comparable operational activities. Reference (b) responsibilities relate to military education and training, sales of defense articles and services, and peacekeeping operations. For more information on legal authorities required to conduct SC, see Chapter 3 of this enclosure.

b. Security Assistance (SA). SA comprises a group of programs authorized by the Foreign Assistance Act of 1961, as amended, and the Arms Export Control Act of 1976, as amended, or other related statutes by which the United States provides defense articles, military training, and other defense-related services by grant, loan, credit, or cash sales in furtherance of national policies and objectives. SA is an element of security cooperation funded and authorized by Department of State to be administered by Department of Defense/Defense Security Cooperation Agency. (JP 1-02)

(1) SA is an element of SC. Although SA is a DoS program, to the maximum extent practical, SA requirements shall be informed by and integrated with other DoD requirements and implemented through the same DoD systems, facilities, and procedures as SC.

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(2) SA is the military element of Foreign Assistance. SA consists of programs funded under reference (b).

c. Security Force Assistance (SFA). SFA consists of DoD activities that contribute to unified action by the U.S. Government to support the development of the capacity and capability of foreign security forces and their supporting institutions.

(1) SFA is all DoD activities, conducted under various programs to organize, train, equip, rebuild/build, and advise (OTERA) foreign security forces and their supporting institutions from tactical to ministerial levels.

(2) Per reference (q), SFA activities must directly increase capability/capacity of a foreign security force, which can include combat advisory and support activities, and may be conducted across the range of military operations and spectrum of conflict as well as during all phases of military operations.

(3) These activities can be executed with other U.S. Government agencies focused on similar forces assigned to other ministries (e.g., interior, justice, intelligence services, police forces, border forces, and paramilitary forces).

d. Irregular Warfare (IW). IW is a violent struggle among state and non-state actors for legitimacy and influence over the relevant population. IW favors indirect and asymmetric approaches, though it may employ the full range of military and other capacities, in order to erode an adversary's power, influence, and will.

e. Relationships between SC, SA, SFA, and IW. The activities and programs associated with these terms are relational vice hierarchical. They relate in a functional sense and not a supporting/supported task approach. Nesting hierarchies are not appropriate as capabilities can apply across all types of operations and missions. Further detail on the relationship of SC terms can be found in reference (s).

(1) SC is those activities conducted with allies and friendly nations to: build relationships that promote U.S. interests; build allied and friendly nation capabilities for self-defense and coalition operations; and provide U.S. forces with peacetime and contingency access. Within SC, SFA activities are tied directly to building the security capability and capacity of a foreign security force. As such, SC encompasses a set of activities supporting a wide variety of goals and objectives that include all SFA activities.

(2) SA is by definition a group of programs funded by the DoS or the partner nation. SA authorities authorize a range of equipping and major training programs to facilitate SC activities (including SFA) and comprise only one avenue by which activities may be funded. SA programs are used to provide resources and authorities to conduct SC activities.

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(3) SC activities can occur within IW. Examples of SC activities during the conduct of IW include certain aspects of Foreign Internal Defense activities and certain activities conducted in counterinsurgency operations. SFA activities can occur outside of IW. Examples include activities to support an ally's capability to defend against an external threat. Figure 1 is derived from joint doctrine and provides a graphic representation of SC across the range of military operations.

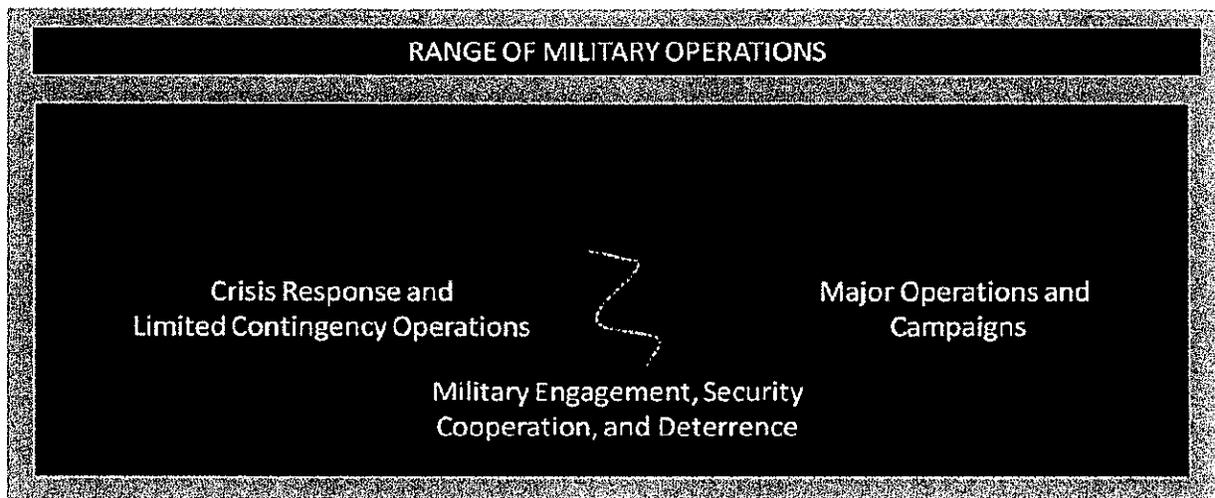


Figure 1-1.--Range of Military Operations

f. Assessments. The definitions below will serve as the basis for a Marine Corps lexicon on SC assessments for foreign security forces until DoD-wide definitions are established. Because the internal organization of partner nation security forces often differs from U.S. organization, the bounds of each definition require careful and professional coordination between supporting and supported Marine Corps Commands and organizations. Integrated assessment teams often provide maximum effectiveness.

(1) Ministerial Assessment: A Ministry of Defense (MOD) level analysis that (a) is not led by a regional MARFOR, but rather supports or informs ongoing OSD or US Government assessment efforts related to a partner MOD; (b) evaluates the capability and capacity of a partner nation to develop and execute defense policy and strategy, manage resources through budgeting and programming, and maintain a professional, accountable, and civilian-led defense establishment.

(2) Foreign Security Force Capability Based Assessment (FSF-CBA): A tailored analysis of a FSF's capability to conduct assigned mission(s), from tactical to institutional, relevant to MARFOR/CCMD's objectives and desired FSF security role. Each FSF-CBA will validate capability standards, identify gaps, determine operational risk associated with the gaps, and provide recommendations for addressing

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the gaps. The FSF-CBA is intended to lead to a SC engagement plan that provides a clear, resource-informed path from assessed capabilities to desired end-state.

(3) Post-Event/Exercise Assessment: An event/exercise level assessment that:

(a) identifies if an event/exercise's objectives and tasks were achieved using pre-determined measures of performance and effectiveness;

(b) proposes subsequent corrective actions;

(c) facilitates development of follow-on SC events through adjustments to the existing SC engagement plan;

(d) is conducted by the organization/unit executing the event/exercise; and

(e) is submitted to the supported MARFOR.

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## Chapter 2

Security Cooperation Policy Documents

1. Security Cooperation Policy Documents. Strategic documents with significant implications for SC span the national, departmental, and service levels. Additionally, as a maritime service, the Marine Corps follows guidance from the Department of the Navy. This chapter provides a brief listing and description of strategic documents with importance to SC planners and practitioners.

2. The National Security Strategy (NSS)

a. The NSS describes the international security environment, highlights major national security concerns, and provides a high-level overview of the administration's approach to addressing threats and capitalizing on opportunities. This document is unclassified and signed by the President.

b. Typically published at the beginning of a presidential term, the NSS informs department-level documents such as the National Defense Strategy (NDS) and the DoS and U.S. Agency for International Development's (USAID) Strategic Plan.

c. The NSS provides broad guidance on how the U.S. Government will pursue and utilize international partnerships.

3. The National Defense Strategy (NDS)

a. The NDS describes how the U.S. Armed Forces and DoD agencies will contribute to NSS objectives. This document is unclassified and signed by the Secretary of Defense.

b. The NDS serves as DoD's capstone strategic document. The NDS is derived from the NSS and informs the National Military Strategy (NMS). This document provides a framework for other DoD strategic guidance on topics such as campaign and contingency planning, force development, posture, and intelligence.

c. The NDS typically addresses how the U.S. Armed Forces will fight and win America's wars and how DoD seeks to work with allies and partners to enhance security and prevent conflict.

4. The National Military Strategy (NMS)

a. The NMS describes the ways and means by which the military will advance enduring U.S. national interests as articulated in the NSS and defense objectives as articulated in the NDS or Quadrennial Defense Review. This document is unclassified and signed by the Chairman of the Joint Chiefs of Staff.

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b. The NMS provides focus for military activities by defining a set of interrelated military objectives from which the Service Chiefs and CCDRs identify desired capabilities and against which the Chairman assesses risk.

c. The NMS provides broad guidance on how the U.S. Armed Forces will pursue and utilize international partnerships.

5. The Guidance for Employment of the Force (GEF) (S//NOTAL)

a. The GEF translates NSS and NDS objectives into strategic end-states for CCDRs and Secretaries of the Military Departments. This document is classified and approved by both the President and Secretary of Defense.

b. The GEF transitioned DoD's planning from a "contingency-centric" approach to a "strategy-centric" approach. Rather than initiating planning from the context of particular contingencies, the strategy-centric approach requires commanders to begin planning from the perspective of achieving broad global, theater, and functional objectives.

c. Unlike the NSS, NDS, and NMS, the GEF is a highly specific document with detailed guidance regarding the development of CCDR campaign plans, which focus on current operations, SC, and other steady-state activities. This document includes guidance on posture, force management, and SC.

6. Joint Strategic Capabilities Plan (JSCP) (S)

a. The JSCP provides guidance to CCDRs, Service Chiefs, and other DoD organizations to accomplish tasks and missions based on near-term military capabilities. The JSCP implements campaign, campaign support, contingency, and posture planning guidance reflected in the GEF.

b. The JSCP's guidance on CCDR campaign plans informs CCDR SC planning.

7. The Quadrennial Defense Review (QDR) Report

a. The QDR is a legislatively-mandated review of DoD strategy and priorities. The QDR sets a long-term course for DoD as it assesses the threats and challenges that the nation faces and re-balances DoD's strategies, capabilities, and forces to address today's conflicts and tomorrow's threats. The QDR typically delineates a national defense strategy consistent with the most recent NSS by defining force structure, modernization plans, and a budget plan allowing the military to successfully execute the full range of missions within that strategy.

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b. The report includes an evaluation by the Secretary of Defense and Chairman of the Joint Chiefs of Staff of the military's ability to successfully execute its missions.

8. The DoS/USAID Strategic Plan

a. This unclassified document links the DoS and USAID strategic planning frameworks and goals and sets the strategy and priorities for DoS and USAID in the coming years.

b. The Strategic Plan responds to the NSS and guides and informs the U.S. Diplomatic Mission Strategic and Resource Plans (MSRP).

c. MSRP content is highly relevant to CCDR campaign plans and MARFOR planning efforts at the country level.

9. The Quadrennial Diplomacy and Development Review (QDDR) Report

a. The QDDR is an unclassified study of and by DoS and USAID that analyzes the short, medium, and long-term strategy for the U.S. diplomatic and development efforts abroad.

b. The QDDR also seeks to plan on a longer-term basis than the usual year-to-year appropriations-based practice and to integrate diplomacy and development missions under one planning process. It similarly seeks to correlate the department's missions with its capacities and identify shortfalls in resourcing.

10. Combatant Commander Campaign Plans

a. Theater campaign plans (TCP) operationalize geographic CCDR theater strategies. Campaign plans focus on the command's steady-state activities, including ongoing operations, SC, and other shaping and preventative activities. Contingency plans for responding to crisis scenarios will be treated as branch plans to the campaign plan. TCPs also prioritize efforts, direct component command roles, and direct component country priorities. TCPs are classified.

b. Functional campaign plans (FCP) operationalize the global and functional strategies of the functional CCDRs. FCPs are classified.

11. A Cooperative Strategy for 21st Century Seapower

a. The maritime forces (Navy, Marine Corps, and Coast Guard), have created a unified maritime strategy that stresses an approach integrating seapower with other elements of national power, as well as those of friends and allies. This document is unclassified and signed by CMC, Chief of Naval Operations, and Commandant of the Coast Guard.

b. This unclassified document describes how seapower will be applied around the world to protect the American way of life as the U.S. maritime forces join with other like-minded nations to protect

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and sustain the global, interconnected system through which Americans prosper. The historical commitment to protecting the homeland and winning the nation's wars is matched by a corresponding commitment to preventing war.

12. Navy Operations Concept 2010 (NOC-10). NOC-10 describes when, where, and how U.S. naval forces will contribute to enhancing security, preventing conflict, and prevailing in war in order to guide maritime strategy implementation in a manner consistent with national strategy. NOC-10 describes the ways with which the Sea Services will achieve the ends articulated in A Cooperative Strategy for 21st Century Seapower.

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## Chapter 3

Security Cooperation Authorities and Organizations

1. National Security Cooperation Authorities. All Marine Corps organizations planning or conducting SC must clearly understand and comply with the legal authority under which they intend to operate or are operating. Marine Corps organizations must have affirmative legal authority for both the conduct and funding of any SA activities. The authority for the Marine Corps to administer and execute SC activities, including the execution of SA activities, is provided in U.S. public law and enacted through annual legislation including: the National Defense Authorization Act (NDAA); the Defense Appropriation Act (DAA); and the State, Foreign Operations, and Related Programs Appropriation Act (FOAA).

2. Permanent Authorities. The U.S. Code is a codification of those sections of U.S. public law intended to provide enduring, or permanent authorization or prohibition of certain activities. The U.S. Code categorizes these sections of public law into "titles" based on the subject area addressed in each section. Those sections of public law addressing SC activities are generally found in Titles 10, 14, 22, 32, and 50.

a. Title 10 - Armed Forces. Title 10 provides the basic legal authority for the operation and maintenance of the Armed Forces of the United States. Funds appropriated by Congress for the operation and maintenance (O&M) of the Marine Corps generally shall not be used to provide training and equipment to foreign military forces, or other forms of foreign assistance to foreign countries. However, Title 10 does expressly provide a few affirmative exceptions to this general rule. These exceptions are limited and narrow in scope.

b. Title 14 - Coast Guard. Title 14 provides the basic legal authority for the operation and maintenance of the United States Coast Guard. Title 14 has several sections describing Coast Guard interaction with other federal agencies including the Department of State and the military departments. Title 14 specifically addresses Coast Guard assistance to foreign governments and military authorities. This includes training, grants, cooperative agreements, and other duties in which the Coast Guard may be of assistance.

c. Title 22 - Foreign Relations and Intercourse. Title 22 includes the codification of two public laws, which establish the basic legal authority and framework for the provision of foreign assistance: the Foreign Assistance Act of 1961, as amended and the Arms Export Control Act, as amended. Foreign Assistance includes Economic Assistance, Humanitarian Assistance, and SA. SA consists of the following DoS programs, supervised by the DoS, but often executed by the DoD: Foreign Military Sales (FMS), Foreign Military Financing (FMF), International Military Education and Training (IMET),

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Drawdowns, Global Peace Operations Initiative (GPOI), Peacekeeping Operations (PKO), and other related programs.

d. Title 32 - National Guard. Title 32 provides the basic legal authority for the National Guard. While National Guard units are normally under the command of the Governor of the state in which the unit resides, the President of the United States and the United States Congress has increasingly called upon the National Guard for a number of Federal missions. One of the most relevant authorities within this title is the State Partnership Program, under which Guard members on active duty are able to engage with partner nations.

e. Title 50 - War and National Defense. Title 50 provides authorities related to specified intelligence and surveillance programs and includes sections on scholarships to international students and programs related to assisting foreign nations with countering weapons of mass destruction.

3. Temporary Authorities. In addition to permanent authorities, from time to time the annual authorization and appropriation acts will contain sections providing DoD temporary authority to conduct certain kinds of SC activities. These authorities are temporary because the sections within the annual authorization and appropriation acts creating them expressly limit their duration. Accordingly, these sections are not codified into the respective titles within the U.S. Code. One example of such an authority is Section 1206 of the NDAA, originally published in FY 2006, which allows DoD to conduct training of foreign defense forces and maritime security forces for the purposes of conducting counterterrorism operations or to participate in or support stability operations in which the United States is a participant. When such temporary authorities expire, the DoD no longer has the authority to continue to conduct such activities.

4. Constraints. Title 10 or Title 22 authorizations require due diligence to ensure the funds are being properly and legally expended. The legal restrictions on DoD to train and equip foreign forces include, but are not limited to:

a. Title 10, U.S. Code appropriations may not be used to train foreign forces unless specifically authorized by Congress (e.g., Section 1206 of the NDAA).

b. All transfers of defense equipment or services must be conducted in compliance with Title 22, U.S. Code (i.e., the Foreign Assistance Act and the Arms Export Control Act) unless otherwise authorized by Congress. Accordingly, the DoD may not transfer equipment or provide services to a foreign military using Title 10 appropriated funds unless specifically authorized by Congress (e.g., the Afghan Security Forces Fund).

c. The "Leahy Amendment" to the 1997 FOAA prohibits provision of Foreign Operations, Export Financing, and Related Programs

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Appropriations Act assistance to foreign security force units implicated in gross human rights violations unless the Secretary of State determines that the host government is taking effective measures to bring those responsible to justice. The law was expanded in 1998 to include all SA programs using FOAA funds. Additionally, recurring language in the annual NDAA applies Leahy requirements to NDAA-funded training.

#### 5. Key Considerations

a. Planners must use funds properly, i.e., only for the purpose for which they were appropriated.

b. Planners should utilize all available SC tools as they develop plans. Some programs are used more frequently by certain CCDRs while other programs are rarely fully executed, affording the creative SC planner additional options for resourcing solutions.

c. Planners should plan and coordinate early. The lead time for approval and allocation of funds for many programs can be lengthy. SA activities must first be coordinated with and initiated by the Security Cooperation Organization (SCO), who must in turn coordinate with the partner nation and planners at the CCMD. SC activities must be approved by the CCDR, in addition to any other applicable authority within DoD (e.g., Defense Security Cooperation Agency (DSCA)) and DoS.

d. Planners should justify their SC plans by linking the plan to the CCDR's objectives and end states.

e. Planners should utilize subject matter experts and publications. The combatant commands, DoD, and DoS have subject matter experts, publications, and web-sites related to SC and SA authorities and programs.

f. Commanders and planners should not begin execution of SC or SA activities until the request is approved and funding is allocated.

g. Planners should consult their servicing Staff Judge Advocates (SJA) for current and specific guidance with respect to SC legal authorities. All other questions should be directed to one of the following: the International Affairs Branch (PLU) at HQMC, MCSCG, MCSC-IP, and/or the Joint Center for International Security Force Assistance (JCISFA). The overall point of contact for current information related to SC authorities is the Strategy Directorate of DSCA.

6. U.S. Government and DOD Organizations. This section describes the major organizations involved with planning, executing, coordinating, and assessing SC activities and their linkage to Marine Corps SC efforts. USMC organizations are described in Chapter 5 of this enclosure.

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a. Department of State. The Secretary of State is responsible for the overall strategic direction of foreign policy and foreign assistance and for determining specific country eligibility to receive SA. Department of State regional and country-specific planning is coordinated with and considered by DoD planners in developing GEF, TCPs, and FCPs. The Bureau of Political-Military Affairs (PM) is the DoS's principal link to DoD. The PM Bureau provides policy direction in the areas of international security, SA, military operations, defense strategy and plans, and defense trade.

b. Department of Defense. The Secretary of Defense is responsible for establishing SC policy and for administering and executing SC programs under the guidelines established by U.S. law and the Secretary of State. The objective of both agencies is to ensure SC programs support US foreign policy and national security objectives. The secretary is also responsible for building SC relationships with foreign defense establishments. The Under Secretary of Defense for Policy serves as the principal staff assistant and advisor to the SecDef on SC matters.

c. United States Agency for International Development (USAID). USAID promotes peace and stability by fostering economic growth, protecting human health, providing emergency humanitarian assistance, and enhancing democracy in developing countries. These efforts to improve the lives of millions of people worldwide represent US values and advance US interests for peace and prosperity. USAID is an independent federal government agency that receives overall foreign policy guidance from the Secretary of State. The Office of Military Affairs (OMA) is USAID's primary point of contact for DoD matters.

d. Defense Security Cooperation Agency (DSCA). DSCA is a defense agency under the direction of the Under Secretary of Defense for Policy. DSCA directs, administers, and supervises the execution of all SA programs for the DoD and is the focal point for Government-to-Government arms transfers, budget, legislative, projections, forecasting and other SA matters. DSCA is responsible for supervising all SA planning and programs; coordinating SA programs with other government agencies; and making determinations with respect to the allocation of FMS Administrative (FMS Admin) funds. DSCA establishes the overall requirements, criteria, and procedures for the selection and training of personnel engaged directly in SC and SA activities; especially those designated as "Security Cooperation Organizations (SCO)".

e. Chairman of the Joint Chiefs of Staff (CJCS). CJCS tasks the CCDRs through the JSCP to develop campaign plans (TCP or FCP) to address SC planning, resourcing, executing, and assessing within a regional or functional purview. CJCS reviews all CCDR campaign plans and oversees de-confliction of campaign plans as necessary. In coordination with the services and Joint Force Providers, CJCS modifies the Global Force Management Board processes and procedures to account for force and capability requirements for SC programs and activities.

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f. Combatant Commands. Combatant commands develop campaign plans as appropriate to conduct SC programs and activities under their regional (geographic combatant command) or functional purview (functional combatant command); conduct assessments of campaign and campaign support plans; provide assistance as requested by the Under Secretary of Defense for Policy (USD(P)) or DSCA; and supervise Offices of Security Cooperation. CCDRs provide the required contributions of their service component commanders regarding the planning and execution of CCDR Campaign Plans; including whether or not component commanders will be required to develop and submit separate component-level Campaign Support Plans. The GEF requires the Joint Staff, the Military Departments and Defense Agencies to review each CCDR campaign plan and to develop coordinated, synchronized and complimentary campaign support plans.

g. Security Cooperation Organizations (SCO) (formerly known as Security Assistance Offices (SAO)). SCOs comprise all DoD elements located in a foreign country with assigned responsibilities for carrying out SC and SA management functions. SCOs include: Military Assistance Advisory Groups (MAAG)/ Joint U.S. Military Advisory Groups (JUSMAG), Military Missions and Groups (MilGroup), Offices of Defense and Military Cooperation (ODC and OMC), Military Liaison Groups (MLG), and Defense Attaché Office (DAO) personnel designated to perform SC and SA functions. SCO personnel are the foremost SC points of contact between the DoD and the host nation Ministry of Defense, other government agencies, small businesses, and academia. SCOs are located in or associated with U.S. diplomatic facilities worldwide and are responsible for overseeing and implementing in-country SC including SA, FMS, and for facilitating cooperation in research, development, and acquisition. Marine Corps organizations most likely to be in direct contact with SCOs are the regional MARFORs, MCSCG, and MCSC-IP.

h. U.S Embassies. The Senior Defense Official / Defense Attaché (SDO/DATT) is the principal DoD official in a U.S. Embassy. The SDO/DATT is the Chief of Mission's principal military advisor on defense and national security issues, the senior diplomatically accredited DoD military officer assigned to a diplomatic mission, and the single point of contact for all DoD matters involving the Embassy or the DoD Components assigned to or working for the Embassy.

i. Department of the Navy (DON). The Office of the Secretary of the Navy is the military departmental lead for Navy and Marine Corps SC and executes the bulk of those duties through the Assistant Secretary of the Navy for Research, Development and Acquisition (ASN (RDA)) to the Deputy Assistant Secretary of the Navy for International Programs (DASN(IP)) and the Navy International Programs Office (NAVY IPO).

j. Navy International Programs Office (Navy IPO). The Director of Navy IPO is dual-hatted as the Deputy Assistant Secretary of the Navy for International Programs (DASN(IP)), falls under the direction

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of the Assistant Secretary of the Navy for Research, Development, and Acquisitions (ASN, RD&A), and is the principal agent responsible for SA matters within the Department of the Navy. NAVY IPO formulates Navy SA policy and coordinates with the Marine Corps to formulate Department of the Navy ("naval") SA policy, procedures, and priorities. The Marine Corps lead for coordination with Navy IPO is PP&O Strategy and Plans (PP&O/PL).

k. Naval Supply Systems Command, Weapons System Support (NAVSUP, WSS). The mission of NAVSUP, WSS is to provide Navy, Marine Corps, Joint and Allied Forces program and supply support for the weapons systems that keep our Naval forces mission ready. All requisitions from international customers for Navy/Marine Corps FMS cases are coordinated through NAVSUP, WSS. The Marine Corps lead for coordination with NAVSUP, WSS is Marine Corps Systems Command, International Programs Directorate (MCSC-IP).

l. Navy Education and Training Security Assistance Field Activity (NETSAFA). NETSAFA is the Chief of Naval Education and Training executive agent for execution of the US Navy Security Assistance Training Program (SATP). NETSAFA provides financial administration, case management for training cases, and Training Military Articles and Services List (T-MASL) support to the Commanding Officer, MCSCG, and coordinates with the Defense Security Assistance Development Center (DSADC) for Defense Security Assistance Management System (DSAMS) support in the execution of the Department of the Navy Security Assistance Training Program (SATP). The Marine Corps lead for coordination with NETSAFA is MCSCG.

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## Chapter 4

U.S. Marine Corps Security Cooperation Policy Documents

1. The Marine Corps publishes policy documents that are in keeping with higher level policy but that specifically address service-level issues. This chapter provides a brief listing and description of key policy documents and their importance to the SC planner and practitioner.

2. Vision and Strategy 2025 (V&S 2025)

a. The purpose of V&S 2025 is to inform all Marines of the direction the Marine Corps is moving in the future, to give CCDRs a concept of how Marines might be best employed, and to provide civilian leadership a reference point as to how the Marine Corps will contribute to national defense in the coming years and decades.

b. This unclassified document has a long-term focus and it is designed to be the strategic direction of the Marine Corps.

3. Marine Corps Service Campaign Plan (SCP) Mod 1

a. The Marine Corps Service Campaign Plan Mod 1 is an unclassified document which synthesizes National, DoD, DoN, and Service level guidance in order to provide direction across the Future Years Defense Program that will move the Marine Corps towards the future objective force.

b. This document includes the classified U.S. Marine Corps Campaign Support Plan as an appendix to Annex C, Operations. The CSP is the portion of the MCSCP that addresses the Marine Corps approach to SC and its contribution to CCDR objectives.

4. Campaign Support Plan (CSP) (S)

a. The Marine Corps CSP is a GEF-directed document revised and submitted to OSD on an annual basis. Through the CSP, the Marine Corps synchronizes service-level SC activities in support of strategic end states contained in reference (i), the intermediate military objectives identified in CCDR theater campaign plans, and supporting objectives identified in regional MARFOR component supports plans.

b. The CSP directs actions for organizing, integrating, synchronizing, and executing service-level shaping activities. It identifies Marine Corps capabilities and activities used to meet CCDR and MARFOR requirements.

c. The CSP has two purposes: to inform the Office of the Secretary of Defense of the Marine Corps contribution to global, theater, and functional end states as outlined in the GEF; and to communicate policy to the operating forces, supporting establishment

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and the service headquarters that articulates the way the Marine Corps supports the achievement of GEF end states.

d. The CSP includes information on prioritization of TSC activities, including the Marine Corps Security Cooperation Lenses and Commandant of the Marine Corps Partnership Focus List.

5. Marine Corps Operating Concept (MOC). Reference (jj) provides a conceptual guide for current and future force development and experimentation. The ideas put forth are meant to inspire discussion, debate, and innovations during the capability identification and solution development process. It is built around the premise that sea-based Marines must be organized, trained, and equipped to "engage, respond, and project." A chapter on engagement provides a forward-looking concept related to SC.

6. NAVMC 3500.59A Marine Corps SC Training & Readiness Manual (SC T&R). Reference (ii) supersedes the Advise, Train and Assist Partner Nation Forces T&R. Tasks previously included in the ATA PNF T&R are incorporated, plus additional training standards required for Marines who operate as a member of an SC team/detachment/unit or as a representative of a headquarters staff executing specific security cooperation roles and responsibilities. Individual events should be used, to the maximum extent possible, to ensure effective training of personnel conducting SC activities.

7. Marine Corps Interim Publication 3-33.03 (Security Cooperation Handbook). Reference (gg) provides relevant information, procedures, and points of contact for Marine Corps SC planners. The target audiences for the reference are MARFOR and MEF security cooperation planners and other personnel involved in planning security cooperation operations. Reference (gg) identifies and describes pertinent documents, SC enabling organizations, planning tools, and processes required for SC planning.

8. MCO 5510.20B: Disclosure of Military Information to Foreign Governments and Interests. Reference (bb) establishes USMC policy, procedures, authority, and responsibilities for the disclosure of US Controlled Unclassified Information and Classified Military Information to foreign governments or interests.

9. MCO 5700.4E: Marine Corps Foreign Personnel Exchange Program (MCFPEP). Reference (cc) establishes policy, procedures, and assigns responsibilities to manage, coordinate, and administer the Marine Corps Foreign Personnel Exchange Program.

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## Chapter 5

Marine Corps Security Cooperation Organizations

1. The title of this chapter refers to supporting organizations (i.e., those within the supporting establishment or non-deployed CONUS-based operating forces) within the U.S. Marine Corps that make the most direct contributions to SC policies, programs, and activities. SC organizations are either dedicated SC organizations, enabling SC organizations, or capability development organizations.

a. Dedicated SC organizations are those organizations whose mission, roles, and responsibilities are focused primarily on supporting the Marine Corps and CCMD through SC programs and activities.

b. Enabling SC organizations are those organizations whose mission, roles, and responsibilities are not focused on SC specifically, but who influence SC activities or work with foreign partners in execution of their primary duties.

2. Dedicated and enabling SC organizations, shown in Figure 5-1, are responsible for ensuring that the Marine Corps is positioned to meet future mission and force requirements driven by the pursuit of GEF end states, CCDR intermediate military objectives, and MARFOR priorities. Whether training Marines for specific SC activities or coordinating with domestic and international agencies, these organizations often serve as a bridge between the supporting establishment and the operating forces. Their expertise ensures that SC-related decisions and policies are relevant, timely, effective, and in compliance with current law and policy.

<b>Dedicated SC Organization</b>	<b>Location</b>
Marine Corps Security Cooperation Group (MCSCG)	Fort Story, VA
Marine Corps Systems Command, International Programs (MCSC-IP)	Quantico, VA
Marine Corps Air-Ground Task Force Training Command (MAGTF-TC), Advisor Training Group (ATG)	Twentynine Palms, CA

<b>Enabling SC Organization</b>	<b>Location</b>
Center for Advanced Operational Culture Learning (CAOCL)	Quantico, VA
Marine Corps Intelligence, Surveillance, and Reconnaissance Enterprise (MCISR-E)	Washington, DC
Marine Corps Information Operations Center (MCIOC)	Quantico, VA
Marine Corps Warfighting Laboratory (MCWL)	Quantico, VA
Training and Education Command (TECOM)	Quantico, VA

Figure 5-1.--Dedicated and Enabling SC Organizations

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Capability Development Organization	Location
Center for Irregular Warfare Integration Division (CIWID)	Quantico, VA

Figure 5-1.--Dedicated and Enabling SC Organizations--  
Continued

### 3. Dedicated Security Cooperation Organizations

#### a. Marine Corps Security Cooperation Group (MCSCG)

(1) Mission. Coordinate, manage, execute, and evaluate SC programs and activities to include assessments, planning, related education and training, and advisory support to ensure unity of effort in building partner nation security force capacity and capability in order to facilitate USMC and regional MARFOR component support to CCDR SC objectives.

(2) Description. MCSCG serves as the USMC's primary SC organization for non-policy issues.

#### (3) Roles and Responsibilities

(a) In coordination with Deputy Commandant Plans, Policies, and Operations (DC, PP&O), regional MARFORs, Marine Forces Command (MARFORCOM), Marine Forces Reserve (MARFORRES), Marine Corps Systems Command-IP (MCSC-IP), and the supporting establishment (SE), provide management, coordination, and synchronization of assigned USMC SC programs and activities to ensure unity of effort.

(b) Develop, coordinate, manage, and execute mission-specific USMC advisory training.

(c) As requested, provide in-country coordination and liaison support for SC events and activities.

(d) Source, organize, train, equip, and, when authorized, deploy internal SC teams for MARFOR support of CCDR campaign plans.

(e) Organize, train, and, when authorized, deploy externally sourced SC teams from the operating forces, MARFORRES, and the SE for MARFOR support of CCDR campaign plans.

(f) Track and inform Marine Forces Command of sourced and/or coordinated SC teams through designated processes.

(g) Coordinate with MCSC-IP and the appropriate U.S. Navy Systems Command on FMS/FMF cases involving USMC education and training.

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(h) Plan, coordinate, manage, and execute USMC SC education and training.

(i) In coordination with Commanding General, Training & Education Command (CG TECOM), plan, coordinate, manage, and execute USMC SA education and training programs, to include the Field Studies Program for international students.

(j) Conduct service-level DOTMLPF assessments of partner nation security forces (PNSF) for MARFOR support of CCDR campaign plans.

(k) Conduct unit-level war fighting functions assessments of PNSF for MARFOR support of CCDR campaign plans.

(l) Conduct planning to develop PNSF training plans for MARFOR support of combatant commander Theater Campaign Plans.

(m) Conduct planning to develop SC engagement plans for MARFOR support of combatant commander Theater Campaign Plans.

(n) In coordination with DC, PP&O and CG TECOM, coordinate the allocation of international quotas for USMC education or training courses, to include issuance of invitations to partner nations.

(o) In coordination with CG TECOM, manage course costing and prerequisites through the USMC portion of Training-Military Articles and Services list.

(p) In coordination with CG TECOM, implement SC curricula into the formal Professional Military Education continuum.

(q) As the Case Administering Office of FMS or similar cases for USMC training and assistance teams, coordinate, organize, and train SC teams deploying under Title 22 authorities, as designated by the Navy IPO.

(r) In coordination with Ground Training Branch, TECOM, adjudicate USMC SC training standards via the NAVMC 3500.59A, "Security Cooperation Training and Readiness Manual".

(s) In coordination with DC, PP&O, review SC related joint and service doctrine.

(t) Coordinate disclosure and release of USMC training and education materials relating to SC.

(u) Manage an SC information repository that includes, but is not limited to: assessment and planning database, planning tools, team briefs, lesson plans, pre-deployment training matrices, theater/country entry requirements, references, trip reports, best practices, and points of contacts.

b. Marine Corps Systems Command - International Programs (MCSC-IP)

(1) Mission. Serve as advisor to the Commander, Marine Corps Systems Command (MCSC), on all USMC international programs and execute all SC programs effectively and efficiently while meeting foreign and domestic warfighter needs.

(2) Description. MCSC-IP executes the sale, lease and transfer of all USMC defense articles and associated support to foreign partners.

(3) Roles and Responsibilities

(a) Develops and executes FMS programs, for the sale, lease and transfer of all USMC defense articles and associated support to include pseudo cases (e.g., 1206), exercises and contractor training, excluding Title 10.

(b) Executes OSD sponsored international comparative technology programs to include Foreign Comparative Testing, Defense Acquisition Challenge and Coalition Warfare Program.

(c) Facilitates international agreements, data exchanges, and cooperation.

(d) Conducts export control, foreign disclosure and technology transfer reviews for the USMC. MCSC-IP is the Designated Disclosure Authority for Categories 2 and 3.

(e) Supports HQMC with service-level staff talks and SC strategic planning and policy efforts.

(f) Coordinate with MCSCG and the appropriate U.S. Navy Systems Commands on FMS/FMF cases involving USMC education and training in support of equipment purchases.

c. Marine Corps Air-Ground Task Force Training Command (MAGTF-TC), Advisor Training Group (ATG)

(1) Mission. Train Marine Corps advisor teams to advise, mentor, and train foreign military, police, and border units in operational techniques and procedures to combat terrorism and counter an insurgency.

(2) Description. MAGTF-TC ATG is dedicated primarily to supporting Operation Enduring Freedom.

(3) Roles and Responsibilities

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(a) Execute advisor-specific pre-deployment training for all OEF-bound combat advisor teams.

(b) Conduct service-level Block-IV pre-deployment training and assessment of combat advisor, as well as security cooperation teams.

(c) Conduct training and assessment via a full-immersion scenario-based training.

(d) Teach, coach, and mentor battalions deploying to OEF to utilize their embedded advisor teams in developing the Afghan National Security Forces (ANSF).

(e) In collaboration with the Tactical Training Exercise Control Group (TTECG), train embedded partner-mentor teams in preparation for their deployment to Afghanistan with their parent battalions.

(f) Support the USMC's overall building partner capacity efforts in Afghanistan by training independent combat advising teams that enable success with non-standard Afghanistan units (e.g., Border Policy, Afghan National Civil Order Police, etc.).

(g) Provide alternative mission rehearsal exercises to elements such as the Joint Security Academy Shorabak cadre to give them the advising skill set necessary to build the capacity of the Afghan Policemen within RC-SW.

#### 4. Enabling Security Cooperation Organizations

##### a. Center for Advanced Operational Culture Learning (CAOCL)

(1) Mission. Ensure the Marine Corps is a Force that is globally prepared, regionally focused, and effective at navigating and influencing the culturally complex 21st Century operating environments in support of USMC missions and requirements.

(2) Description. The Center for Advanced Operational Culture and Learning enhances the ability of the general purpose force (GPF) to succeed in SC activities. CAOCL, as a separate directorate within Training and Education Command, serves as the Marine Corps dedicated source for language, regional, and culture (LRC) training for the general purpose force with responsibilities that span the DOTMLPF spectrum.

##### (3) Security Cooperation-Related Roles and Responsibilities

(a) Provide LRC training, education, research, products, advising, and mentorship in order to enable forces to plan and operate effectively during full spectrum operations and achieve the desired results.

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(b) Directly support SC by providing pre-deployment training to units prepared for SC mission, mentoring during pre-deployment training, supporting deployed units, and educating career Marines.

(c) Provide units performing SC missions with both culture and language familiarization training specifically tailored to the cultures, countries, and regions in which the supported unit will operate and also tailored to the specific missions they will conduct. These programs are designed to provide the unit a basis for optimizing its operational influence in the cultures they are most likely to encounter during their mission, and to offer units techniques for including cultural considerations as a part of their planning at all levels.

(d) After CAOCL delivers pre-deployment training to deploying units, CAOCL cultural subject matter experts (SMEs) remain available to advise and mentor units on questions or concerns requiring a greater degree of familiarity with a target culture. These SMEs can also work with training planners to help incorporate cultural challenges, which may be encountered during the deployment, into other pre-deployment training events.

(e) CAOCL's role as an SC enabling organization continues during a unit's deployment. CAOCL stands ready to answer requests for information on subjects related to operational culture, provide additional training material to address unexpected contingencies encountered during deployments, and to provide short information papers on cultural issues to help deployed units gain perspective on their environment. Additionally, for limited durations and when coordinated in advance, CAOCL cultural SMEs may be available to accompany units in order to act as Cultural Advisors (CULADs) to the unit.

(f) Present training directly to specific units, as well as through well-established partnerships with MCSCG. If CAOCL does not currently have training materials prepared on an appropriate culture, they will prepare them to meet the demand with advanced notice.

(g) In addition to unit training support, manage the implementation of the Regional, Culture and Language Familiarization (RCLF) Program that informs both mission planning and execution.

1. The RCLF Program is designed to meet several criteria, including the need to be career-long and be accessible by the general purpose force. This will ensure that the RCLF Program serves Marines by imparting culture and language skills that are relevant to their rank and responsibility.

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2. The design reinforces learning by remaining a constant educational requirement, but does not overburden Marines by placing large demands on their limited training time.

3. Because the RCLF Program is designed for the general purpose force it must be easily accessible by CONUS and OCONUS-based Marines. To support and sustain this requirement the RCLF Program utilizes a distance learning format that may be expanded as the program matures to better meet Marine Corps needs.

4. This program assigns all career Marines one of seventeen regions that gives a deploying unit a basic level of LRC familiarization for every mission relevant portion of the globe.

b. Marine Corps Intelligence, Surveillance, and Reconnaissance Enterprise (MCISR-E)

(1) Mission. Provide tailored intelligence based on expeditionary mission profiles to Headquarter Marine Corps, U.S. Marine Corps components, other branches of service, U.S. Intelligence Community, and coalition partners. As part of tailored intelligence support to expeditionary forces, MCIA together with HQMC Intelligence Department serve to enable Phase 0/1 partnering and other SC engagement activities identified by MARFORs, subordinate commanders, and MAGTFs.

(2) Description. MCISR-E is the service intelligence operating concept, defined as the integration of all service ISR elements networked across all echelons and functional areas, to include systems and personnel of the operating forces and the supporting establishment, to support operations and decision making. The Marine Corps Intelligence Activity is the U.S. Marine Corps service intelligence center and is the Fixed Site for the MCISR-E.

(3) Security Cooperation-Related Roles and Responsibilities

(a) MCIA will execute the following:

1. Operate the Center for Marine Expeditionary Intelligence Knowledge (CMEIK), which serves as the Enterprise's central hub and repository for tactical USMC intelligence tradecraft. CMEIK creates releasable analytic tradecraft and standards for all-source, Signals Intelligence, Human Intelligence, and Geographic Intelligence and intelligence operations for use as training materials for Intelligence SC engagements.

2. Provide routine operational force liaison in order to determine specific SC plans and resulting support requirements.

3. Provide intelligence support and preparation for service SC engagements.

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4. Provide support to Foreign Military Intelligence Collection Activity (FORMICA) debriefings.

5. Develop threat assessments, estimates, and intelligence for service planning and decision making.

6. Provide pre-deployment security cooperation planning, training, and exercise support to operating forces.

7. Provide reach-back intelligence services and coordination of support from other service, national, or defense intelligence agencies.

(b) HQMC Intelligence Department will formulate and execute processes to:

1. Track USMC Intelligence SC engagements.

2. Develop and maintain an information system to manage professional relationships developed during USMC Intelligence SC engagements. This is unrelated to MC-TSCMIS requirements as identified in Chapter 9 of enclosure (1).

3. Collect and archive after-action reports and in-action reporting from USMC Intelligence SC engagements.

4. Gather and store from USMC Intelligence SC engagements, student names, engagement highlights, and judgments on students' performance and potential for future performance.

c. Marine Corps Information Operations Center (MCIOC)

(1) Mission. The Marine Corps Information Operations Center provides the Marine Air Ground Task Force commanders and the Marine Corps a responsive and effective full-spectrum IO planning and psychological operations (PSYOP) delivery capability by means of deployable support teams and a comprehensive general IO support reach-back capability in order to support integration of IO into Marine Corps operations.

(2) Description. MCIOC is the executive agent for the U.S. Marine Corps Information Operations Program and is responsible for implementing and evaluating USMC Information Operations (IO) education, training, and programs in order to support institutional USMC and MARFOR IO-related partnership building efforts.

(3) Security Cooperation-Related Roles and Responsibilities

(a) Enable MAGTF IO capability through tactically focused training, operational planning support to MAGTF commanders, tactics development, and formulation of IO requirements, including research and development priorities.

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(b) To ensure full-spectrum IO support, leverage subject matter experts (SME) within the U.S. Marine Corps, Department of Defense, and other government agencies.

(c) Provide mobile training teams for onsite requirements.

(d) Support unit and MAGTF IO officers/staff during exercises with the integration of IO into the Marine Corps Planning Process and during execution to effectively integrate lethal and non-lethal capabilities.

(e) Support the MAGTF by providing deployable IO SMEs to assist with the integration of IO during pre-deployment training cycles.

(f) Provide reachback and coordination to the MAGTF throughout operational deployments.

(g) Provide deployed IO mission planners as required to augment the MAGTF's organic IO capabilities during operational deployments.

(h) Coordinate external IO support/capabilities as required.

(i) Plan, prepare for deployment, sustain, and redeploy IO Support Teams, IO advisor/training teams, and other applicable IO-related support.

d. Marine Corps Warfighting Laboratory (MCWL)

(1) Mission. Through innovation and experimentation, the Marine Corps Warfighting Laboratory produces solutions for the Corps operating forces. Established in 1995, MCWL creates technological and strategic advances in response to the needs of today's warfighter. The Marine Corps Warfighting Laboratory works closely with the Office of Naval Research and the Defense Advanced Research Projects Agency.

(2) Description. Conduct concept based experimentation and wargaming to develop and evaluate tactics, techniques, procedures, and technologies in order to support the warfighter by enhancing current and future warfighting capabilities, and serve as executive agent for Counter-Improvised Explosive Device (IED), Science and Technology, and Joint Concept Development and Experimentation.

(3) Security Cooperation-Related Roles and Responsibilities

(a) Support Marine components in identifying Counter-IED requirements.

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(b) Improve Counter-IED and SC related capabilities across the range of military operations with emphasis on the global IED threat by researching best practices, supporting doctrinal development, providing subject matter expertise to leaders and organizations, and coordinating the C-IED tenets of Attack the Network (AtN), Defeat the Device (DtD), and Train the Force (TtF) into training and education programs and curriculum.

(c) Lead DOTMLPF development capabilities and capacities in order to enable Counter-IED SC activities.

e. Training and Education Command (TECOM)

(1) Mission. To develop, coordinate, resource, execute, and evaluate training and education concepts, policies, plans, and programs to ensure Marines are prepared to meet the challenges of present and future operational environments.

(2) Description. TECOM is the provider of Professional Military Education (PME) and Military Occupational Specialty (MOS) training to the Marine Corps. In addition to Marines, students from other services, government and civilian agencies and the International Military community attend TECOM schools.

(3) Security Cooperation-Related Roles and Responsibilities

(a) Determine capacity in Marine Corps schools for use by international military students (IMS).

(b) Coordinate with MARFORCOM Regional Operations Plans and Policy (ROPP) to execute/manage feasibility of support initiatives and/or RFF's for security cooperation events/activities being tasked to the supporting establishment.

(c) Coordinate security cooperation and SA education and training activities involving TECOM entities.

(d) Conduct Liaison with TECOM schoolhouses, courses, and training detachments with international military student officers (IMSO), and ensure the appointment of an International Military Student Officer (IMSO) to monitor and coordinate activities and the conduct of the Field Studies Program.

(e) Participate in SC and SA conferences and workshops as appropriate.

(f) Participate in the annual T-MASL Review to include course costing, disclosure and releasability determinations for all courses offered to international partner nations.

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(g) Assist MCSCG, PP&O (PL), and Marine Corps University in the coordination of PME Exchange Program to include review of proposed PME Exchange agreements and Marine Corps annexes.

(h) Facilitate the implementation of security cooperation curricula into the formal PME continuum.

(i) Facilitate coordination of program sustainment (funding) through the distribution of course cost reimbursable funds to CDET (based on annual requirements).

5. Capability Development Organization. Center for Irregular Warfare Integration Division (CIWID)

a. Mission. The CIWID is the central Marine Corps organization for identifying, coordinating, and implementing irregular warfare capability development initiatives across all elements of DOTMLPF in order to increase, improve, and enhance Marine Corps capabilities and capacities to conduct operations across the spectrum of war against irregular threats.

b. Description. DC, CD&I is designated as the Marine Corps representative accountable for discharging the responsibilities delineated in DoD Directive 3000.07 (Irregular Warfare) and DoD Instruction 3000.5 (Stability Operations). DC, CD&I through Capability Development Directorate (CDD), Marine Corps Combat Development Command (MCCDC), has assigned CIWID as his designated representative. CIWID serves as both a center and integration division under CDD, MCCDC. CIWID is organized into the following 5 branches for development and integration of IW related capabilities:

- (1) Small Wars Analysis and Assessment.
- (2) Counterinsurgency, Counterterrorism, and Unconventional Warfare.
- (3) Stability Operations.
- (4) Foreign Internal Defense and Security Force Assistance.
- (5) Information Integration (created to institutionalize, reinforce, and integrate IO, Public Affairs, Combat Camera, and Strategic Communications capability development).

c. Security Cooperation-Related Roles and Responsibilities

- (1) Identify, coordinate, and implement IW concepts, policies, and doctrine across the DOTMLPF for the Marine Corps.
- (2) Support Marine components in formulating appropriate force/capability requirements in support of CCDR objectives and IW aspects of operational plans.

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(3) Facilitate curriculum development and improvement of IW related training and education for the Marine Corps. Serve as the Marine Corps lead for executing and coordinating the Marine Corps Service Self-Assessment for the annual U.S. Armed Forces' General Purpose Force Proficiency and Readiness for IW Report.

(4) Increase, improve, and enhance IW related capabilities and capacity across the entire spectrum of war against irregular threats through concept development, war gaming, and collaboration with joint, interagency, and multinational organizations that foster a better understanding of IW-related operations.

(5) Measure and assess density and experience in IW-relevant skills by tracking military and civilian personnel with skills and experience relevant to IW, in coordination with DC, M&RA.

(6) Lead DOTMLPF development of USMC capabilities and capacities in order to enable interagency activities.

(7) Improve IW and SC related capabilities across the entire operational spectrum with particular emphasis on the irregular operational challenges by researching best practices, supporting doctrinal development, providing subject matter expertise to leaders and organizations, and coordinating and supporting improvement and integration of IW tenets into training and education programs and curriculum.

(8) Implement IW initiatives across the elements of DOTMLPF and conduct IW, civil affairs, public affairs, and IO capability development and integration in order to enhance Marine Corps capabilities to conduct operations across the spectrum of threats - irregular, hybrid, conventional, or areas where they overlap.

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## Chapter 6

Security Cooperation Sourcing

1. This chapter codifies the process for requesting, sourcing, and assessing SC events and activities. Marine Corps capabilities are highly desired for accomplishing SC objectives worldwide. Allied and partner nations recognize that capitalizing on the Marine Corps ethos, training regimen, and professionalism is one of the best ways to transform their defense and security organizations.

2. Marine Corps Force Sourcing Process. The Marine Corps utilizes the Global Force Management process to identify force sourcing recommendations for submission to Joint Staff and OSD. DC, PP&O submits all force sourcing on behalf of CMC to the Joint Staff.

a. Global Force Management (GFM). The GFM process aligns force assignment, apportionment, and allocation in accordance with the National Defense Strategy and joint force availability, requirements, and assessments. It provides senior decision makers comprehensive insights into the global availability of U.S. military forces/capabilities. As a participant in the GFM process, the Marine Corps issues force sourcing guidance in order to synchronize force generation and subsequent sustainment actions. CMC has designated DC, PP&O as the Marine Corps Global Force Manager, and COMMARFORCOM as the Marine Corps coordinating authority and conventional Force Provider.

(1) Within this authority, COMMARFORCOM develops force sourcing recommendations to satisfy CCDR requirements while providing CMC with objective estimates of the supportability, sustainability, risk, and applicable manpower and unit costs associated with these recommendations.

(2) DC, PP&O establishes prioritization of Marine Corps SC efforts and makes the final recommendation to CMC on the deployment and augmentation of any Marines.

(3) All SC missions requiring Marine Corps capabilities will be sourced through the GFM Process except as noted below.

(a) Planning Conferences. Marine Corps personnel may participate in OCONUS planning conferences, via report for planning relationships, without formal sourcing through GFM.

(b) Assessments. Regional MARFORs will submit requests for MCSCG to conduct assessments by using the MAGTF Augmentation Process of reference (hh). Once approved, personnel may participate in assessments of foreign security forces, via Temporary Additional Duty (TAD), without formal sourcing through GFM.

(c) SC teams deploying under reference (b) authorities. Requests for SC teams under reference (b) authorities normally

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originate from the SCO in the country where the team will operate. If SCOs forward training requests not associated with an FMS equipment case directly to MCSCG, MCSCG will redirect the SCOs to the relevant MARFOR. The MARFOR will vet requests originating with the SCOs within their AOR to ensure CCDR objectives align. MARFORs will request sourcing in accordance with reference (hh). After approval, personnel may participate without formal sourcing through the GFM process. Once Marines deploy in support of an enduring FMS case, MARFORs will provide the following support:

1. For cases less than 30 days, Marines will be issued Temporary Additional Duty (TAD) orders from their parent organization. Administrative control (ADCON) remains with the parent organization.

2. For cases lasting between 30 and 179 days inclusive, Marines will be issued TAD orders from their parent organization and will be administratively attached to the supporting regional MARFOR. ADCON will be exercised by the regional MARFOR.

3. For cases greater than 179 days, PP&O will determine policy on a case-by-case basis. For Marine Forces Central Command (MARCENT) only, Marines will receive PCS orders to the foreign military training mission for a one-year, dependent-restricted, unaccompanied tour with TEMINS enroute to MARCENT. While on this assignment, Marines will be carried on the rolls of MARCENT for administrative purposes.

(d) MARFOR-NAVFOR coordination. With the concurrence of the CCDR, regional MARFORs may coordinate with regional NAVFORs for employment of in-theater MEUs and FAST in support of SC engagements."

b. USMC Force Synchronization Conference. One of MARFORCOM and DC, PP&O's primary tools in developing force sourcing recommendations are reoccurring Force Synchronization Conferences. These conferences allow force providers, the operating forces, and the supporting establishment to discuss global requirements, identify potential sourcing solutions with associated risks through a detailed analysis, and frame final sourcing recommendations for senior leadership decision. DC, PP&O/Operations (PO) is the primary office for interfacing with MARFORCOM's G-3/5/7 in the preparation and execution of Force Synchronization Conferences.

(1) The sourcing of competing global SC requirements requires international affairs and political-military expertise due to the diverse nature of the requirements: exercises, FMS cases, intelligence activities, assessments, etc. To support force sourcing of SC, DC, PP&O/Strategy and Plans (PL) provides prioritization recommendations to Force Synchronization Conference participants. Prior to the Force Synchronization Conference, PL staff will analyze all SC requirements registered in MARFORCOM's Force Synchronization Playbook and prioritize these into four categories:

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(a) Tier 1: Very Important. These are significant CCDR commitments, major exercises for which the Marine Corps is an executive agent, significant Foreign Military Finance cases, or other critical requirements. If these requirements are not sourced, the service incurs major risk.

(b) Tier 2: Important. These are requirements that the Marine Corps is well-suited to execute in support of the CCDR and typically meet many of the Security Cooperation Lenses found in reference (z).

(c) Tier 3: Valid. Other TSC requirements.

(d) Tier 4: Recommend Not Sourcing. These are requirements for which PL has identified an obstacle based on political-military or other strategic considerations.

(2) PL will distribute its recommendations as a read-ahead prior to the Force Synchronization Conferences. This input is a political-military and strategic view of SC requirements. The categorization of SC requirements is independent from scheduling, availability, funding, and other force sourcing considerations and must be considered in the broader context of force synchronization.

(3) Regardless of the requirement's purpose or origin, they must be registered in the USMC Force Synchronization Playbook. This is an essential step, because it provides senior leaders, HQMC and MARFORCOM visibility of these events.

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## Chapter 7

Security Cooperation Resourcing

1. Discussion. USMC SC activities will be resourced by a combination of Marine Corps O&M funds and funding secured through the SC-related authorities discussed in Chapter 3 of this enclosure. O&M funds are secured through the Program Objective Memorandum (POM) process.

a. The POM process is the DoD's internal methodology for allocating resources to capabilities deemed necessary to accomplish the Department's missions. One output of the Planning, Programming, Budgeting and Execution (PPBE) process is the funding proposed to be included in the President's Budget (PB) submitted to Congress, the ultimate objective of which is to provide CCMDs with the optimal mix of forces, equipment, and support attainable within established fiscal constraints.

b. The POM process is calendar-driven (i.e., there is a requirement that by a specified date a specified action must be accomplished, a specified event must occur, or a specified decision must be made). It is appropriate to view those required actions, events and decisions along a timeline. Because some DoD appropriations are active over several fiscal years rather than during just a single fiscal year, and those required activities, actions, events and decisions overlap among fiscal years and calendar years, the timeline must be able to accommodate both multiple fiscal years as well as those multiple events and activities that occur during those years.

c. The timely and detailed flow of budget quality information throughout the PPBE process is essential to the success or failure of a proposed/planned program. For example, information regarding proposed/planned exercises must answer detailed questions impacting the required budget: the source and force mix of personnel, the proposed training/exercise location, duration of the event including deployment and redeployment, duration of the training, and required logistical support.

d. As the primary arbiters and executors of Marine Corps SC, the MARFORs play a critical role in requesting, justifying, and executing Marine Corps O&M funds for SC activities. The MARFORs are the primary source of budget quality information required by DC, P&R to represent the Marine Corps in the POM process. Additionally, the MARFORs must justify all requests for SC-related resources by reconciling them to appropriate CCMD, Component, or service-level SC objectives and priorities. MARFORs may also indirectly influence O&M allocation through the deliberations of the Program Evaluations Boards (PEBs) and the POM Working Group (PWG). At HQMC, PP&O/PO Operations Division has

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a voting member on the PWG and all PEBs. As a member of both groups the representative serves as the DC, PP&O advocate for funding of specific programs.

2. Security Assistance Budgeting. Budget and reimbursement for Title 22 and some Title 10 activities conducted under pseudo FMS cases must also be taken into consideration. General financial policies (cost recovery, payment in U.S. dollars, credits, and financing) should be considered early in the planning process. Reference (m) provides detailed SA financial guidance. See Chapter 8 of this enclosure for additional information on SA programs.

3. Other SC Resources. There are a number of additional sources of funding available to support USMC SC activities. For instance, CCDR Traditional Commander Activities funds and counter-narco-terrorism funds are available to MARFORs. MARFOR SC Planners must remain closely engaged with their CCDR counterparts in planning for and executing these funds.

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## Chapter 8

Security Assistance1. Background

a. Under the direction of the President, the Secretary of State is responsible for the supervision and general direction of economic assistance, military assistance, military education and training, and sales and export programs. Additionally, DoS determines whether there shall be an SA program, and whether there should be sales, leases, or financing for a country.

b. The Secretary of Defense is responsible for establishing SA policy and for administering and executing SA programs under the guidelines established by the Secretary of State.

c. The objective of both agencies is to ensure SA programs support United States foreign policy and national security objectives.

d. Though a set of State Department programs, SA is a supporting subset of SC. Therefore, to the maximum extent practical, SA requirements shall be informed by and integrated with other DoD requirements and implemented through the same DoD systems, facilities, and procedures as SC.

2. Definition. SA is an umbrella term that includes groups of programs authorized by the Foreign Assistance Act (FAA) of 1961, as amended, the Arms Export Control Act (AECA) of 1976, as amended, and other related statutes.

a. By means of these programs the United States provides defense articles, military education and training, and other defense related services to other countries or foreign organizations, by grant, loan, credit or cash sales, in furtherance of national policies and objectives.

b. SA programs are key elements in each of the CCDR's campaign plan and help to achieve strategic goals and objectives. These programs support engagement by establishing potential coalition partners, assisting nation building efforts of current or potential allies, enhancing U.S. National Security interests, and developing regional expertise for U.S. military personnel. Sale of Marine Corps unique equipment, the provision of Marine Corps training and education, the deployment of training and education assistance teams, and the provision of combat development support to customer countries enhances interoperability, increases cultural awareness and language proficiency, and provides theater engagement. As such, the Marine

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Corps supports SA requirements consistent with the NSS, NMS, CCDR campaign plans, and the MARFOR support plans.

c. All SA programs fall under the supervision and general direction of the Department of State. Each year DSCA solicits input from the Military Departments, other defense agencies, and combatant commands, through the Chairman of the Joint Chiefs of Staff, regarding the upcoming year's SA legislative initiatives.

3. Major Programs. Marine Corps SA incorporates the following nine major programs:

a. Foreign Military Sales (FMS). FMS is a non-appropriated program through which eligible foreign governments purchase defense articles, services, education, and training from the U.S. Government. The purchasing government pays all costs associated with a sale. There is a signed government-to government agreement, normally documented on a Letter of Offer and Acceptance (LOA) between the U.S. Government and a foreign government. Each LOA is commonly referred to as a "case" and is assigned a unique case identifier for accounting purposes. Details on the FMS process can be obtained by reviewing reference (b).

(1) Training provided under FMS can include education or training in U.S. formal schools (professional military education and technical skills training), contractor-provided training, or deployed training assistance such as that provided by mobile training teams. MCSCG is the Marine Corps lead for education and training provided under this program.

(2) Marine Corps Systems Command (International Programs) is the Marine Corps lead for the sale, lease, or transfer of defense articles and support.

(3) For procedures regarding foreign exercises involving USMC facilities and installations, see paragraph 7 of this chapter.

b. Foreign Military Financing Program (FMFP). FMFP identifies congressionally appropriated grants and loans which enable eligible foreign governments to purchase U.S. defense articles, services, and training through either FMS or direct commercial sales (DCS). Foreign military sales credit (FMSCR) is authorized under the provisions of Sections 23 and 24, AECA, and originally served to provide credit (loans) as an effective means for easing the transition of foreign governments from grant aid, e.g., International Military Education and Training Program, to cash purchases.

c. Leases. Chapter 6 of the AECA authorizes the president to lease defense articles to friendly governments or international organizations for up to five years (renewable). This non-appropriated

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program is administered by DSCA. The law allows the lease of defense articles only for compelling foreign policy or national security reasons, and stipulates that the full cost of the lease, with some exceptions, must be borne by the recipient. Furthermore, leased articles must not be needed for U.S. public use during the lease period, and the U.S. retains the right to terminate the lease at any time. For the recipient country, leases may be cheaper than purchasing the article outright, and they provide a convenient vehicle for obtaining defense articles for temporary use. Leases are executed through a lease agreement, with an associated FMS case to cover repair, training, supply support, and/or transportation, if required.

d. International Military Education and Training (IMET) Program. The IMET program provides grant financial assistance for education and training in the U.S. and, in some cases, in appropriate overseas facilities, to selected foreign military and civilian personnel. Funding is congressionally appropriated, based on Congressional guidance and DoS approved country allocations. DSCA, Business Operations and Programs Directorates, manages and issues the IMET funds to the military departments who disperse the funds to individual countries and/or courses. Country allocations are documented in the Congressional Budget Justification (CBJ) Foreign Operations. DSCA, Programs Directorate, authorizes IMET program implementation and the movement of students to training facilities and activities. The education and training is normally provided in U.S. military schools or installations, but may include deployed training assistance such as that provided by mobile training teams or mobile education teams, subject to appropriate waiver approval. The process outlined below details the stakeholders and mechanisms involved in executing IMET as it relates to USMC schoolhouses and other educational institutions.

(1) Under the direction and supervision of the Chief of Mission, the Security Cooperation Office (SCO) is responsible for ensuring the DoD SA management programs are properly executed. All requests for security assistance education and training must be made by the SCO in each country. These requests will identify an appropriate authority/source for funding. MARFORs shall make recommendations to SCOs on USMC education and training and to their CCDR on which countries would most benefit the Marine Corps if selected to attend schoolhouses or other educational institutions. MARFORs shall base their recommendations on the CMC Partnership Focus List found in reference (z) and the COMMARFOR's objectives.

(2) Per reference (1), countries that participate in the security assistance education and training programs must submit their requirements to the SCO at the U.S. Embassy. SCOs in coordination with host country counterparts incorporate these requirements in their Combined Education and Training Program Plan (CETPP). This plan covers the budget year plus two planning years, and consolidates host

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country training needs from a joint perspective. The CETPP is part of the SCO input to the planning process (e.g., Mission Strategic Plan (MSP), Theater Security Cooperation Plan (TSCP)). The CETPPs are approved by the CCDR prior to the annual Security Cooperation Education Training Working Groups (SCETWGs).

(3) MCSCG is the Marine Corps lead for coordinating security assistance education and training provided under this program. Country requirements are submitted to the appropriate MCSCG Program Manager prior to the annual SCETWGs sponsored by the CCDRs. Changes to a country program that occur after a SCETWG are addressed directly with the appropriate MCSCG Program Manager.

(4) Projected requirements for international student quotas are submitted at the annual Training Input Plan Conference and integrated into the Marine Corps internal quota management process. Quotas for most of the Marine Corps courses are allocated and managed using the Marine Corps Training Information Management System. Unused quotas are either reallocated to another country or returned for Marine Corps use. For those courses where requirements exceed quota allocation, country prioritization is coordinated with the respective MARFOR and then prioritized at Headquarters, U.S. Marine Corps.

(5) HQMC will use the following criteria in order to develop a primary and alternate list of selections:

(a) OSD guidance, including reference (i).

(b) Chairman of the Joint Chiefs of Staff guidance, including from the Joint Staff-led working group utilized to de-conflict and synchronize efforts of the four Military Services.

(c) Marine Corps guidance, including reference (z), and informed by schoolhouse capacity at TECOM.

(d) Reciprocal agreements with partner nations for attendance at Command & Staff College.

(6) HQMC submits the approved primary and alternate lists to MCSCG who will confirm the quotas in the appropriate systems and will issue the invitations for those invitational courses. Invitations are directed to the SCO and will specify that the country must accept or decline through official correspondence.

(a) If a quota or invitation is accepted, MCSCG will work with the SCO and NETSAFA to coordinate funding

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(b) If a quota or invitation is declined, MCSCG will notify HQMC PLU to verify the next country to receive the quota or invitation on the alternate list.

(c) In the case of Command & Staff College and Expeditionary Warfare School, countries not on the primary list will be encouraged to participate in a blended seminar program that combines non-resident instruction with short periods of resident participation.

e. Drawdowns. During a crisis, Section 506, FAA, authorizes the President to provide USG articles, services, education, and training to friendly countries and international organizations at no cost, to include free transportation. There is a \$100 million ceiling per FY on articles, services, and education and training provided for military purposes and another FY ceiling of \$200 million for articles, services and training required for non-military purposes such as disaster relief, nonproliferation, antiterrorism, counternarcotics, refugee assistance, and Vietnam War-era missing in action/prisoners of war (MIA/POW) location and repatriation. When emergency support for peacekeeping operations is required, Section 552(c)(2), FAA, separately authorizes the President to drawdown up to \$25 million per FY in USG articles and services from any agency. Special drawdown authorities are periodically legislated to include \$30 million in support for the Yugoslav International Criminal Court. These are non-appropriated authorities are administered by DSCA when defense articles, services, or education and training from DoD are to be drawn down.

f. Peace-Keeping Operations (PKO). PKO supports selected United Nations peacekeeping operations. PKO funds promote increased involvement of regional organizations in conflict resolution and help leverage support for multinational efforts where no formal cost sharing mechanism is available.

g. The International Narcotics Control and Law Enforcement (INCLE). The INCLE program is an appropriated grant program administered by the DoS authorized by Section 481, FAA, to suppress the worldwide illicit manufacture and trafficking of narcotic and psychotropic drugs, money laundering, and precursor chemical diversion, and the progressive elimination of the illicit cultivation of the applicable crops.

h. Nonproliferation, Antiterrorism, Demining, and Related programs (NADR). NADR is an appropriated grant program administered by DoS. It is authorized by Part II, Chapters 8 and 9 of the FAA, and Section 504 of the FREEDOM Support Act, moreover, Section 23, AECA, for NADR focuses on demining activities, the clearance of unexploded ordnance, the destruction of small arms, border security, and related

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activities. Related defense articles, services, and training can be provided through this program.

i. Direct Commercial Sales (DCS) programs. DCS are commercial exports of defense articles, services, and training licensed under the authority of Section 38, AECA, made by U.S. defense industry directly to a foreign government. Unlike the procedures employed for FMS, DCS transactions are not administered by DoD and do not normally include a government-to-government agreement. Rather, the required USG controls are implemented through licensing by the Directorate of Defense Trade Controls (PM/DDTC) in the DoS. The day-to-day rules and procedures for these types of sales are contained in the International Traffic in Arms Regulations (ITAR). [22 CFR 120-130]

4. Other Security Assistance Programs. While these two programs are not identified by DSCA in reference (1) as one of the twelve SA programs, they are very much related to the duties of the SA community, both in the U.S. and recipient foreign governments.

a. Excess Defense Articles. Excess defense articles (EDA) identified by the MILDEP or DoD agency are authorized for sale using the FMS authority in Section 21, AECA, and FMS processes identified within the SAMM for property belonging to the USG. Prices range from five to fifty percent of original acquisition value, depending on the condition of the article. While EDA can be transferred at no-cost, the recipient must typically pay for any transportation or repair charges. Under certain circumstances, transportation charges may be waived, with the cost absorbed by DoD appropriated funds. EDA is one of the means by which the U.S. transfers amphibious platforms to partner nations.

b. Third-Country Transfers. Section 3(d), AECA, authorizes the president to manage and approve the transfer of U.S.-origin defense articles from the original recipient country to a third country. Requests for third-country transfers are normally approved if the USG is willing to conduct a direct transfer to the third country. Third-country transfer authority to countries must be obtained in writing from the DoS in advance of the proposed transfer. This applies to all U.S.-origin defense articles regardless of the method of original transfer from the USG or U.S. industry.

5. SA-Related Programs. In addition to the major SA programs outlined above, the USMC supports a variety of related international programs ranging from provision of defense articles and services under Emergency Drawdown Authority to international training funded by numerous specific sources and authorities.

a. Foreign Comparative Test Program. Though not strictly a SA program, USMC SC planners and practitioners should be aware of the

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Foreign Comparative Test (FCT) Program as it is intended, by design, to be mutually beneficial to Marines and foreign partners. The Marine Corps has been historically the biggest user of this program amongst the services and SOCOM.

(1) The FCT funds U.S. test and evaluation of defense items developed by allied and other friendly foreign countries to determine whether these items can satisfy DoD requirements or address mission area shortcomings.

(2) The FCT program is administered by the Deputy Under Secretary of Defense for Advanced Systems and Concepts (DUSD, ASC) under the Director, Defense Research and Engineering, OUSD (Acquisition, Technology and Logistics). The Marine Corps lead for the FCT program is Marine Corps Systems Command International Programs Office (MCSC-IP).

(3) The key objectives of FCT are to improve warfighting capability, accelerate fielding of required items, and to save taxpayer funds. Annual proposals for FCT items are reviewed and selected based on their assessed probability of meeting or exceeding requirements and doing so on reduced timeline and reduced cost.

b. Pseudo FMS cases (FMS-like). This term is used by the USG to track the sale of Defense articles and services (to include training, and design and construction services) and is generally funded by a USG entity. The FMS-like LOA itemizes the Defense articles and services included in the Letter of Request. The FMS-like LOA is not signed by the country and/or organization receiving the articles or services, except for Foreign Assistance Act, Section 607 transfers. The FMS-like LOA is authorized by the AECA. FMS-like cases are commonly referred to as "pseudo cases".

6. Supporting Elements within SA. A list of DoD organizations involved in SC, and specifically SA, is found in Chapter 5 of this enclosure.

7. Foreign Exercises Involving USMC Facilities and Installations. The AECA authorizes the FMS program, which may be used to support foreign military participation in combined exercises or to conduct unilateral exercises at USMC facilities and installations.

a. The term "FMS exercises" is used to describe any unilateral foreign exercise involving USMC installations, facilities, or personnel where the costs are funded via the FMS process.

b. The term "FMS supplemented exercises" is used to describe any combined exercise involving USMC installations, facilities, or personnel where some costs are funded via the FMS process.

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c. In accordance with references (t) and (p) and as authorized by reference (a), Acquisition and Cross Servicing Agreements (ACSA) are an authority by which the Military Services can provide logistical support, supplies, and services to foreign defense personnel and organizations. An ACSA is a bilateral agreement between the U.S. DoD and another country for the mutual exchange of logistical support, supplies, and services. Requests for mutual exchange of logistical support, supplies, and services originate with the regional MARFOR and are coordinated with the CCMD. MARFORs will follow their CCMD's guidance and USMC processes when partner nations request exercise costs be offset under an ACSA. The policy and processing timeline described within this Order are not applicable to ACSA.

d. Exercises involving international forces are significant tools used to further the objectives of DoD, CCDR, and USMC SC strategies. USMC will support combined and unilateral foreign exercises within the limits of our resources. Organizations that initiate FMS and FMS supplemented exercises include SCOs, regional MARFORs, foreign defense attachés in the U.S., and others. Because these requests can come from such disparate sources, it is important to bring appropriate USMC commands into the planning process as early as possible.

e. FMS and FMS supplemented exercises generally follow the same procedures as those for foreign sales of equipment and training, but USMC planners will subscribe to the below timeline.

(1) NLT 180 days prior to the start of the exercise, the initiating organization must notify the regional MARFOR for exercise validation, MCSC-IP for future customer planning, and DC, PP&O, PL (PLU) for pol-mil validation of the upcoming exercise.

(2) NLT 170 days prior to the start of the exercise the regional MARFOR will validate the exercise requests from countries in their AOR and send validated requests via message addressed to DC, PP&O, PL (PLU).

(3) NLT 160 days prior to the start of the exercise, DC, PP&O, PL (PLU) will send a feasibility of support (FOS) message addressed to COMMCICOM, CG TECOM, and COMMARFORCOM with copies to MCSC-IP, the appropriate regional MARFOR, and the hosting USMC facility, installation, or operating force.

(4) NLT 140 days prior to the start of the exercise the hosting USMC facility, installation, or operating force host will provide DC, PP&O, PL (PLU) their assessment and response to the FOS.

(5) NLT 135 days prior to the start of the exercise, DC, PP&O, PL (PLU) will approve or disapprove the exercise request based on

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supportability, pol-mil acceptability, and compliance with current DoD guidance. DC, PP&O, PL (PLU) will send a message addressed to the higher headquarters of the hosting USMC facility, installation, or operating force and copy MCSC-IP. Appropriate organizations must forward the approval to hosting organization(s). Higher headquarters will normally grant DIRLAUTH between hosting organization and MCSC-IP, if FOS is supportable.

(6) NLT 135 days prior to the start of the exercise the host facility or installation commander will designate the exercise officer (EO) and exercise comptroller (EC) and provide the contact information to MCSC-IP, and the appropriate regional MARFOR. MCSC-IP, will perform a foreign disclosure review as part of the FMS case process.

(a) The EO is the primary contact to facilitate coordination between the exercising country, the host facility, or installation being utilized, MCSC-IP, and the appropriate regional MARFOR.

(b) The EO is responsible for communicating the requirements of the exercising country and providing letters of instruction to the EC and MCSC-IP.

(7) NLT 130 days prior to the start of the exercise, the EC will coordinate the pricing of all goods and services to be provided to the exercising country and provide such pricing data to MCSC-IP, via their higher headquarters unless DIRLAUTH is authorized.

(8) NLT 120 days prior to the start of the exercise, the regional MARFOR and SCO, in concert with the EO, will coordinate with the exercising country to provide Navy IPO the letter of request for the FMS exercise.

(9) NLT 60 days prior to the start of the exercise, the SCO, in coordination with the regional MARFOR, will work to ensure the exercising country returns the signed letter of offer and acceptance (LOA) and the initial deposit is on record with Defense Finance and Accounting Services-Indianapolis.

(10) NLT 45 days prior to the start of the exercise, the EC must notify MCSC-IP, of final funding requirements, via their higher headquarters unless DIRLAUTH is authorized.

(11) NLT 120 days following the exercise, the EC sends the final NAVCOMPT Form 2193 (report on reimbursable orders) and copies of applicable final invoices or vouchers for direct cite orders to MCSC-IP, via their higher headquarters unless DIRLAUTH is authorized.

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f. Planners shall follow the below directions for FMS and FMS supplemented exercises.

(1) Commands conducting FMS or FMS supplemented exercises should engage MCSC-IP, as early in the planning process as possible and are encouraged to include MCSC-IP, in all planning conferences in order to facilitate coordination of the intricacies and requirements associated with FMS or FMS supplemented exercises.

(2) Invitational travel orders (ITO) are required for every exercise participant if those participants are the recipients of USMC-provided training. ITOs are issued by the SCO and are at no-cost to the U.S. Government. Partner nations should expect to pay for all costs to include the cost of training, travel, and per diem. NLT 16 days prior to the start of the training, the student's name, date of birth, and place of birth must be reported via the Security Assistance Network Training Management System by the SCO. Briefings for safety, interoperability, and or familiarization purposes are not considered training requiring SA funding. Consequently, if a foreign exercise force is only receiving safety or interoperability, and/or familiarization orientation type briefings, ITOs are not required. NATO travel orders cannot be used in lieu of ITOs.

(3) If an exercise force does not require an ITO, they will still require an approved Foreign Visit Request (FVR) in the Foreign Visit System (FVS). NLT 60 days prior to the start of the exercise the name, date of birth, and place of birth for each exercise participant will be submitted in the FVS by the visitor's embassy in Washington, D.C. to HQMC. Reference (bb) details USMC policies and procedures for FVR and FVS.

(4) Commands conducting FMS or FMS supplemented exercises will ensure all training associated with the exercise is entered into the MC-TSCMIS IAW Chapter 9 of this enclosure and reference (ff).

(5) MCSC-IP, will coordinate the exercising country's ammunition purchase list with the USMC program manager for ammunition.

(6) For questions involving this policy or procedures, planners should contact HQMC/PLU. For questions specific to an exercise FMS case, planners should contact MCSC-IP, while keeping the appropriate regional MARFOR informed.

g. As noted in the base order (paragraph 4b.(14)(e)), the below organizations shall follow responsibilities for FMS and FMS supplanted exercises as outlined.

(1) Regional MARFOR Commanders

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(a) Validate that the exercise request contributes to CCDR objectives.

(b) Coordinate initial planning conferences with country SCO or country representatives to determine exercise specifics.

(c) For validated exercise requests, send a message addressed to DC, PP&O PL/PLU. Additionally, in cases of bilateral or multilateral FMS-supplemented exercises, also address the chain of command of the USMC unit that will have cognizance over the exercise.

(d) Assist the SCO and EO with developing the LOR for the exercising country and notify MCSC-IP, of all country facility planning meetings.

(e) Use the Joint Training Information Management System (JTIMS) per CCDR guidance to enter data on exercises.

(2) DC, I&L (COMMCICOM)

(a) Validate exercises for feasibility and supportability for facilities and installations under your cognizance and notify PLU of the results.

(b) Coordinate the designation of the EO and EC from the exercise facility or installation and provide contact information to MCSC-IP.

(3) DC, CD&I (CG TECOM)

(a) Validate exercises for feasibility and supportability for facilities and installations under your cognizance and inform DC, PPO PL (PLU) of the results.

(b) Coordinate the designation of the EO and EC from the exercise facility or installation and provide contact information to MCSC-IP.

(4) COMMARFORCOM (MCSCG). Coordinate, manage, track, and report any USMC-provided training to foreign military personnel that takes place as part of a FMS or FMS supplemented exercise. Training for purposes of this paragraph does not include interoperability, safety, and or familiarization training.

(5) DC, PP&O (PL/PLU)

(a) Send a FOS message addressed to COMMCICOM, CG TECOM, MCSC-IP, and copies to COMMARFORCOM, the hosting USMC facility, installation or operating force, and the appropriate regional MARFOR.

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Request the designation of an EO and EC in the FOS message from the exercise facility or installation.

(b) Validate FMS and FMS supplemented exercise requests for pol-mil acceptability and security cooperation guidance.

(c) Provide prioritization guidance for requests competing with USMC forces for training resources.

(6) CG, MARCORSSYSCOM (MCSC-IP)

(a) Act as office of primary responsibility (OPR) for case management of FMS and FMS supplemented exercises.

(b) Refine FOS cost data with the hosting USMC organization.

(c) Develop and execute FMS exercise cases in accordance with current SA policy and procedures.

(d) Issue and track funding documents in support of FMS exercises or FMS supplemented exercises.

8. Security Assistance Constraints. SA shall be:

a. Based upon sound plans and programs to further U.S. national interests, policies, and objectives.

b. Directed toward social and economic aspects of development.

c. Responsive to efforts of recipient countries to mobilize their own resources and help themselves.

d. Cognizant of external and internal pressures which hamper their growth.

e. Used for long-range development of national security by the requesting country.

f. The sale of programs of instruction, curricula, or course publications will normally be considered along with the purchase of the associated training or equipment/weapons systems. The cost should be considered in the course, training team, or equipment/weapons systems costs. Countries desiring to purchase course materials such as programs of instruction, curricula, course publications, correspondence or distance learning, or self-study course materials will do so using FMS procedures. According to the AECA, programs of instruction, curricula, course publications, correspondence or distance learning, or self-study course materials will not be provided

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without appropriate reimbursement.

9. Other Guidance for Security Assistance

a. Refer all questions related to international training and education to MCSCG.

b. Refer all questions related to the sale or transfer of defense articles and services (including the use of Marine Corps ranges, facilities, and equipment) to the Marine Corps Systems Command International Programs Office.

c. When in doubt, contact PP&O Strategy and Plans (PPO/PL) for guidance or clarification.

10. Security Cooperation Education and Training Working Group (SCETWG). Each CCDR hosts an annual SCETWG to address all education and training requirements for assigned countries within its area of responsibility. The agenda for the SCETWG usually includes a plenary session with presentations by the CCDRs, SCOs, the military services, DSCA, and DoS as appropriate. The SCETWG focuses on planning and policy issues and the review of SCO requests for exceptions to policy, PME, expanded-IMET (E-IMET) requirements, and other education and training requirements.

a. SCETWG Agendas

(1) International education and training programs including IMET, FMS/FMF, Combating Terrorism Fellowship Program, 1206 and other security cooperation formal training programs.

(2) Review and coordination of the CETPP.

(3) Review and finalize all current year training programs for each country and review of two budget/planning year training programs.

(4) Programmatic review session consisting principally of MILDEP panels performing a detailed line by line review of country training program data; the detailed review is conducted at the SCETWG event (not via remote or electronic means) using the DSAMS-TM and associated database tools. The line by line review at the SCETWG is conducted and approved by DSCA and DoS.

(5) Specialized instruction for SCOs, as needed.

(6) SCO input to CCDRs for IMET end-of-year reallocation requirements to be programmed as 5th quarter (Oct, Nov, Dec) Priority B for prioritization by the CCDR.

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b. SCETWG Attendance

(1) SCO attendance is required for review of USG-funded training and normally limited to one representative per country. Foreign service national attendance is authorized only when the CCDR determines that attendance is critical to the presentation and review of the programs.

(2) HQMC personnel responsible for MILDEP-unique SC/SA training policy and field-level personnel who work management and execution of these programs should attend; however, these personnel should be limited to a minimal number who can cover the expanse of country programs.

(3) The SCETWG may include selected school representation. The schools will be selected by the MILDEPs and submitted to DSCA and the CCDR for final decisions on attendance. Selected school representation will be normally limited to one representative per school; exceptions are approved by the CCDRs.

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## Chapter 9

Security Cooperation Information Management Systems

1. Background. The purpose of this chapter is to provide information regarding the current and planned "next generation" SC-related information management systems.

a. One of the major challenges facing USMC SC planners and practitioners is the lack of a comprehensive global picture of past, current, and planned Marine Corps SC activities. The resulting lack of comprehensive and accessible historical data, lack of real-time visibility on in-progress activities, and manually intensive processes required to display forecast activities expose Marine Corps SC activities to the risk of inefficiency and decreased effectiveness.

b. DoD's SC community faces the same challenges; however, only a portion of the DoD has and uses dedicated information management systems to facilitate SC planning, execution, and assessment.

c. Theater Security Cooperation Management Information System (TSCMIS) allows using organizations to plan, communicate, and track security cooperation events and activities in an organized, online system. Additionally, TSCMIS data supports and justifies security cooperation planning and resourcing decisions by DoD.

d. Reference (i) tasks Under Secretaries, CCDRs, Military Department Secretaries, and others to use TSCMIS-based software applications to account for their security cooperation activities.

2. Future Systems

a. Because this SC visibility problem was shared by many DoD organizations, OSD and the Joint Staff are currently developing a Global-Theater Security Cooperation Management Information System (G-TSCMIS). Global TSCMIS will provide a single comprehensive database and worldwide view of SC events across all organizations.

b. Initial operating capability for G-TSCMIS is planned for 2013.

3. Current Systems

a. CCDR TSCMIS. Combatant commands each maintain a TSCMIS that is specific to their AOR. MARFORs and other service component commands input SC activities and events into the appropriate CCDR system.

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b. MC-TSCMIS. The Marine Corps interim TSCMIS is called MC-TSCMIS and is the USMC bridging technology to the forthcoming Global TSCMIS.

(1) MARFORs and MEFs will comply with guidance published by their CCDR and continue to register events in the appropriate CCDR's TSCMIS. Currently, MARFORs and MEFs are not MC-TSCMIS users, but future policy may require their involvement.

(2) All organizations and units within HQMC and the supporting establishment shall use MC-TSCMIS for the planning, tracking, and assessing of their SC events and activities.

(3) Reference (ff) clarifies the appropriate method by which to capture level of effort from HQMC and supporting establishment organizations and units. MC-TSCMIS Business Rules and registration instructions are posted at [https://tscmis.spawar-chas.navy.smil.mil/tscmis\\_usmc/portals](https://tscmis.spawar-chas.navy.smil.mil/tscmis_usmc/portals).

(a) All entries must be tied to one of the SC engagement categories within MC-TSCMIS and one or more of each of the following three strategic objective categories: GEF end states, naval strategic imperatives, and Marine Corps Security Cooperation Lenses found in reference (z). Specific definitions of the above are included in MC-TSCMIS and accompanying business rules.

(b) MC-TSCMIS user groups include individual Marines and civilians, unit planners, unit super users, and higher headquarters personnel. Roles and responsibilities for all MC-TSCMIS user groups are outlined in reference (ff).

1. Individual Marines and civilians may be granted View-Only access by completing the request form on the HQMC SC SIPR portal at [https://tscmis.spawar-chas.navy.smil.mil/tscmis\\_usmc/portals](https://tscmis.spawar-chas.navy.smil.mil/tscmis_usmc/portals). View-Only access provides the ability to view SC events and pull reports from within MC-TSCMIS. The system is accessible from the SPAWAR web server at <https://tscmis.spawar-chas.navy.smil.mil>.

2. Unit SC planners with basic user access have the ability to create and update SC events, upload AARs, and create and export standard reports (e.g. SC events by FY, AOR, or organization).

3. Unit super users are appointed by their organization's commanding officer or officer in charge. They have the ability to edit unit events, add and delete users, and pull quality assurance reports for their organizations.

4. Higher headquarters personnel have the ability to input new SC entries (e.g., senior officer visits), delete records,

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add and delete units, create new standard reports, and add and delete super users.

(c) MC-TSCMIS requires proper training at all levels to ensure the system is used to its fullest potential. The training focuses on creating new event entries and updating event data through event completion, as well as identifying and exporting standard reports. The functional sponsor organizes periodic train-the-trainer sessions. Basic user and super user (System Administrator) guides are available on the HQMC SC SIPR portal.

(d) DC, PP&O (PL) is the USMC functional lead for MC-TSCMIS and G-TSCMIS in coordination with Director, C4.

4. USMC Force Synchronization Playbook. The Playbook is a classified database used to track all CCDR and service requirements for forces and capabilities. See Chapter 6 of this enclosure for additional details on using the Playbook for TSC requirements.

5. Partnership Strategy Toolkit (PST)

a. PST is an initiative of the Deputy Assistant Secretary of Defense for Partnership Strategy and Stability Operations. This web-based system captures a full array of tools and authorities to build capacity and capabilities of Partner Nations.

b. This system is an online, searchable repository of DoD and Department of State security cooperation-related tools and authorities. It contains over 85 current mechanisms for conducting security cooperation activities, along with an array of supporting reference information.

c. In order to gain access to the site, users must register by emailing the PST points of contact at the Office of the Secretary of Defense for Policy at [SCToolsAdministrators@osd.mil](mailto:SCToolsAdministrators@osd.mil). The PST site can be found at:

<https://policyapps.osd.mil/sites/sctools/Pages/Welcome.aspx>.

6. Security Assistance Network (SAN)

a. The objective of the SAN is to enhance the opportunity for access by CCDRs and SCOs as well as CONUS-based SA activities, to existing SA management information systems, and to provide users labor-saving automated data processing administrative tools.

b. The Director of DSCA established the following goals for the SAN:

- (1) Tie existing automated systems and users together.

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(2) Provide simplified access procedures to a range of automated systems.

(3) Interface automated systems through existing or expanded telecommunications networks, providing automated communication and data exchange support.

c. The present SAN is an Internet based wide area network that links the worldwide Security Cooperation Offices with their combatant command headquarters and CONUS-based military service activities. The SAN Web system is managed by the Defense Institute for Security Assistance Management (DISAM) for the Defense Security DSCA. Users can login to SAN at <https://san.osd.mil/san/login>.

#### 7. Defense Security Assistance Management System (DSAMS)

a. DSAMS is the system that all military services use to write and manage all FMS, FMF, FMS pseudo, and IMET cases and to program, confirm, fund, reimburse, and track security assistance education and training. DSAMS functions include recording receipt of Letters of Request (LORs); creating Letters of Offer and Acceptance (LOAs), amendments, modifications, Price and Availability (P&A) data, leases, pen and ink changes; and case implementation.

b. As a result of the deployment of the DSAMS Training Module in October 2006, it replaced military service legacy systems and interfaces with the SAN, Training Management System (TMS), International Military Student Office (IMSO) Web, and Security Cooperation Organization (SCO) Web.

c. The DSAMS Program Management Office (PMO) in DSCA's Information Technology Directorate manages DSAMS. The Defense Security Assistance Development Center (DSADC) in Mechanicsburg, PA, maintains the application.