



MILITARY

GUIDE TO THE U.S. EMBASSY



Approved for Public Release
Distribution Unlimited

This page intentionally left blank.



The Center for Army Lessons Learned leads the Army Lessons Learned Program and delivers timely and relevant information to resolve gaps, enhance readiness, and inform modernization.



REQUEST FOR INFORMATION

DNS
552-9533
COMMERCIAL
913-684-9533

Center for Army Lessons Learned

10 Meade Avenue, Bldg 50
Fort Leavenworth, Kansas 66027

DIRECTOR

COL Scott Mueller

PUBLIC AFFAIRS OFFICER

Victor M. Guzman

INFORMATION DIVISION CHIEF

Eric Hillner

CHIEF EDITOR

Diana Keeler

EDITOR

Carl W. Fischer

ILLUSTRATOR

Jorge Sainz

SECURITY

Sandra Griffin

ANALYST/AUTHOR

Phillip C. (Phil) Andrews

EMAIL

**usarmy.leavenworth.mccoe.mbx.call-rfi-manager-mailbox@
army.mil**

CENTER FOR ARMY LESSONS LEARNED - INFORMATION

ARMY LESSONS LEARNED PROGRAM (ALLP)

ALLP provides the foundation for all Army organizations to maximize the benefit of experiential learning to change behavior and improve readiness. During fiscal year 2023, the Army will focus on the following:

- Allies and partners, command and control transitions
- Security force assistance
- Information advantage
- Division cavalry
- Intelligence warfighting function integration
- Joint, strategic, and operational fires
- Air missile defense and counter-unmanned aerial systems
- Force generation and projection, protection
- Directed and crisis topics (e.g., Arctic)

JOINT LESSONS LEARNED INFORMATION SYSTEM (JLLIS)

Every Soldier is valued and can initiate change across our force by submitting an observation to JLLIS. ALLP makes lessons from today's Soldier into learning for tomorrow's Army. Register today and drive tomorrow's change at <https://www.jllis.mil>. (CAC login required)

CALL FOR PUBLICATIONS

Do you have a lessons or best practice to share with the Army and need assistance getting started? CALL has the resources to get you on the right path to getting published. Visit <https://armyeitaas.sharepoint-mil.us/teams/lessonslearned/SitePages/Writing-for-CALL.aspx> (CAC login required) and submit your article to CALL. Your publication could be on the next top-10 list!

REQUEST FOR INFORMATION (RFI)

CALL provides a unique service to the force providing the research and answers to a wide variety of topics and providing relevant products (if applicable) to support your inquiry. Submit your RFI at <https://forms.osi.apps.mil/r/Uh0WA8Vfik> (CAC login required) or email us at usarmy.leavenworth.mccoe.mbx.call-rfi-manager-mailbox@army.mil.

REQUEST FOR PUBLICATIONS (RFP)

CALL has a library with thousands of articles and publications to support units and Soldiers in multiple scenarios from CTC and MCTP rotations, DSCA, to ongoing contingency operations. Submit your RFP at <https://armyeitaas.sharepoint-mil.us/teams/lessonslearned/SitePages/Request-for-Publications.aspx> (CAC login required) to submit your requests. NOTE: CALL publications have a three-year print life cycle.

BE AN AGENT FOR CHANGE – WORKING FOR CALL

Drive Army change and impact Soldiers as a CALL Military Analyst Forward at a COMPO 1 active division or corps headquarters! Highly motivated self-starters currently serving in the rank of KD-qualified major to colonel (O4–O6) or master sergeant to sergeant major (E8–E9) are encouraged to apply. Soldiers selected will serve as an essential link between the operational and institutional forces. To start the application process, go to <https://armyeitaas.sharepoint-mil.us/teams/lessonslearned/SitePages/Military-Analyst-Forward.aspx> (CAC login required).

Table of Contents

Introduction v

CHAPTER 1

 Department of State Overview and Organization1

CHAPTER 2

 United States Agency for International Development Overview and .. 9

CHAPTER 3

 National Security Planning15

CHAPTER 4

 Embassy Organization: Embassy Structure Other Organizations 21

CHAPTER 5

 Lessons for Military Personnel Working with American Embassies ..33

Appendix A

 Interagency Training45

Appendix B

 References..... 47

Appendix C

 Glossary.....51

Figures

Figure 1-1. Department of State organization. 2

Figure 2-1. United States Agency for International Development organization chart.....10

Figure 2-2. United States Agency for International Development Civilian-Combatant Command Structure. 11

Figure 2-3. Automated Directives System Structure.. 13

Figure 3-1. Department of Defense and Department of State Planning Comparison.15

Figure 3-2. The Department of State Planning Cycle.....17

Figure 3-3. Integrated Country Strategy Framework. 18

Figure 3-4. Country Development Cooperation Strategies for Armenia 2020-2025.20

Figure 4-1. Notional Country Team Structure.....22

Tables

Table 1-1. Comparison of Department of State Regional Bureaus to Department of Defense Combatant Commands. 3

Table 4-1. Rank Equivalents: Military/Civilian/Foreign Service Officer..... 31

Introduction

Purpose

The intent of this handbook is to improve Department of Defense (DoD) interactions with foreign service professionals at U.S. Embassies. This includes an understanding of the organization, mission, and culture of the Department of State (DoS), the United States Agency for International Development (USAID), and the interagency staff at U.S. Embassies.

This handbook organizes information in five chapters:

- Chapter 1 provides information on organizations within the DoS with national security issues and the functional specialties of the workforce.
- Chapter 2 provides information on organizations within the USAID involved with national security issues and the functional specialties of the workforce.
- Chapter 3 provides information on processes used by DoS, USAID, and the U.S. Armed Forces to identify goals and objectives that support the National Security Strategy.
- Chapter 4 provides information on the organization of U.S. embassies and their ability to focus interagency capabilities in pursuit of foreign policy goals in the host nation.
- Chapter 5 provides lessons and insights to facilitate DoD personnel successfully integrating and communicating with the U.S. embassy country team.

Diplomacy is the art of advancing a country's strategic national interests with and among the other countries of the world. Even prior to its founding, the United States linked diplomatic and national defense efforts. French military assistance to the Continental Army was critical to the eventual victory over the British Army and the establishment of the United States of America. Key to this was Benjamin Franklin serving as the 13 Colonies' ambassador to France from 1778 to 1785 where he secured French support and an alliance for the emerging democracy. The linkage between U.S. military and diplomacy would continue for the next two centuries.

Diplomacy and national defense worked together on some of the 20th Century's most influential moments. For example, Former Army Chief of Staff, Secretary of State, and Secretary of Defense George C. Marshall, emphasized the need for economic aid to Europe after World War II. Congress passed the Economic Cooperation Act on 3 April 1948, in what became known as "The Marshall Plan," in which the United States distributed \$13 billion in economic aid to help restore Western Europe's economy, prevent the spread of communism, and solidify the military victory over Nazi Germany.

In the recent past, members of the military and diplomatic corps worked together in provincial reconstruction teams in Iraq and Afghanistan. These were composite organizations of military and civilians representing a range of functional specialties with the mission to help build government capabilities and effectiveness. The interagency nature of the team provided unity of effort to facilitate clear coordination and communication to the reconstruction effort.

In 2014, the 101st Airborne Division deployed more than 3,000 troops to west Africa for Operation United Assistance as part of the U.S. Government response to the Ebola virus outbreak. The military worked in support of the USAID by providing unique capabilities in command and control, engineering, logistics, and medical training assistance.

It may not be apparent to many in the DoD, but the National Security Strategy links the nation's diplomatic, foreign assistance, and defense efforts to each other as implemented in embassies around the world. This is mainly by the defense attaches and the security cooperation offices at the embassies, but also by security force assistance brigades, special operations forces, and other teams of conventional force trainers and advisors.

CHAPTER 1

Department of State Overview and Organization

The Department of State (DoS) is part of the executive branch of the United States Government with the mission, “To protect and promote United States security, prosperity, and democratic values and shape an international environment in which all Americans can thrive.”¹ The government created the DoS in 1789 with Thomas Jefferson as the first Secretary of State with a staff of five people and diplomatic posts in France and England.

Success in achieving foreign policy goals and objectives abroad is dependent upon building and maintaining relationships with the international community and governments. To accomplish this, the DoS plans and implements activities, actions, and programs to advance United States foreign policy goals. It maintains embassies and consulates around the world to protect Americans and American interests overseas, represent, the government and people of the United States, coordinate foreign assistance and military programs, counter foreign crime, promote American business, and adjudicate immigrant and non-immigrant visas.

These missions are completed by the DoS workforce (Figure 1-1) that includes 13,000 members of the Foreign Service, 11,000 civil service employees, and 45,000 locally employed staff overseeing more than 270 embassies and consulates around the world.²

Throughout its history, the State Department has been in a near-constant state of renewal. Through wars and conflicts, depressions and pandemics, democracy movements and tech revolutions, our institution has evolved – diplomats and development experts building new expertise, devising new policies, standing up new teams, always striving to ensure that American diplomacy is serving our national interests in what is a rapidly changing and increasingly complex world.

– Secretary of State Antony J. Blinken³

Organization

Within the DoS there are several organizations that work closely with the Department of Defense (DoD) on national security-related matters. These include the Office of U.S. Foreign Assistance; the Under Secretary for Arms Control and International Security; Under Secretary for Civilian Security, Democracy, and Human Rights; and the Under Secretary for Political Affairs.

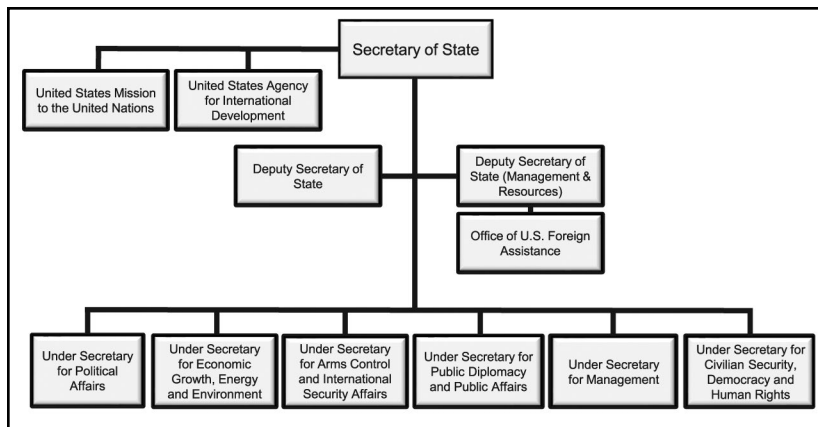


Figure 1-1. Department of State organization.⁴

Office of U.S. Foreign Assistance

The Office of U.S. Foreign Assistance is under the authority of the Deputy Secretary of State (Management and Resources) and is responsible for the supervision and strategic direction of all foreign assistance programs administered by DoS and U.S. Agency for International Development (USAID). There are three categories of foreign assistance programs: economic and development, humanitarian, and security. DoD members involvement in foreign assistance programs would likely be part of a whole of government effort working with humanitarian assistance, disaster response, and building partner capacity through training and equipment sales.⁵

Under Secretary for Arms Control and International Security

The Under Secretary for Arms Control and International Security provides policy, oversight, and guidance on international security, security assistance, military operations, and defense strategy.

Under the Under Secretary for Arms Control and International Security is the Bureau of Political-Military Affairs within this organization has eight subordinate offices (Table 1-1) that work closely with the DoD in security agreements, security assistance, and defense strategy.⁶ The Bureau of International Security and Nonproliferation has offices that work with the DoD, such as the Office of Weapons of Mass Destruction Terrorism, which is the Foreign Consequence Management Team, responsible for coordinating the U.S. Government response to chemical, biological, radiological, and nuclear incidents, and accidents overseas.

Under Secretary for Civilian Security, Democracy, and Human Rights

This Under Secretary is responsible for issues of civilian security. Within this component there are two bureaus with missions that support national security. The Bureau of Conflict and Stabilization Operations leads and implements policy to prevent conflict and promote stability. The Bureau of Counterterrorism develops strategies and promotes cooperation across the international community to defeat terrorism.⁷

Under Secretary for Political Affairs

The Undersecretary for Political Affairs is responsible for overseeing diplomatic posts abroad and coordinating foreign relations. The worldwide network of embassies and consulates are the backbone of American engagement with foreign governments. There are seven bureaus (Table 1-1) beneath the Undersecretary for Political Affairs. Six are responsible for global regions and the seventh covers international organizations such as the United Nations and other multilateral organizations.⁸

The regional bureau boundaries are similar but not directly aligned with those of the geographical combatant commands. (See Table 1-1). The boundary difference requires determined effort by DoS and DoD to coordinate security-related actions. Regular communication and cooperative strategic planning efforts within the region and at the country level facilitate unity of effort.

Table 1-1. Comparison of Department of State Regional Bureaus to Department of Defense Combatant Commands.⁹

Department of State	Department of Defense
Bureau of African Affairs	USAFRICOM and USCENTCOM
Bureau of East Asian and Pacific Affairs	USINDOPACOM
Bureau of European and Eurasian Affairs	USEUCOM
Bureau of Near Eastern Affairs	USCENTCOM and USAFRICOM
Bureau of South and Central Asian Affairs	USCENTCOM and USINDOPACOM
Bureau of Western Hemisphere Affairs	USNORTHCOM and USSOUTHCOM
Bureau of International Organization Affairs	No equivalent

Table 1-1. Comparison of Department of State Regional Bureaus to Department of Defense Combatant Commands (continued).

USAFRICOM	United States Africa Command United Sates
USCENTCOM	Central Command
USEUCOM	United States European Command
USINDOPACOM	United States Indo-Pacific Command
USNORTHCOM	United States Northern Command
USSOUTHCOM	United States Southern Command

Personnel

The Foreign Service has approximately 16,000 members at more than 270 embassies, consulates, and diplomatic missions around the world. The DoS and USAID have the largest representation in the foreign service but, there are a total of six government executive branch agencies whose mission requires international representation and coordination.¹⁰ The six executive branch organizations that have foreign service professionals are:

- Department of State
- U.S. Agency for International Development
- Foreign Agricultural Service
- Foreign Commercial Service
- Animal and Plant Health Inspection Service
- U.S. Agency for Global Media

Each of these branches have different requirements and hiring practices for their foreign service professionals. This handbook will cover the foreign service personnel in DoS and USAID in detail, which are the ones most likely to interact with DoD elements at U.S. embassies.

Foreign Service Officers

DoS divides the foreign service profession into foreign service officers (FSOs) and foreign service specialists (FSSs). Their careers have many aspects like those in the military in that they undergo a competitive selection process, receive specialized training, serve at posts around the world in one

to three-year tours of duty, and share service to the country. They may qualify for danger and hardship pay depending on the location. More information is available at the DoS career website at <https://www.state.gov/job-seekers/>.

FSOs serve around the world to implement foreign policy, promote peace, and avoid conflict to advance U.S. national security and foreign policy goals. FSOs are commissioned officers appointed by the President and confirmed by the Senate. The FSO commissioning oath is the same as the one taken by uniformed military officers. FSOs work within five career paths, known as cones, and may work in several of them throughout their careers.

Political. Political officers seek to persuade foreign countries to support U.S. foreign policy goals, analyze the countries' domestic and international political policies and their relation to U.S. interests and strategy. Their reporting and analysis inform U.S. foreign policy.¹¹

Economic. Economic officers promote U.S. economic and commercial interests by building relationships with their counterparts in business, government, and academia. Their reporting and analysis inform U.S. economic and trade policies.¹²

Public diplomacy. The public diplomacy officer engages with media to promote U.S. interests. They also manage culture and information programs to increase foreign understanding of U.S. society.¹³

Management. Management officers are responsible for embassy operations which include logistics, administration, human resources, finance, and facilities.¹⁴

Consular. Consular officers assist U.S. citizens in the host nation and adjudicate visas, passports, consular reports of birth abroad, consular reports of death abroad, as well as provide notarial services. They provide emergency services to citizens by visiting them in jail and hospitals, assisting the families of Americans who die while overseas by arranging for disposition of remains and personal effects, and assisting with emergency evacuations during conflicts or natural disasters.¹⁵

Foreign Service Specialists

FSSs provide technical, management, security, healthcare, or administrative functions in support of the diplomatic mission. They are like FSOs in that they are hired through a competitive selection process and serve most of their careers in overseas posts. There are 19 specialist jobs grouped into eight categories. FSS will typically stay within their category throughout their career. The eight categories are as follows:

Administration. Responsible for financial management, general services, and human resources.

Construction engineering. This position monitors contract work on new construction and renovations of physical property.

Facility management. This position administers the maintenance of buildings, grounds, and utilities.

Information technology. This position is divided into three specialties that manage and operate the information technology infrastructure that includes radio, telecommunications, and computer networks.

International information and English language programs. This position is divided into two specialties that support English language programs and administer exchanges and partnerships to establish positive relations between U.S. and host nations.

Law enforcement and security. Diplomatic Security Officers are sworn U.S. law enforcement officers responsible for a range of security programs to protect personnel, facilities, and sensitive information, distinguished visitor protection (whether in the United States or overseas) and combatting passport and visa fraud.

Healthcare. These positions are divided into three specialties of medical professionals. Medical providers are family nurse practitioners or physician assistants who provide medical care to embassy personnel and their families. Regional medical laboratory scientists conduct tests and procedures in support of the health care mission. Regional medical officers (RMOs) are board-certified physicians who provide health care services to embassy personnel in addition to providing expertise to issues such as emergency preparedness, pandemic response, sanitation, and hygiene across a region.

Office management. This position is responsible for the efficient and timely execution of operational and support functions within the organization.

Civil Service

Civil service positions focus on supporting diplomatic efforts and foreign policy from the Washington DC area with a small number at other locations within the United States. Civil service professionals do not rotate through an overseas posting like those in foreign service and provide continuity and institutional knowledge within their area of career specialty. These positions are filled through the U.S. Office of Personnel Management system as used by other U.S. government departments.

There are 11 categories of civil servants:

- Foreign affairs
- Human resources
- Management analysis
- General accounting and administration
- Budget administration
- Legal counsel
- Passport and visa services
- Public affairs
- Contract procurement
- Information technology management
- Foreign language and professional training

Other U.S. Government Employees at an Embassy

Frequently, other U.S. government employees representing various agencies will serve at an embassy. More information is available in Chapter 4.

Foreign Assistance Manual and Associated Handbooks

DoS maintains 17 Foreign Assistance Manuals (FAMs) and 19 Foreign Assistance Handbooks (FAHs) as a comprehensive and authoritative source of information on the organization, policies, and procedures that govern the DoS and the foreign service. For example, 2-FAH-2 *Post Management Organization* covers chief of mission authority, security responsibility, and overseas staffing. Included in this section is the DoD presence at embassies, its role in security assistance, and who has authority over the organization.

DoS updates the FAM and FAH on a regular basis and availability is on a public webpage at <https://fam.state.gov/>.

¹-About the Department of State, accessed 9 April 2022, <https://www.state.gov/about/>.

² <https://state.gov/about>.

³ Blinken, Anthony J., Secretary of State, accessed 22 March 2023, [https:// www.state.gov/secretary-antony-j-blinken-on-the-modernization-of- american-diplomacy/](https://www.state.gov/secretary-antony-j-blinken-on-the-modernization-of-american-diplomacy/).

⁴ Department of State Organization Chart, accessed 27 March 2023, [https:// www.state.gov/department-of-state-organization-chart/](https://www.state.gov/department-of-state-organization-chart/).

⁵ About Us, Office of Foreign Assistance, accessed 12 April 2022, [https:// www.state.gov/about-us-office-of-foreign-assistance/](https://www.state.gov/about-us-office-of-foreign-assistance/).

⁶ Bureau of Political-Military Affairs, accessed 11 April 2022, [https:// www.state.gov/bureaus-offices/under-secretary-for-arms-control-and- international-security-affairs/ bureau-of-political-military-affairs/](https://www.state.gov/bureaus-offices/under-secretary-for-arms-control-and-international-security-affairs/bureau-of-political-military-affairs/).

⁷ Under Secretary for Civilian Security, Democracy, and Human Rights, accessed 11 April 2022, [https://www.state.gov/bureaus-offices/under- secretary-for-civilian-security-democracy-and-human-rights/](https://www.state.gov/bureaus-offices/under-secretary-for-civilian-security-democracy-and-human-rights/).

⁸ Under Secretary for Political Affairs, accessed 11 April 2022, [https://www. state.gov/bureaus-offices/under-secretary-for-political-affairs/](https://www.state.gov/bureaus-offices/under-secretary-for-political-affairs/).

⁹ Special Operations Forces Interagency Reference Guide 2020, Joint Special Operations University, The JSOU Press, MacDill AFB, Florida, 8 May 2020.

¹⁰ Mobley, Terry, "The U.S. Department of State and the Foreign Service", Interagency brown bag lecture, Command and General Staff College, Fort Leavenworth, KS, 23 February 2022.

¹¹ Inside a U.S. Embassy: Diplomacy at Work, edited by Shawn Dorman, Washington DC: Foreign Service Books, 2011.

¹² Ibid.

¹³ Department of State, Public Diplomacy career track, Accessed 9 May 2022, [https:// careers.state.gov/work/foreign-service/officer/career-tracks/ public-diplomacy](https://careers.state.gov/work/foreign-service/officer/career-tracks/public-diplomacy).

¹⁴ Inside a U.S. Embassy: Diplomacy at Work, edited by Shawn Dorman, Washington DC: Foreign Service Books, 2011.

¹⁵ Ibid.

CHAPTER 2

United States Agency for International Development Overview and Organization

U.S. government efforts in international development and assistance are an important part of foreign policy that grew in scale after World War II when the Marshall Plan helped rebuild and stabilize Europe. President Truman expanded the concept on an international scale with several agencies in the government participating in their areas of expertise. President John F. Kennedy signed the Foreign Assistance Act of 1961, which consolidated the responsibilities of foreign development and assistance efforts into one organization.

There is no escaping our obligations: our moral obligations as a wise leader and good neighbor in the interdependent community of free nations, our economic obligations as the wealthiest people in a world of largely poor people, as a nation no longer dependent upon the loans from abroad that once helped us develop our own economy, and our political obligations as the single largest counter to the adversaries of freedom.

– President John F. Kennedy ¹

The U.S. Agency for International Development (USAID) mission reads, “On behalf of the American people, we promote and demonstrate democratic values abroad, and advance a free, peaceful, and prosperous world. In support of America’s foreign policy, the USAID leads the government’s international development and disaster assistance through partnerships and investments that save lives, reduce poverty, strengthen democratic governance, and help people emerge from humanitarian crises and progress.” USAID is the government’s lead for international development and humanitarian assistance. It promotes global stability by helping countries address causes of violence and conflict, promoting democracy, business, and trade, and providing humanitarian assistance and disaster relief. U.S. embassies plan and implement foreign assistance programs with support from staff in Washington DC. The goal is that countries become stable, prosperous, and self-reliant members of the international community and no longer require foreign assistance.

Personnel who work at USAID are a mix of foreign service officers (FSOs), civil servants, local nationals, and contractors. In fiscal year 2022, 64 percent of USAID’s workforce was serving outside of the U.S. with 6,367 overseas and 3,646 in Washington, D.C.² USAID’s reach extends beyond its physical presence by

funding projects run by local nationals, contractors, or organizations. USAID is an independent agency but receives budget and policy guidance from the Secretary of State.³ It is headed by an administrator who is nominated by the President and confirmed by the U.S. Senate.

Organization

USAID organizes its activities in geographic and functional bureaus as shown in Figure 2-1.

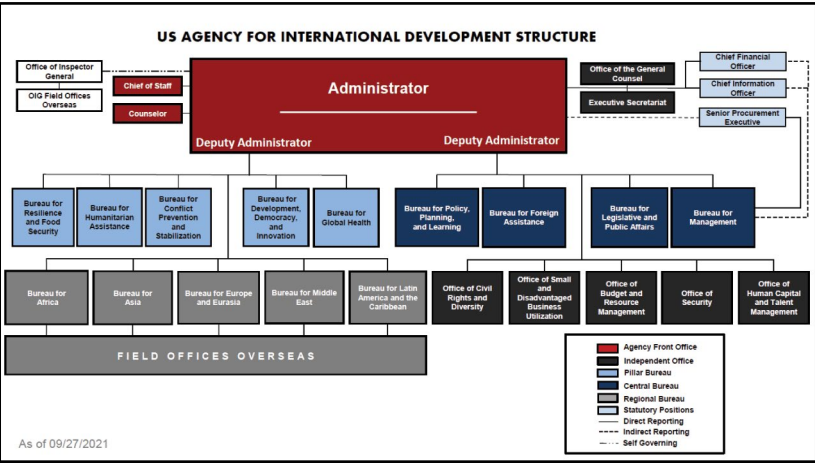


Figure 2-1. United States Agency for International Development organization chart.⁴

The Bureau for Conflict Prevention and Stabilization includes the Office of Civilian-Military Cooperation serving as the main point of contact to coordinate Department of Defense (DoD) support of USAID missions and goals.⁵

The Bureau of Humanitarian Assistance (BHA) maintains a presence in the five regional bureaus and is the lead coordinator for government disaster response. It works in close cooperation with non-governmental organizations, the private sector, local governments, affected communities, the military, and other agencies to quickly respond with emergency food and relief supplies during humanitarian emergencies.

A Disaster Assistance Response Team (DART), composed of humanitarian assistance experts and technical advisors, conducts assessments of immediate needs and coordinates assistance on the ground. The BHA responds to 75 disasters in 70 countries on average each year.⁶

By leveraging our national strengths and rallying a broad coalition of allies and partners, we will advance our vision of a free, open, prosperous, and secure world, outmaneuvering our competitors and making meaningful progress on issues like climate change, global health, and food security to improve the lives not just of Americans but of people around the world.

– National Security Strategy 2022

USAID works in partnership with the DoD to synchronize efforts and ensure that response to development and security challenges are mutually supporting. Military officers assigned to USAID headquarters in Washington, DC facilitate communication and unity of effort. USAID FSOs serve as faculty members at U.S. military colleges and embed in the headquarters of the global combatant commands and the joint staff.⁷

The five regional USAID bureaus of Africa, Asia, Europe and Eurasia, Middle East, and Latin America and the Caribbean align with the borders of the geographic combatant commands as shown in Figure 2-2.

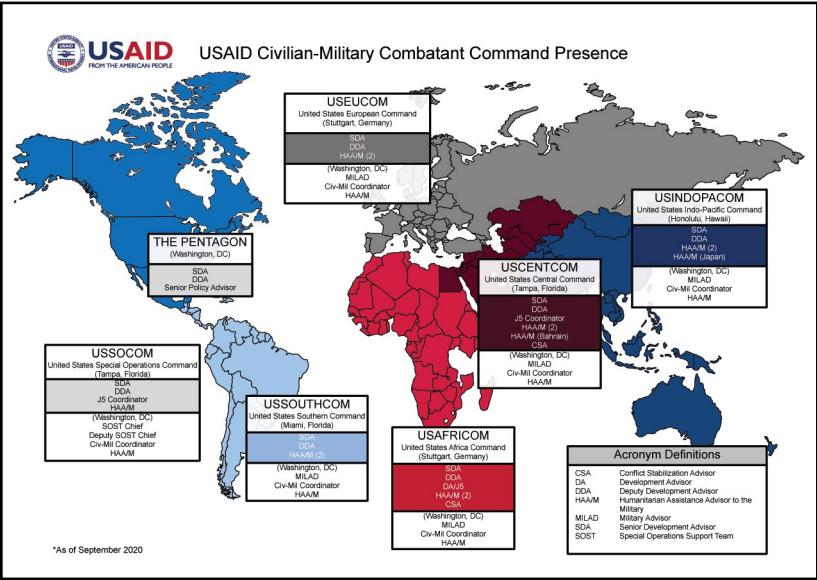


Figure 2-2. United States Agency for International Development Civilian-Combatant Command Structure.⁸

Personnel

A USAID FSO is like FSOs within the Department of State (DoS) in undergoing a rigorous selection process and spending much career time overseas. Mission demands and organizational needs drive the recruitment of FSOs into one of 11 foreign service occupational categories, known as backstops.⁹

- Program Analysis /Project Development Officer
- Executive Officer
- Financial Management Officer
- Agriculture Officer
- Economist/Economic Growth Officer
- Engineering Officer
- Environment Officer
- Population/Health/Nutrition Officer
- Education Officer
- Crisis, Stabilization and Governance Officer
- Contracting Officer

USAID is project-oriented to improve the host country capabilities to a point that U.S. support is no longer needed. DoS FSOs duties in foreign engagement and policy are an enduring requirement.

Civil servant positions with USAID are normally located in Washington DC. They support the USAID mission by providing operational support, budget oversight, and collaborating with other government agencies and private and non-profit organizations that conduct foreign nation development.

USAID employs local staff in a similar manner as the DoS. Local staff provides valuable familiarity with the culture and often long-term knowledge of USAID efforts in the host country in USAID staff rotation.

USAID projects are often implemented through contracts and grants to provide goods and services. This allows access to a wide range of subject matter experts for limited duration missions around the world. USAID works with 4,000 organizations in more than 100 countries.¹⁰

Automated Directives System

USAID policies and procedures are captured in the Automated Directives System (ADS), which is organized in six functional series with more than

200 chapters that provide specific policies, procedures, and references as show in Figure 2-3. The ADS functional series are:

- Agency organization and legal affairs
- Programming
- Acquisition and assistance
- Human resources
- Management services
- Budget and finance

Frequent updates to the ADS account for current laws, administrator guidance, and government policy. The beginning of each chapter lists the organization responsible for its content.¹¹

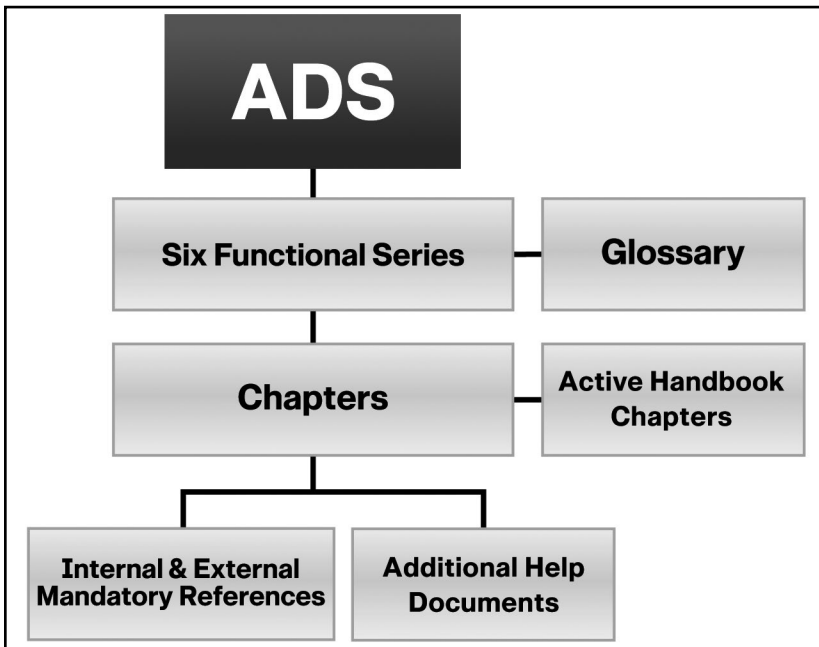


Figure 2-3. Automated Directives System Structure.¹²

Additional information on the mission and organization of USAID can be found at <https://www.usaid.gov/>.

- ¹ Kennedy, John F., President of the United State, accessed 23 March 2023, <https://www.usaid.gov/about-us/usaid-history>.
- ² USAID, Fiscal Year 2022 Agency Financial Report, accessed 27 June 2023, <https://www.usaid.gov/reports/agency-financial-report>.
- ³ Joint Publication (JP) 3-29, Foreign Humanitarian Assistance, Joint Staff/J-7/Joint Doctrine Division, 14 May 2019.
- ⁴ USAID Organization, accessed 23 March 2023, <https://www.usaid.gov/about-us/organization>.
- ⁵ Bureau of Conflict Prevention and Stabilization, accessed 12 April 2022, <https://www.usaid.gov/who-we-are/organization/bureaus/bureau-conflict-prevention-and-stabilization>.
- ⁶ USAID, Bureau of Humanitarian Assistance, accessed 23 February 2023, <https://www.usaid.gov/humanitarian-assistance/what-we-do>.
- ⁷ USAID, U.S. Government and Military, accessed 23 July 2022, <https://www.usaid.gov/partnership-opportunities/us-government-and-military>.
- ⁸ USAID, Office of Civilian-Military Cooperation, accessed 23 March 2023, <https://www.usaid.gov/about-us/organization/military>.
- ⁹ USAID, ADS Chapter 459, USAID's Foreign Service Career Candidate Program; accessed 24 February 2023, https://pdf.usaid.gov/pdf_docs/pdacu801.pdf.
- ¹⁰ USAID Partners, accessed 24 February 2023, <https://www.usaid.gov/partner-with-us/resources-for-partners/usaid-partners>.
- ¹¹ USAID, Automated Directives System, accessed 24 February 2023, <https://www.usaid.gov/about-us/agency-policy>.
- ¹² USAID, About the Automated Directives System, accessed 23 March 2023, <https://www.usaid.gov/about-us/agency-policy/about-ads>.

CHAPTER 3

National Security Planning

The White House publishes the National Security Strategy (NSS). Congress uses the NSS to set broad strategic goals and describe security concerns that guide employing elements of national power for the security of the United States. This forms the guiding document for planning done by the Department of Defense (DoD), Department of State (DoS), and the U.S. Agency for International Development (USAID), which turns the strategic guidance into specific objectives and actions down to the country level. The planning documents developed within the interagency construct have counterparts at each echelon, as shown Figure 3-1.

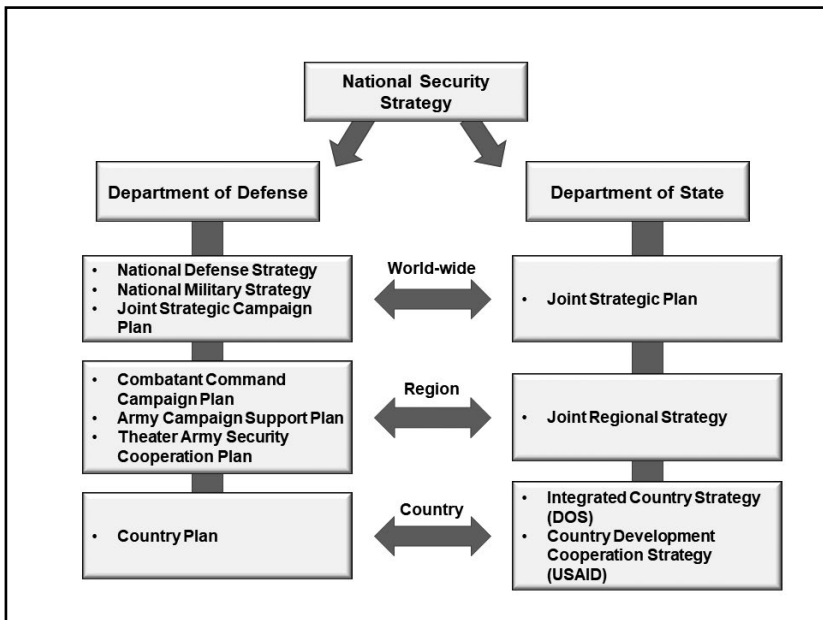


Figure 3-1. Department of Defense and Department of State Planning Comparison.¹

Strategy is developed, and joint planning is conducted at the USG [United States Government] department level. Joint planning supports the interaction between senior DoD civilian leadership, CCDRs [combatant commanders], and CJCS [Chairman of the Joint Chiefs of Staff] to help the President and Secretary of Defense decide when, where, and how to employ U.S. military forces and resources. This interaction is iterative and collaborative and includes close coordination with the chief of mission, DoS, Department of Justice, and other USG interagency partners, depending on the mission.

Joint Publication (JP) 5-0, *Joint Planning*, 1 December 2020

The Secretary of Defense provides strategic direction for the DoD through the National Defense Strategy, which describes how the DoD will implement the NSS through the military instrument of national power. The National Military Strategy and the Joint Strategic Campaign Plan are the Chairman of the Joint Chief of Staff's documents that define national military objectives and provide planning guidance to the joint force. Further planning at the strategic and operational levels provides specific actions in the organization, employment, development, and assessment of the joint force to achieve the military objectives that support the NSS. The Chairman of the Joint Chiefs of Staff Instruction (CJCSI) 3100.01, *Joint Strategic Planning System*, describes the responsibilities of the CJCS. Additionally, the Geographic Combatant Commands (GCCs) publish Combatant Command Campaign Plans based on the defense strategic planning documents. This guides the U.S. Army Service Component Commands (ASCC) in developing a campaign support plan and theater army security cooperation plan.

Working with our interagency partners, primarily the Department of State and United States Agency for International Development, is a core tenet of our strategic approach in Africa.

– U.S. Marine Corps General Thomas D. Waldhauser, Commander,
U.S. Africa Command, 2018

The ASCCs develop country-specific plans to describe how security cooperation activities support overall campaign objectives. Department of Defense Directive (DoDD) 5132.03, *DoD Policy and Responsibilities Relating to Security Cooperation*, directs that each country-specific security cooperation section will identify specific lines of effort that:

- Represent the significant security cooperation initiatives planned for the country
- Articulate specific, measurable, attainable, relevant, and time-bound objectives in support of such initiatives:²

The DoS conducts planning at the department, bureau, and country levels that cover four-year periods. Their planning cycle is shown on Figure 3-2. This planning translates the NSS into goals that guide budgeting, foreign policy, and nation development. These documents are shorter in length compared to their equivalent military plans. Military planners should understand the DoS planning process and provide input to ensure unity of effort between DoS and DoD. Theater and country-specific security cooperation plans should support the DoS plans to facilitate unity of effort across all government agencies.³



Figure 3-2. The Department of State Planning Cycle.⁴

DoS and USAID cooperate in writing the Joint Strategic Plan (JSP), which describes how to achieve overarching goals and objectives. Each objective has a lead bureau within DoS and USAID. Critical learning needs and performance goals are established to assess progress.⁵

The regional bureaus within DoS develop joint regional strategies (JRS) in cooperation with USAID based on the JSP. These plans provide goals and objectives within the region and help set priorities of effort and allocation of resources. The JRS is found at <https://www.state.gov/joint-regional-strategies/>.

Each embassy country team develops an integrated country strategy (ICS) that supports the JRS, and the goals of the non-State Department agencies present in the country. The ICS includes the Chief of Mission’s priorities and long-term mission goals projected over five years. Each goal has objectives to be attained over a three-to-five-year period that supports accomplishing the goals. Each objective includes an action plan that outlines key activities and performance indicators to measure performance. See Figure 3-3. The ICS is an interagency collaborative effort that integrates all the organizations represented at the embassy.⁶

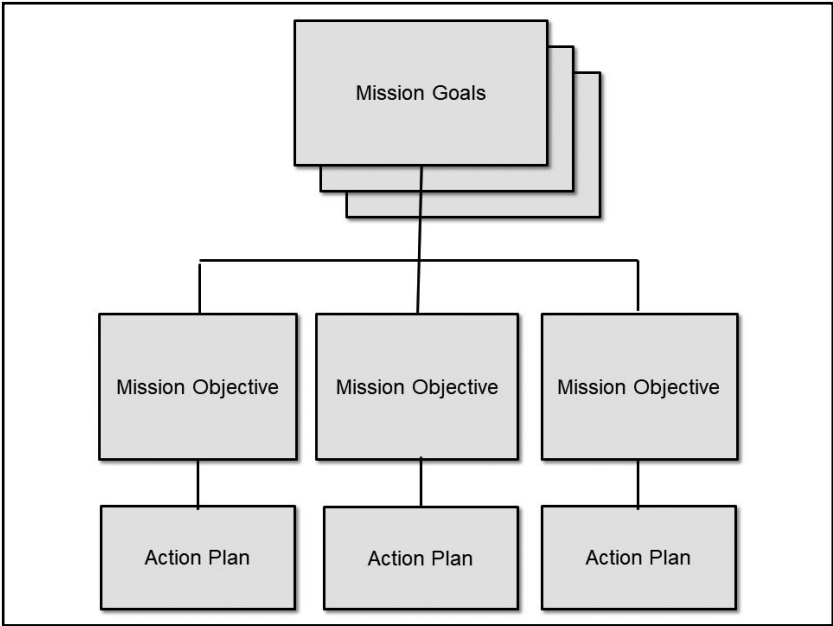


Figure 3-3. Integrated Country Strategy Framework.⁷

For example, the ICS for Moldova, approved on 27 May 2022, has three mission goals:

- Promote resilient democratic institutions and respect for the rule of law.
- Foster inclusive and western-oriented economic growth and development.
- Promote a self-sufficient security sector that defends Moldova's territorial integrity, builds trust with the citizenry, protects U.S. citizens in Moldova, and contributes to regional stability including through participation in international peacekeeping operations and supporting disaster relief efforts.

Each goal has a brief description that explains why it is important and of the supporting objectives which describe linkages to the NSS and the risks of not achieving the goal.

It is important to note clear institutional differences in the importance of plans and planning between DOD and DOS. Within an Embassy or State Department Office, those who plan are the same people who implement those plans. Plans are used to provide general policy guidelines and lines of effort, but when conditions or policies change, the State Department has great flexibility to adapt.

The DoS website at <https://www.state.gov/integrated-country-strategies/> has unclassified versions of each mission's ICS.

Development is a lot cheaper than sending Soldiers.

– Secretary of Defense Robert Gates

United States Agency for International Development Country Development Cooperation Strategies

USAID produces country development cooperation strategies (CDCS) and regional development coordination strategies (RDCS). These documents provide a process of monitoring, evaluating, and adjusting to reach the overarching goals of the host country becoming stable and prosperous members of the international community. The planning process includes in-depth social and cultural, environmental, and economic analysis that considers the views and commitment of the country or region along with local and international development partners.

The CDCS framework includes an overarching goal, and development objectives (DOs) that include assumptions and risk factors. Every DO has intermediate results and possibly sub-immediate results that, when accomplished, can support the successful completion of the objective.⁸ For example, the CDCS for Armenia 2020-2025 available on the USAID website,

has the DOs of advancing democratic transition and enhancing economic security with IRs and sub-IRs as shown in Figure 3-4.



Figure 3-4. Country Development Cooperation Strategies for Armenia 2020-2025.⁹

¹ Andrews, Phillip, Center for Army lessons Learned (CALL) Strategic Operations Analyst, 23 March 2023.

² Department of Defense Directive (DoDD) 5132.03, DoD Policy and Responsibilities Relating to Security Cooperation, Office of the Under Secretary of Defense for Policy, 29 December 2016.

³ Joint Publication (JP) 5-0, Joint Planning, 1 December 2020.

⁴ Department of State, Integrated Country Strategies, accessed 23 March 2023, <https://www.state.gov/integrated-country-strategies/>.

⁵ Joint Strategic Plan, U.S. Department of State, accessed 15 May 2022, <https://www.state.gov/joint-strategic-plan/>.

⁶ Integrated Country Strategies Guidance and Instructions, U.S. Agency for International Development, accessed 7 April 2022, https://pdf.usaid.gov/pdf_docs/PBAAD414.pdf.

⁷ USAID, Integrated Country Strategy Guidance & Instructions, accessed 23 March 2023, https://pdf.usaid.gov/pdf_docs/PBAAD414.pdf.

⁸ USAID Operational Policy, The Automated Directive Systems (ADS), accessed 1 June 2022, <https://www.usaid.gov/who-we-are/agency-policy>.

⁹ USAID, Country Development Cooperation Strategy, Armenia, accessed 23 March 2023, <https://www.usaid.gov/armenia/cdcs>.

CHAPTER 4

Embassy Organization: Embassy Structure Other Organizations

Embassies are the focal point for U.S. government representatives in foreign countries. The embassy is normally in the capital; however, there may also be constituent posts, known as consulates generals or consulates, established in other cities depending on the size of the country and the need to extend its services across a larger area. Collectively, the U.S. presence in a foreign country is referred to as a mission.

The chancery is the main building on the embassy ground that houses the Ambassador's office. Large embassies often have annexes within the compound. The staff normally live in apartments or houses within the local community but may stay within the embassy grounds, if necessary, because of security concerns. The embassy and consulates are considered part of U.S. territory; however, the host country is responsible for protecting the outside perimeter.

Collectively, the Country Team consists of representatives and staff of the government agencies and organizations resident within the mission, as well as the various sections and offices that align with the various Department of State (DoS) bureaus and career tracks. Embassy and consulate staffing is made up of the interagency group consisting of foreign service officers (FSOs), Attachés from other U.S. agencies such as DOD or the Department of Justice, and locally employed staff (LES) that carry out the daily responsibilities of the embassy or consulate.

The physical size of the embassy, staffing, and organization varies based on location and the diplomatic requirements particular for each host nation. There is an adage that states, "If you've seen one embassy, you've seen one embassy." Figure 4-1 shows the organization of a generic country team with the positions which may be represented in some form. Small embassies or consulates may only have one FSO and an LES representing a section where larger embassies or consulates may have much larger numbers.

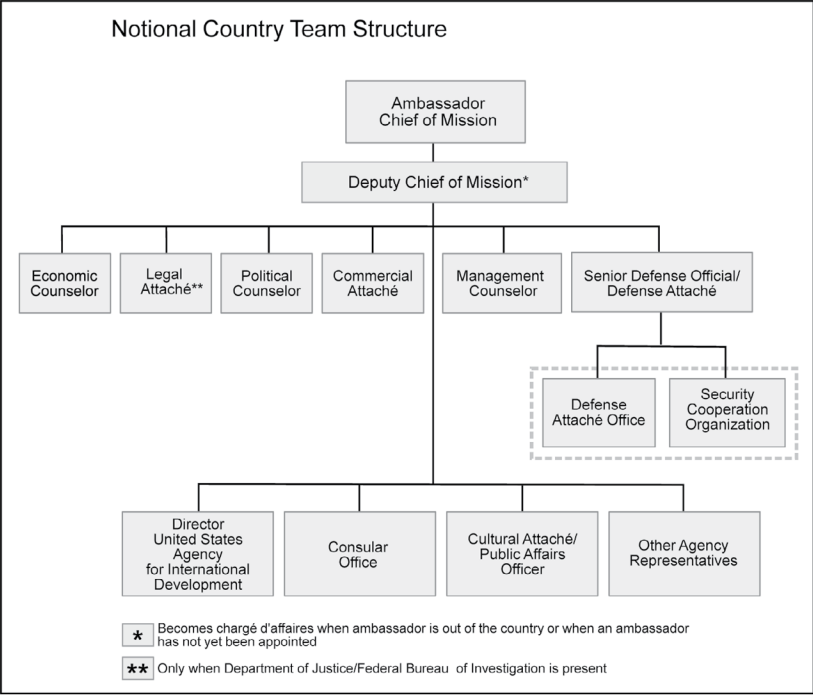


Figure 4-1. Notional Country Team Structure.¹

The ambassador, as the President’s personal representative with powers extraordinary and plenipotentiary, is the head of the country team which consists of the deputy chief of mission, section heads of all the departments or U.S. government organizations within the embassy, and other personnel as the ambassador desires. The country team meets on a regular basis and is responsible for conducting interagency coordination in the planning and implementation of foreign policy activities and operations within the country. Members outside of the DoS are responsible for informing and coordinating their actions with their parent organization. Local issues that have regional or world-wide implications may rise to the national level for resolution.

As permanently established interagency organizations, country teams represent the single point of coordination, integration, and synchronization of security cooperation activities supported by combatant commands and the theater army.

– Field Manual (FM) 3-0, *Operations*, 1 October 2022

Embassy structure

Ambassador/Chief of Mission

The ambassador, also known as the chief of mission (CoM), is the personal representative of the President and the highest-ranking U.S. diplomat in the country. Ambassadors are responsible for all U.S. policy and interagency actions within the country. The ambassador is either a career FSO or political appointee of the President. The number of career versus political appointees vary by administration but between 60 to 70 percent are career foreign service. Ambassadors are the most visible representative to the host nation and the chief spokesperson for the U.S. government at the embassy.²

Section 207 of the Foreign Service Act of 1980 codifies the authority of the CoM and provides considerable power and authority over what happens within the embassy. The CoM is authorized to see all communications, except for some by the CIA, conducted by the departments and sections within the embassy. Ambassadors can expel or deny entrance of U.S. government executive branch employees from the country. Executive branch agency employees, with the exception for personnel working under the command of a military area commander, working in the country must keep the CoM informed of their activities and comply with all directives.

Additional information on military members and organizations under CoM authority can be found on the Foreign Assistance Manual (FAM) website at <https://fam.state.gov/>.

Deputy Chief of Mission

The Deputy Chief of Mission (DCM) is like an executive officer or deputy commander within the military. DCMs are second in charge and responsible for the management of embassy operations and ensures the country team works together in support of the Chief of Mission. The DCM plays a key role in planning major events, such as presidential and senior government official visits. They also look after work-life balance and quality of life issues within the embassy and broader staff.³

Chargé d' Affaires

The Chargé d' Affaires, or often referred to as the “Chargé” is the person, usually the DCM, becomes the Chief of Mission in the absence of an ambassador. This person has the same rights, privileges, and authority as an ambassador, but not the formal rank.⁴

Consul Generals

Consul Generals (sometimes known as CGs) are subordinate to the ambassador and are in charge of individual U.S. Consulates General (or Consulates) that may be in the country. In some cases, such as in China, there are several Consulates General located in the country, with each headed by a Consul General who is the Principal Officer at the respective Consulate General and who reports to the Ambassador through the Deputy Chief of Mission. Each consulate in a country has responsibility for official U.S. government interactions within a specific area of responsibility.

Also, sometimes confusingly, in the context of an embassy, Consul Generals are the most senior consular officers and oversee the Embassy's consular section (U.S. citizen services and visa) and provide guidance and oversight of the consular sections at any Consulate General or Consulates present in the country. The Consul General at the Embassy, therefore, is responsible for overseeing Mission-wide consular operations.

In countries where the U.S. not only has an embassy but also one or more consulates, embassy staff who wish to travel for official purposes to one of the consular districts overseen by a Consul General should reach out to the consulate in advance. If official meetings are planned, it is wise to inquire if a representative from the consulate would like to attend the meeting. Attending could be simply for awareness or for reporting purposes. Even if the consulate decides not to send a consulate representative, it is good form for the visiting embassy official to offer to provide a briefing before the meeting and/or an after-action report following the meeting, depending on the wishes of the Consul General. Either way, much like an ambassador will be furious to find out a U.S. government representative was in country meeting with host government officials without his or her knowledge, a Consul General will feel similarly about an embassy representative traveling officially to his/her consular district without advance coordination.

– Senior Foreign Service Officer

Regional Security Officer

Regional Security Officers (RSOs) are sworn federal law enforcement officers responsible for the safety and security of all diplomatic personnel, facilities, and classified information. They are the focal point for all force protection matters and publish emergency action plans (EAPs) that cover actions in natural disasters, civil unrest, and other emergencies. The RSO supervises the U.S. Marine Security Guard Detachment (MSGD) if one is present at the mission. The RSO provides an introductory security orientation briefing to all newly assigned embassy personnel.⁵

Office Management Specialist

Office management specialists perform a wide range of administrative, operational, and technical program support throughout the Embassy and to the ambassador and DCM. Their functions may include running the embassy front office and providing general support of oversight of office budgets, planning, and scheduling meetings, and preparing written materials.

Management Section

The management section is responsible for daily embassy operations and all Chief of Mission authority USG employees in the country to include logistics, administrative, human resources, medical services, financial matters, the motor pool, facilities, and residences.

Political Section

The political section is the Ambassador's primary advisor on political issues within the country and reports on the host country's internal political developments and external relations and seeks to advance bilateral and multilateral U.S. policy objectives. Political officers are the main interlocutors with the host country's ministry of foreign affairs. Like their economic officer colleagues, they work to build relationships within government, business, non-governmental organizations, and academia. Their reporting analysis informs U.S. policy formulation.

Public Diplomacy

The public diplomacy section is the official spokesperson for the Ambassador on USG messaging in the country and engages with media and local organizations to promote U.S. interests. They also manage culture and information programs to increase foreign understanding of U.S. society.

Consular Section

The embassy's consular section is headed by a Consul General and assists U.S. citizens in the host nation and facilitates the adjudication of visas, passports, reports of birth, other documents, and notarial services. Consular officers provide emergency services to citizens by visiting them in jail and hospitals, assisting U.S. citizen families arranging repatriation of remains and effects following an American death overseas, and assisting with evacuation in conflict or natural disaster.

Economic Section

The economic section is the Ambassador's primary advisor on economic issues within the country and promotes U.S. financial, economic, and commercial interests by building relationships with their counterparts in the business, government, banking/finance, and academia realms. Economic officers are the main interlocutors with the host country's ministry of finance and central banks. Their reporting and analysis inform U.S. economic and trade policy.

Medical Professionals

Under the management section, the Bureau of Medical Services provides regional medical officers (RMOs), nurse practitioners, physician assistants, psychiatrists, and laboratory technicians to support embassies and consulates. The number and specialties of the medical providers is based on the size of the mission and capabilities of local healthcare and additional information can be found at <https://careers.state.gov/career-paths/worldwide-foreign-service/specialist/medical-and-health/>.

Senior Defense Official/Defense Attaché

The Senior Defense Official/Defense Attaché (SDO/DATT) is the CoM's principal diplomatically accredited military advisor and representative of all Department of Defense (DoD) elements within the country team, except for the Marine Security Guard detachment. The SDO/DATT is the single point of contact for all DoD elements working within or from the embassy.⁶ Department of Defense Directive (DoDD) 5205.75, *DoD Operations at U.S. Embassies* covers the duties and responsibilities of the SDO/DATT.

Defense Attaché Office

The Defense Attaché Office (DAO) consists of service attachés as representatives of the military services in the host country. The Defense Intelligence Agency manages the Defense Attaché System, which oversees DAO staffing at embassies. The DAO will manage security assistance programs if there is not a security cooperation organization (SCO) within the embassy organization.⁷

Security Cooperation Organization

The SCO is the DoD entity in the embassy responsible for overseeing security cooperation and security assistance (SA) with the host nation. SCO functions and responsibilities may vary at each embassy.

SCO is a generic term. The actual name varies by embassy although the duties and responsibilities are basically the same. Some of the more common names are U.S. Military Advisory Group, Office of Defense Cooperation, and Office of Military Cooperation. The Foreign Affairs Handbook, 2 FAM-2 H-113.2 CoM *Authority and the Department of Defense*, subparagraph b, provides a partial list of SCO names. Check the embassy website or contact the SCO directly to confirm the correct name.

The four main sources of authorities come from U.S. laws, DoD policy and instructions, Defense Security Cooperation Agency guidance, and from the supporting geographic combatant command (GCC).⁸ The SCO manages both SA and SC activities which fall under different legal authorities. SA programs fall within the DoS under Title 22 of the U.S. Code and authorized by the Foreign Assistance Act of 1961, the Arms Export Control Act of 1976, or other appropriation acts. Additionally, SA provides defense equipment, education and training, and other defense-related services. DoS owns and manages these programs but are executed by the DoD due to their military nature.

SC falls under Title 10 of the U.S. Code and the National Defense Authorization Act. These programs provide defense articles, training exercises, information exchanges, and defense relationship building events.⁹

The SDO/DATT directly supervises the SCO, which works under the authority of the CoM. The GCC maintains administrative control over SCO personnel for evaluations, financial and personnel records. The SCO is responsible to the GCC for providing input into the theater campaign plans and the country-specific annex. The SDO/DATT resolves any conflicts in guidance or priorities between the CoM and GCC to balance the requirements and available resources.

SCO staffing varies by embassy based on the SA and SC workload. Defense Security Cooperation Agency (DSCA) and the GCC utilize the Joint Manpower Program to determine and validate staffing requirements. DoD monitors the number and type of personnel (military, civilian, contractor, and LES) in a SCO through an annual reporting requirement. The GCC submits manpower changes approved by the CoM through DSCA to the Joint Chiefs of Staff for final approval. Department of Defense Instruction (DoDI) 5132.13, *Staffing of Security Cooperation Organizations (SCOs) and the Selection and Training of Security Cooperation Personnel* covers SCO staffing.

SCO offices may be located within the embassy, a separate building nearby, or within the host nation ministry of defense. The type, funding, and number of security cooperation programs in the host country determines the size of the SCO. Personnel staffing may include a mix of military, contractor, and locally employed staff.

The National Guard State Partnership Program (SPP) is a security cooperation program that pairs U.S. states with foreign countries in enduring relationships to conduct engagements and capacity building events in support of national security objectives. The state will assign a bilateral affairs officer to the SCO to assist with planning and executing training and engagement events conducted by the state. The SPP is executed by the National Guard Bureau and coordinated with the GCC and CoM of the partner country. More information is at <https://www.nationalguard.mil/Leadership/Joint-Staff/J-5/International-Affairs-Division/State-Partnership-Program/>.

Locally Employed Staff

Embassies employ foreign nationals and resident U.S. citizens eligible to work in the country to support the mission. They provide local knowledge and contacts and may serve many years in their position. Their capabilities and years of knowledge may result in them having significant responsibilities in overseeing programs and functions. The RSO vets locally employed staff (LES) but they do not possess security clearances that allows access to classified information.

The types of positions vary. LES roles include assistants in any of the embassy sections, or in office or program management, professional positions, security guards, drivers, or various other skilled trades. There is no single source of open LES positions. Each embassy website maintains job openings and application procedures. Typically, the number of LES at an embassy or consulate far exceeds the number of American staff.¹⁰

Other Organizations at the U.S. Embassy

United States Agency for International Development

The amount, type, and complexity of U.S. assistance determines U.S. Agency for International Development (USAID) representation in the host country. A mission director is usually the head of the USAID contingent of FSOs and local staff. A mission Military-Civil Coordinator (MC2) manages DoD engagement and facilitates military cooperation with USAID specialists in non-disaster operations.¹¹ They are the point of contact for any DoD-USAID coordination when present at a mission.

Federal Bureau of Investigation

The Federal Bureau of Investigation (FBI) maintains legal attaches (sometimes known as legats) in 93 offices in U.S. embassies and consulates around the world. The agents work with local and international authorities to share information, investigate, and apprehend criminal and terrorist organizations that threaten U.S. national security. Agents will also conduct training with the host nation's law enforcement officials to build interoperability and capacity.¹² Additional information is available on the FBI website at <https://www.fbi.gov/>.

United States Department of Agriculture

The Foreign Agricultural Service (FAS) within the United States Department of Agriculture (USDA) maintains FSOs at embassies to facilitate trade and represent the interests of the U.S. agricultural sector. The agricultural attaché promotes and expands access for U.S. products in the host nation. They also provide non-emergency food aid and technical assistance to foreign countries. The agricultural attaché is focused on promoting U.S. interests and products where the USAID agricultural officers are interested in host nation development.¹³ Additional information is available on the USDA website at: <https://www.fas.usda.gov/>.

Marine Security Guard Detachment

There are 2,450 Marine Security Guards at 150 missions around the world.¹⁴ A staff sergeant (E-6) or above leads the Marine Security Guard Detachment (MSGD), which works with the RSO to protect sensitive information and facilities. The MSGD also assists the RSO with controlling access to embassy grounds and responding to bomb threats; demonstrations; and nuclear, biological, and chemical attacks. MSGs report directly to the RSO (not to the SDO/DATT) and are under COM authority.¹⁵

Local Law, Diplomatic Immunity, and Status of Forces Agreements

Diplomatic Immunity. Diplomatic immunity for specific members of the embassy staff has a basis in international law. The two primary international agreements are the Vienna Convention on Diplomatic Relations (VCDR) of 1961 and the Vienna Convention on Consular Relations (VCCR) of 1969.

The embassy staff and close family members are typically subject to privileges and immunities from local laws based on their status as accredited members of a diplomatic mission or consular post. Being an accredited member requires several factors: the individual lives in the metropolitan area, works at least 90 consecutive days, are employed full-time (at least 35 hours per week), and

their work supports the diplomatic mission. There are several limitations to diplomatic immunity. Diplomats must still obey local laws and pay speeding and parking tickets that result in a fine but not a court appearance. The ownership of real or personal property, other than within an official capacity, is not protected from litigation. LES are citizens and residents in the host country and not typically provided diplomatic immunity.

The Foreign Affairs Manual at <https://fam.state.gov/> and the DoS website at <https://www.state.gov/> provides additional information on diplomatic immunity.

Status of forces agreements (SOFAs). SOFAs address the status of U.S. armed forces and the application of local laws within a country. Most of these are bilateral agreements but some, such as within the North Atlantic Treaty Organization (NATO) countries, are multilateral. SOFAs also may cover taxes and fees, customs regulations, wearing of uniforms, carrying of weapons, and driver's licensing. SOFAs are only applicable during peacetime and become void in time of war.

A SOFA does not provide the same protection as diplomatic immunity. The agreement may designate exclusive or shared jurisdiction with the signatory country over prosecuting criminal and/or civil offenses by U.S. personnel. The U.S. and host country often share jurisdiction with each having specific areas of responsibility. A country may request the other signatory waive jurisdiction based on the circumstances of the offense, but it does not have to be honored.¹⁶ The Office of Security Negotiations and Agreements in the U.S. Department of State Bureau of Political-Military Affairs is responsible for leading the negotiation and signing of SOFAs. A list of current SOFAs can be found on the DoS website at <https://www.state.gov/>.

Table 4-1. Rank Equivalents: Military/Civilian/Foreign Service Officer.

Foreign Service Grades	Diplomatic Title	Consular Title	Military Equivalent Rank	Civil Service Equivalent	NATO
Career Ambassador	Ambassador		General/Admiral	SES-6	OF-9
Career Minister (FE-CM)	Ambassador; Minister-Counselor	Consul General	Lieutenant General/ Vice Admiral	SES-5	OF-8
Minister Counselor (FE-MC)	Ambassador; Counselor	Consul General	Major General/ Rear Admiral (Upper Half)	SES-3 & SES-4	OF-7
Counselor (FE-OC)	Counselor	Consul General/ Consul	Brigadier General/ Rear Admiral (Lower Half)	SES-1 & SES-2	OF-6
FSO-1	Counselor; First Secretary	Consul General/ Consul	Colonel/Captain	GS-15	OF-5
FSO-2	First Secretary	Consul	Lieutenant Colonel/ Commander	GS-13 & GS-14	OF-4
FSO-3	Second Secretary	Consul	Major/ Lieutenant Commander	GS-12	OF-3
FSO-4	Second Secretary	Vice Consul	Captain/Lieutenant	GS-10 & GS-11	OF-2
FSO-5	Third Secretary	Vice Consul	1st Lieutenant/ Lieutenant Junior Grade	GS-8 & GS-9	OF-1
FSO-6	Third Secretary	Vice Consul	2nd Lieutenant/Ensign	GS-7	OF-1
<p>Foreign Services Grades</p> <p>CMSFS-CA. Career Member of the Senior Foreign Service, Personal Rank of Career Ambassador</p> <p>CMSFS-CM. Career Member of the Senior Foreign Service, Class of Career Minister</p> <p>CMSFS-M-C. Career Member of the Senior Foreign Service, Class of Minister-Counselor</p> <p>CMSFS-C. Career Member of the Senior Foreign Service, Class of Counselor</p> <p>CMSES. Career Member of the Senior Executive Service</p> <p>FSO. Foreign Service Officer</p>					

¹ Joint Publication (JP) 3-22, Foreign Internal Defense, 17 August 2018, accessed on 2 February 2021.

² Inside a U.S. Embassy: Diplomacy at Work, Edited by Shawn Dorman, Washington DC: Foreign Service Books, 2011.

³ Ibid.

⁴ Special Operations Forces Interagency Reference Guide, Joint Special Operations University, The JSOU Press, MacDill AFB, FL, April 2020.

⁵ Security Cooperation Management, (Green Book), Edition 41, Defense Security Cooperation University, May 2021.

⁶ Field Manual (FM) 3-22, Army Support to Security Cooperation, United States Army Combined Arms Center, 22 January 2013.

⁷ Special Operations Forces Interagency Reference Guide, Joint Special Operations University, The JSOU Press, MacDill AFB, FL, April 2020.

⁸ Security Cooperation Organizations Overseas, Security Cooperation Management (Green Book), Edition 42, FY2022, Defense Security Cooperation University, accessed 12 November 2022, <https://www.dscu.edu/documents/publications/greenbook/04-Chapter.pdf?id=1>.

⁹ Security Cooperation Overview and Relationships, Electronic Security Assistance Management Manual, Defense Security Cooperation Agency, accessed 12 November 2022, <https://samm.dsca.mil/>.

¹⁰ Mobley, Terry, Diplomacy Chair, U.S. Army Command and General Staff College.

¹¹ Joint Guide for Interagency Doctrine, 4 November 2019, accessed 6 July 2022, https://www.jcs.mil/Portals/36/Documents/Doctrine/Interorganizational_Documents/jg_ia.pdf.

¹² Special Operations Forces Interagency Reference Guide, Joint Special Operations University, The JSOU Press, MacDill AFB, FL, April 2020.

¹³ Inside a U.S. Embassy: Diplomacy at Work, Edited by Shawn Dorman, Washington DC Foreign Service Books, 2011.

¹⁴ Marine Security Guards, Department of State, accessed 6 July 2022, <https://www.state.gov/marine-security-guards/>.

¹⁵ Ibid.

¹⁶ Mason, R. Chuck, Status of Forces Agreement (SOFA): What Is It, and How Has It Been Utilized? Congressional Research Service, The Library of Congress, June 18, 2009.

CHAPTER 5

Lessons for Military Personnel Working with American Embassies

Communication with the Security Cooperation Office

Maintaining contact with the Security Cooperation Office (SCO) during planning and execution of a training or assistance mission is essential for success. The SCO can provide information on funding, lodging, transportation, security, partner nation contacts, and cultural considerations. Furthermore, the SCO can help synchronize the military actions with the integrated country strategy (ICS) and theater security cooperation plan. Additionally, the SCO will keep the Senior Defense Official/Defense Attaché (SDO/DATT) and other departments within the embassy that may have an interest or a supporting role in the military mission.

The SCO will have a list of hotels and sources of transportation vetted by the Regional Security Officer (RSO) for U.S. personnel. There may be U.S. Embassy rates for hotels that meet per diem requirements and are not always available to the public.

While serving as senior defense official, I cancelled a significant joint combined exchange training event due to the inability of the U.S. military team to provide support of its logistical and administrative requirements. In past iterations, the unit got used to using unauthorized embassy resources including services, employee time, and amenities. Though they had been briefed on their embassy requirements along with the limited nature of the authorized support, their expectation was that the embassy was there to support their mission regardless. I also found this to be a common perspective with many visiting military personnel in other countries where I served. A new partner was found with the U.S. Marine Corps, who initiated their engagement by sending a dedicated staff officer to work in the SCO [Security Cooperation Office]. His first meeting was to understand the country team, its people, organization, mission, and to shape the relationship with the embassy as well as the host nation for the long haul. They were highly successful in achieving and sustaining their goals.

– Former Senior Defense Official/Defense Attaché-SCO¹

Communication with the SCO is very important during the planning and execution of a military event. Military members should consider:

- Conducting in-person or virtual meetings during planning to discuss the mission concept, security considerations, purpose of the engagement, and expected outcomes.
- Meeting with the SCO once arrived in the host country to review team status, mission objectives, agenda, security updates, transportation, and life support plans. Additionally, confirm the information, time, and method of transmission if the SCO wants updates during the event.
- Arranging an out brief with the SCO at the event's conclusion to discuss if the engagement met desired objectives, any concerns, and recommendations for future engagement.
- Including the SCO in distributing the executive summary or trip report from the engagement.

Communication with the Ambassador

Ambassadors are the President's direct representative in-country. This holds true even in small embassies where country team members have frequent contact with the ambassador. The military personnel serving in the embassy should consider the ambassador to be the equivalent of a four-star general and embassy staff will rise when an ambassador enters the room. Any invitation from the Ambassador, unless specified otherwise, is considered a command performance.²

The Ambassador, as Chief of Mission, defines the priorities and work culture at the embassy. Some ambassadors prefer direct engagement with embassy staff while others may leave this to the Deputy Chief of Mission (DCM). Some ambassadors are personally involved with diplomatic matters conducted by the embassy sections, others delegate responsibility to a department head. Smaller embassies are naturally more of a flat organization with staff members having numerous opportunities to interact with senior officials. Most ambassadors will have excellent personal relationships with the host country's senior-most leaders, including the president or prime minister, the foreign minister, and the defense minister.

Some ambassadors may fully embrace the Department of Defense (DoD) mission and what it brings to the diplomatic effort while others may be cautious of the military presence or have differences of opinions on defense security issues.³ Military members should understand the ambassador's leadership style and expectations of the embassy staff. It is important to be able to explain how DoD supports and enhances the ambassador's foreign policy objectives as a member of the interagency team. New embassy staff should seek advice from other country team members on how to integrate into the embassy's leadership culture.

Military personnel under combatant command authority must understand that ambassadors have a large amount of influence over their actions even without being in the direct chain of command. Ambassadors typically have a close relationship with the global combatant command that shares responsibility for their country. An e-mail or phone call about an uncooperative or disruptive military member can cause significant repercussions and corrective action that can result in expulsion from the country.

Foreign Service Officer and Military Service Career Tracks

Members of the military and diplomatic professions have chosen careers where service to the country and its well-being is a key attraction. Both have a recruitment and selection process that consider candidate qualifications and overall suitability for service. The oath of office taken by commissioned military officers and foreign service officers (FSOs) are identical.

A bachelor's degree is a requirement for entry as an FSO with an expectation that a graduate degree is desired for continued career progression. DoD and Department of State (DoS) both have organizations focused on initial and continuing education. The Foreign Service Institute (FSI) is located at the National Foreign Affairs Training Center (NFATC) in Arlington, VA, and offers more than 800 resident and distance-learning courses for the DoS and foreign service community.

New FSOs often have years of experience and a graduate degree as they begin their government service; however, they also attend a six-week orientation program, known as the A-100 course, and language classes in residence before going on their first assignment.⁴ Once initial FSO training is complete and the officer has been tenured (within the first five years from hire), there are no subsequent formal education requirements other than those specific to further assignments. In advance of each overseas posting, an FSO can expect to take at least two or three courses at the NFATC. These may include long-term intensive language training of anywhere from 36 weeks to 2 years as well as courses associated with the onward assignment. These courses include those in consular, political, or economic tradecraft. Employees may attend additional courses in person, in a blended environment, or virtually to help them prepare for a new assignment or expand professional knowledge to help their career progression. Graduate school costs are normally the responsibility of the individual, though many senior officers (FS-02 and FS-01 / O5 and O6 equivalents) receive master's degrees at senior military educational institutions and war colleges.

The DoD is different in that there is a set track of professional education and training throughout a member's career based on their specialty, which may also include fully funded graduate school. Successful completion of these required courses is mandatory for promotion and future assignments. Courses at the intermediate and senior levels expose military members to the interagency so they are familiar with its role in national defense.

Attending education and training with FSOs allows military members to develop personal relationships, become familiar with the diplomatic profession, and understand the foreign service culture. Military members can attend FSI courses on a reimbursable basis. The FSI website provides a course catalog with information on how personnel outside of the DoS may attend. FSOs may have the opportunity to attend military education courses, normally at the intermediate level of education or at a senior service college.

Permanent versus Temporary Presence

One difference between DoD and DoS within the embassy team is the interpretation of time. Managing the foreign affairs within a country is a mission that never ends. The DoS takes a long-term view when conducting diplomacy and representing U.S. interests with foreign governments. Building relationships and trust with foreign counterparts takes time and prolonged effort. Success, in some cases, involves just maintaining a presence and dialogue.⁵

The ICS states objectives in general terms, which allows room for assessing progress. ICS uses verbs such as increase, expand, and maximize when describing objectives but does not typically designate an amount or percentage to measure against to measure progress.

While DoD may have a persistent presence within the country team, military efforts within a country are often project based with a defined goal or end state such as selling a piece of equipment, conducting a training event, or planning participation in an exercise. Military representatives will typically seek to demonstrate positive movement toward completing the task, then moving on to the next.

Army and joint doctrine include assessments as part of the operations process to influence future planning and commander decision making. Objectives may designate reporting percentages or numbers through the military chain of command to measure progress. Being aware of this different view on time and measurement of achieving objectives is important when working in an interagency environment.

Military and nonmilitary activities tend to differ in their calculability. While many components of economic development, such as miles of road built and kilowatt hours of electricity generated, can be straightforwardly counted, or measured. Many critical non-security outputs such as political accommodation, progress toward reconciliation, legitimacy of governing institutions, and cooperation from neighboring states are more likely to be intangible. This is not to say that empirical indicators cannot be identified, but these are highly subjective constructs that are more difficult to measure than the size of the area under military control or friendly, enemy, and noncombatant casualty rates for example.

– Christopher M. Schnaubelt⁶

The U.S. military has extensive hierarchical joint and service publication programs that provide the fundamental principles on how the armed forces are trained, organized, equipped, and how these forces conduct operations. Doctrine manuals, regulations, directives, and instructions cover how DoD conducts security cooperation, multinational operations, and interagency cooperation. All these sources help fill knowledge gaps when faced with unfamiliar missions or circumstances involving DoD interaction with DoS and United States Agency for International Development (USAID).

The DoS does not have a formal doctrine program like that in the military. However, the Foreign Affairs Manual and Foreign Affairs Handbooks (FAM/FAH) available at <https://fam.state.gov/> is a source of information on the organization, policies, and procedures of the foreign service. The website provides a search function to easily locate key words and subject areas.

In a similar manner, the Automated Directives System (ADS), used by USAID, provides policies and procedures that guide their programs and operations. The ADS is available at <https://www.usaid.gov/about-us/agency-policy>.

Another source is the American Foreign Service Association (AFSA), which provides publications, outreach, and resources to assist foreign service professionals. AFSA publications are available on their website at <https://afsa.org/>. The book *Inside a U.S. Embassy: Diplomacy at Work*, published by Foreign Service Books is a terrific resource to understand the foreign service career and working in an embassy.

When preparing for work at an embassy, military members should build a solid base of knowledge by reviewing online resources such as FAM/FAH and ADS. Both sites have search engines that provide an easy way to research topics of interest. However, it is important to remember that daily operations are unique to each embassy.

Communication with the Embassy Staff

The DoS view on producing and disseminating information throughout the organization differs from the military. A significant part of an FSO's job requires analyzing and making policy recommendations based on knowledge and interaction with the host nation. State Department offices in Washington, DC receive these reports via official cable communication to help senior officials formulate strategic policy decisions. The FSO's ability to produce clear and concise documents with proper grammar and style is a critical skill that receives thorough scrutiny.⁷

In contrast to DoS communications, the military emphasizes brevity and often relies on PowerPoint briefings and short papers that use bullet points to express main ideas. There is also a tendency to communicate, both verbally and in writing, with a prolific use of jargon, abbreviations, and acronyms. This may be acceptable within the military, but it can severely hinder the communication of information and recommendations within an interagency environment.⁸ For example, a military member may refer to important information the ambassador may need to know as a commander's critical information requirements (CCIR). CCIR is a widely used DoD acronym defined in military doctrine as, "an information requirement identified by the commander as being critical to facilitating timely decision making." However, an interagency office may not understand this acronym.⁹

Military personnel must understand how interagency organizations communicate, both within the embassy and with other organizations. Information on DoD actions that affect foreign policy, especially negative actions, should come from within the embassy, not from outside, such as through DoS entities in Washington DC. Military personnel need to integrate DoD perspectives into the execution of foreign engagement by simply being a member of the interagency team and providing input and perspective to their civilian colleagues. Additionally, it is important to keep open lines of communication with the country team through scheduled or ad hoc meetings and formal or informal written communication.

When working at an embassy or with an embassy, it is vitally important to coordinate early and often. Additionally, when it comes to embassies, one should also seek to avoid surprises. There is little that can lead to an individual, office, or organization becoming persona non grata more than failure to appropriately coordinate activities with embassy leadership and the relevant offices or sections represented at the embassy.

– Senior Foreign Service Officer¹⁰

The U.S. armed forces' capabilities and resources that may influence a foreign policy issue may be unfamiliar to the country team. The military needs to be prepared to explain in clear and simple terms how the armed forces can be a value-added member of the interagency team, avoiding promises of military support until approved by appropriate authorities. Key factors are to understand the requirement, the operational environment, and communication guidance and translate that knowledge into a military mission that is feasible and supportable with available resources.

Meetings and Decision Making

During embassy meetings, military members should prepare for a variety of subjects and points of view. The Ambassador, embassy section representatives, or related offices in Washington, DC will have opinions and perspectives. Be prepared to discuss and make recommendations in a concise manner that does not appear to be overbearing or demanding. Finding common ground and reaching a consensus across the group may not happen immediately. This may be very frustrating for a military member who is used to summarizing the problem, developing courses of action, then making a recommendation to the commander for decision. Always remember, achieving a short-term goal may complicate or terminate a longer-term relationship – when crockery is broken, it is the embassy that remains in-country to clean it up.

Interagency coordination is complex. Government departments or agencies sometimes embrace differing and even conflicting policies, legal authorities, roles and responsibilities, procedures, decision-making processes, security classification constraints, communications and planning systems, and culture.

– Joint Publication (JP) 5-0, *Joint Planning*,
1 December 2020

The diplomatic response when dealing with a complex problem may be to make incremental steps instead of dramatic action. This approach is suited to the nature of diplomacy, where there may be many variations and approaches to complex and nuanced issues. Moreover, an acceptable option is to do nothing and let the situation develop. Part of the embassy response may include reducing engagement or programs with the host nation to display U.S. displeasure or frustration with their government. Reducing security cooperation programs could be part of the response which may run counter to the theater security cooperation plan but is fully in line with the overall foreign policy stance.¹¹

Rank and Level of Responsibility

Members of the military have an easy time determining seniority in a group of fellow uniformed personnel. Military personnel's uniforms designate their branch of service while insignia openly displays rank and badges denote special skills and units where they serve. Deference to someone of higher rank is typically the norm when it comes to leading meetings and decision making.

Determining seniority and positions of authority is less clear when dealing in an interagency setting. There is a career progression amongst FSOs that is like the military. An employee's leadership position and experience level are readily apparent in smaller embassies. In contrast, large embassies will require additional time to understand seniority and management positions due to the nature of their size.

Military personnel should not try to determine the FSO grade of someone leading a project team and compare how that compares to military rank. An embassy project team leader may be an FSO-5, equivalent to first lieutenant, but is in that position because of their expertise in a particular field. They may hold an advanced degree with extensive experience in the area prior to joining the foreign service. The duties as the team leader may include regular meetings with the ambassador to report on the project and make recommendations for further action. In general, an FSO's grade or rank is more in line with the level of engagement within the host nation government rather than the number of personnel they may manage.¹² Military personnel need to be a good team members and work within the embassy staff to consider military concerns and capabilities in the decision process.

Building Unity of Effort

Military organizations achieve unity of effort by having organizations fall under the responsibility of one commander; however, the nature of working within the interagency environment does not often allow this. The responsibilities of the DoS fall under separate chains of authority from DoD that do not come together until they reach the President of the United States.

Although there are separations of responsibilities, unity of effort is still an important goal, even if it is more difficult. All members of the interagency team must cooperate to work through differences in culture, communications, opinions, and procedures. Close coordination and cooperation will help build mutual trust and shared understanding that brings unity of effort.

Unity of effort can only be achieved through close continuous interagency and interdepartmental coordination and cooperation which are necessary to overcome discord, inadequate structure, and procedures, incompatible communications, cultural differences, and bureaucratic and personnel limitations.

– Joint Publication (JP) 1, *Doctrine for the Armed Forces of the United States*, 25 March 2013 (Change 1, 12 July 2017)

It is important to understand the ICS and the military objectives described in the theater and country plans. Military personnel need familiarity with the objectives and how unit mission supports them. A military team conducting an advisory and assistance mission should be prepared to make recommendations to the SCO for other types of training and equipment that may benefit the partner nation. For example, if a team is providing training on light infantry company tactics, they may notice there is also a gap in wheeled-vehicle maintenance. Providing that insight to the SCO allows for the planning and execution of additional training events that support the overall objective of improving the host nation infantry force capabilities.

Military personnel need to consider ICS objectives in the planning process and include them when writing post-engagement reports, asking about current embassy priorities and other projects within the embassy staff that may benefit from the event. It is important to demonstrate that the military is part of the overall foreign policy effort conducted by the embassy.

Etiquette and Protocol

Military members are familiar with established uniformed service etiquette and protocols but should be prepared for differences when in formal and informal diplomatic settings. A basic knowledge of what to wear, proper table manners, forms of address, and common courtesies demonstrates professionalism and will help build relationships within the diplomatic and host nation communities. Dress requirements stated in an invitation may be formal, informal, business casual, or casual. The time and day of the event also has a bearing on what to wear. For example, an invitation that designates the dress as formal for an event before 6:00 PM may mean a dark suit with white shirt. If the event is after 6:00 PM then a tuxedo, or military equivalent may be appropriate.¹³ Never hesitate to ask. It is also important to note whether military uniforms or civilian equivalent are appropriate. Additionally, military personnel working for an extended basis at an embassy should have civilian and military clothing that covers informal and formal occasions and have a good grasp of the complexities of protocol and etiquette related to the host nation and the diplomatic community. Also note, in most countries, government officials and elites dress much more formally than their equivalents in the United States.

Military training teams in a country on a short-term basis must be prepared to attend meals and ceremonies. Security concerns or the desire to reduce the visible presence of the U.S. military in the country could require civilian clothes instead of uniforms. Determining the appropriate uniforms and civilian clothes to pack should be part of the planning process. The SCO will also be able to provide advice on protocol on specific events planned during the mission.

There are several resources available to assist with navigating through proper protocol and etiquette, which include.

- Department of the Army Pamphlet (DA PAM) 600-60, *A Guide to Protocol*, 14 September 2022, provides a good starting point with basic information. It is military focused but covers official entertainment, ceremonies, order of precedence, forms of address, and a guide to proper dress. One of the more useful parts is the uniform to civilian comparison charts for men and women.
- The Defense Security Cooperation University (DSCU) provides an online course with reference documents on protocol and etiquette at <https://www.dscu.edu/learning-guides>. There is a quick reference guide to help understand men's and women's civilian attire.
- The Foreign Service Institute has published *Protocol for the Modern Diplomat* which provides a wide range of information on protocol and etiquette specific to the foreign service.

Knowing when and when not to engage with the media must be a standard skill for a senior advisor. Most importantly, the advisor must follow country team and military command guidelines in any contact with media. Facing a camera is not the time to freelance.

– Center for Army Lessons Learned (CALL)
Handbook 19-06,

Advising at the Senior Level, 1 February 2019

Key People within the Embassy Staff

Chapter 4 covered the different sections and people that make up the embassy staff. While it is good to be aware of their presence and functions, they do not normally have direct involvement with the military elements at the embassy. However, there are several key members that may have a direct impact on military activities in the host nation. In some cases, such as a training team in the host country for a short time, the interaction will be through the SDO/DATT or SCO. It is important to maintain good relations with the people listed below:

- Ambassador. It is essential to have the full faith, confidence, and trust of the ambassador.
- Deputy Chief of Mission. The DCM may often act as a gatekeeper to the ambassador; therefore, it is a good idea to establish a personal relationship with the DCM to facilitate the free flow of information and counsel.
- Political Counselor or Chief. The head of the political section is the Ambassador's primary counsellor on political and political-military issues and work hand-in-glove with the SCO/DATT.
- Consul General (CG). It is a good practice to ensure the CG is aware of any military engagements or activities in their area. Offer to provide the CG briefings or after-action reports to ensure they have situational awareness and inform their own reporting requirements.
- Office Management Specialist for the Ambassador and DCM. They have no official power but can facilitate access to the ambassador and DCM.
- SDO/DATT and SCO. A military team that will be in the host nation for an extended period conducting a complex mission should consider placing a liaison officer in the SCO to assist with planning and communication.
- Regional Security Officer. It is important to maintain a good relationship and gain the confidence of the RSO. Take their concerns and advice into account and do not become a force protection liability.
- Management Officer. Establishing a good relationship with the management office staff is helpful in gaining support for in facility, contracting, and logistics operations areas.
- Public Affairs Officer. Compare the embassy guidance with that given by the military public affairs officer to see if there are any contradictions. Ask for approved messages, talking points, and anticipated questions and answers to prepare Soldiers for media engagements.
- Locally Employed Staff (LES). Their knowledge of the local culture, host nation government, and inner workings of the U.S. embassy can be a great benefit. LES do not have security clearances, so practice good operational security measures when in their presence.

- ¹ Interview with Andrews, Phillip, Center for Army Lessons Learned Strategic Operations Analyst, 24 February 2022.
- ² Karas, Mark, Reconciling Defense and State Department Cultures at Embassies: A FAO Survival Guide to Working on a U.S. Country Team, Foreign Area Officer Association (FAOA) Journal of International Affairs, 30 October 2020.
- ³ Ibid.
- ⁴ Schake, Kori, “A Robust State Department.” Hoover Institution, 2 September 2011, <https://www.hoover.org/research/robust-state-department>.
- ⁵ Groves, Bryan, “Risk Culture-Similarities & Differences between State and DoD,” InterAgency Journal 3-3 (Summer 2012), Arthur D. Simons Center for Interagency Cooperation, Fort Leavenworth, KS.
- ⁶ Schnaubelt, Dr. Christopher M., Complex Operations and Interagency Operational Art, National Defense University, PRISM 1, No 1, December 2009.
- ⁷ Karas, Mark, Reconciling Defense and State Department Cultures at Embassies: A FAO Survival Guide to Working on a U.S. Country Team, Foreign Area Officer Association (FAOA) Journal of International Affairs, October 30, 2020.
- ⁸ Ibid.
- ⁹ “Interorganizational Cooperation Part 1 of III: The Interagency Perspective,” Joint Force Quarterly 79, 4th Quarter 2015.
- ¹⁰ Interview with Andrews, Phillip, Center for Army Lessons Learned Strategic Operations Analyst, 30 January 2023.
- ¹¹ Karas, Mark, “Reconciling Defense and State Department Cultures at Embassies: A FAO Survival Guide to Working on a U.S. Country Team,” Foreign Area Officer Association (FAOA) Journal of International Affairs, 30 October 2020.
- ¹² Schnaubelt, Dr. Christopher M., Complex Operations and Interagency Operational Art, National Defense University, PRISM 1, No 1, December 2009.
- ¹³ Civilian Diplomatic Attire online course, Defense Security Cooperation University, <https://www.dscu.edu/lg/civilian-diplomatic-attire/index.html>.

APPENDIX A

Interagency Training

Foreign Service Institute

The Foreign Service Institute (FSI) provides a wide range of training and education opportunities to foreign affairs professionals. FSI is comprised of the School of Language Studies, the School of Professional and Area Studies, the School of Applied Information Technology, the Leadership and Management School, the Office of the Historian, and the Transition Center which assists diplomats and their families with moving to overseas posts.

FSI is located at the George P. Shultz National Foreign Affairs Training Center, Arlington, VA, and offers 800 courses with nearly 600 on campus and 250 by distance learning with satellite facilities in the United States and overseas.

More information on FSI and the course catalog is available at <https://www.state.gov/bureaus-offices/under-secretary-for-management/foreign-service-institute/>. Many of the courses are available to non-Department of State personnel on a space available and reimbursable basis.

Joint Special Operations University

The Joint Special Operations University (JSOU) is an accredited academic institution and the center of education for the United States Special Operations Command (USSOCOM). The main campus is located at MacDill Air Force Base, FL, where it offers a range of resident and distance education courses for the joint special operations community.

JSOU offers the Special Operations Forces Interagency Collaboration Course, this course is virtual in a blended format to educate students on the wide range of organizations involved in national security. The course is conducted at the secret level. More information is available at the JSOU course catalog at <https://jsou.edu/Courses/Catalog>.

Defense Security Cooperation University

The Defense Security Cooperation University (DSCU) School of Security Cooperation Studies offers online informational lessons on their learning guides website at <https://www.dscu.edu/learning-guides>. Each subject takes about 60 minutes to complete and includes an instructional video with reference materials for additional information. Certificates are not awarded for completing the courses but are good sources for general information and

professional development. Recommended courses to help military members understand the U.S. embassy organization and culture are:

- Introduction to the U.S. Government Interagency Community
- Security Cooperation Office Roles, Responsibilities, and Relationships
- U.S. Embassy Country Team
- Protocol

United States Agency for International Development

The United States Agency for International Development (USAID) Office of Civilian–Military Cooperation provides a one-day Development in Vulnerable Environments (DIVE 1.0) course to enhance mutual understanding and cooperation by informing defense department personnel on USAID mission, policies, and programs.

APPENDIX B

References

U.S. Military Doctrine

Field Manual (FM) 3-22, Army Support to Security Cooperation.

Joint Publication (JP) 3-08, *Interorganizational Cooperation*, 12 Oct 2016.

JP 3-20, *Security Cooperation*, 9 September 2022.

JP 3-29, *Foreign Humanitarian Assistance*, 14 May 2019.

JP 3-57, *Civil-Military Operations*, 9 Jul 2018.

JP 5-0, *Joint Planning*, 1 Dec 2020.

Department of Defense (DoD)

Complex Operations and Interagency Operational Art, Dr. Christopher M. Schnaubelt National Defense University, PRISM 1, No 1, December 2009, https://cco.ndu.edu/Portals/96/Documents/prism/prism_1-1/5_Prism_37-50_Schnaubelt.pdf.

Defense is From Mars, State is From Venus: Improving Communications and Promoting National Security, LTC Rickey L. Rife, U.S. Army War College, <https://apps.dtic.mil/sti/pdfs/ADA351032.pdf>.

Demystifying the Interagency Process and Explaining the Ambassador's Role, Ronald E. Neumann, InterAgency Journal Vol 6 Issue 3 (Summer 2015), Arthur D. Simons Center for Interagency Cooperation, Fort Leavenworth, KS.

DoD Directive 5205.75 DoD Operations at U.S. Embassies, <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodd/520575p.pdf?ver=2019-02-13-092230-440>.

DoD Instruction 5132.13 Staffing of Security Cooperation Organizations (SCOs) and the Selection and Training of Security Cooperation Personnel, <https://www.esd.whs.mil/Portals/54/Documents/DD/issuances/dodi/513213p.pdf?ver=2019-02-13-093558-623>.

Interorganizational Cooperation, Insights and Best Practices Focus Paper, Deployable Training Division, Joint Staff J-7, April 2018, https://www.jcs.mil/Portals/36/Documents/Doctrine/fp/interorgan_coop_fp.pdf?ver=2018-05-01-101754-133.

Joint Guide for Interagency Doctrine, Joint Doctrine Interorganizational Cooperation committee, 4 November 2019, https://www.jcs.mil/Portals/36/Documents/Doctrine/Interorganizational_Documents/jg_ia.pdf.

Security Cooperation Management, Defense Security Cooperation University, Edition 41, May 2021, <https://www.dscu.edu/greenbook>.

Special Operations Forces Interagency Reference Guide 2020, Joint Special Operations University, The JSOU Press, MacDill AFB, Florida, 8 May 2020, <https://sof.news/publications/sof-interagency-reference-guide/>.

Department of State

Foreign Affairs Manual, U.S. Department of State, <https://fam.state.gov/>.

Integrated Country Strategies, U.S. Department of State, <https://www.state.gov/integrated-country-strategies/>.

Joint Regional Strategies, U.S. Department of State, <https://www.state.gov/joint-regional-strategies/>.

Joint Strategic Plan, U.S. Department of State, <https://www.state.gov/joint-strategic-plan/>.

United States Agency for International Development

Country Development Coordination Strategies, U.S. Agency for International Development, <https://www.usaid.gov/results-and-data/planning/country-strategies-cdcs>.

Field Operations Guide for Disaster Assessment and Response, U.S. Agency for International Development, https://pdf.usaid.gov/pdf_docs/PNACE581.pdf.

Integrated Country Strategies Guidance and Instructions, U.S. Agency for International Development, https://pdf.usaid.gov/pdf_docs/PBAAD414.pdf.

USAID Policy Framework, U.S. Agency for International Development, <https://www.usaid.gov>.

USAID Policy on Cooperation with the Department of Defense, U.S. Agency for International Development, <https://www.usaid.gov/sites/default/files/documents/1866/USAIDPolicyCooperationDoD.pdf>.

Non-government Publications

How to Win Friends in an Embassy, Christina Plumley, The Civil Affairs Association, <https://www.civilaffairsassoc.org/post/how-to-win-friends-in-an-embassy>.

Inside a U.S. Embassy: Diplomacy at Work, Edited by Shawn Dorman, Washington DC: Foreign Service Books, 2011,

Interorganizational Cooperation Part 1 of III: The Interagency Perspective, James C. McArthur et al., Joint Force Quarterly 79, 4th Quarter, 2015, <https://ndupress.ndu.edu/JFQ/Joint-Force-Quarterly-79/Article/621146/interorganizational-cooperationpart-i-of-iii-the-interagency-perspective/>.

Reconciling Defense and State Department Cultures at Embassies: A FAO Survival Guide to Working on a U.S. Country Team, Mark Karas, Foreign Area Officer Association (FAOA) Journal of International Affairs, October 30, 2020, <https://faoajournal.substack.com/p/reconciling-defense-and-state-department>.

Risk Culture-Similarities & Differences between State and DoD, Bryan Groves, InterAgency Journal 3-3 (Summer 2012), Arthur D. Simons Center for Interagency Cooperation, Fort Leavenworth, Kansas.

Strengthening the Relationship Between Embassies and U.S. Special Operations Forces: Part 1, the Current Environment, Wilbur Carter, American Diplomacy, February 2020. <https://americandiplomacy.web.unc.edu/2020/02/strengthening-the-relationship-between-embassies-and-u-s-special-operations-forces-part-1-the-current-environment/>.

Strengthening the Relationship Between Embassies and U.S. Special Operations Forces: Part 2, Five USSOF–Embassy Truths, Wilbur Carter, American Diplomacy, February 2020, <https://americandiplomacy.web.unc.edu/2020/02/strengthening-the-relationship-between-embassies-and-u-s-special-operations-forces-part-2-five-ussof-embassy-truths/>.

This page intentionally left blank.

APPENDIX C

Glossary

ADS	Automated Directives System
AFSA	American Foreign Service Association
ASCC	U.S. Army Service Component Commands
BHA	Bureau of Humanitarian Assistance
CALL	Center for Army Lessons Learned
CCIR	commander's critical information requirements
CDCS	country development cooperation strategies
CG	Consul General
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
COM	chief of mission
DA	Department of the Army
DAO	Defense Attaché Office
DART	Disaster Assistance Response Team
DCM	Deputy Chief of Mission
DIVE	Development in Vulnerable Environments
DO	development objectives
DoD	Department of Defense
DoDD	Department of Defense directive
DoDI	Department of Defense instruction
DoS	Department of State
DSCA	Defense Security Cooperation Agency
DSCU	Defense Security Cooperation University
FAH	Foreign Assistance handbook

FAM	Foreign Assistance manual
FAS	Foreign Agricultural Service
FBI	Federal Bureau of Investigation
FM	field manual
FSI	Foreign Service Institute
FSO	foreign service officer
FSS	foreign service specialists
GCC	geographic combatant command
ICS	integrated country strategy
JP	joint publication
JRS	joint regional strategies
JSOU	Joint Special Operations University
JSP	Joint Strategic Plan
LES	locally employed staff
MSGD	Marine Security Guard Detachment
NATO	North Atlantic Treaty Organization
NFATC	National Foreign Affairs Training Center
NSS	National Security Strategy
RDCS	regional development coordination strategies
RSO	Regional Security Officer
SA	Security assistance
SCO	security cooperation organization
SDO/DATT	Senior Defense Official/Defense Attaché
SOFA	Status of Forces Agreement
SPP	State Partner Program
USAFRICOM	United States Africa Command
USAID	United States Agency for International Development
USCENTCOM	United States Central Command

USDA	United States Department of Agriculture
USEUCOM	United States European Command
USG	United States Government
USINDOPACOM	United States Indo-Pacific Command
USNORTHCOM	United States Northern Command
USSOCOM	United States Special Operations Command
USSOUTHCOM	United States Southern Command
VCCR	Vienna Convention on Consular Relations of 1969
VCDR	Vienna Convention on Diplomatic Relations of 1961

This page intentionally left blank.

This page intentionally left blank.



CENTER FOR ARMY LESSONS LEARNED

10 Meade Avenue, Building 50
Fort Leavenworth, KS 66027-1350



**U.S. ARMY
COMBINED
ARMS CENTER**



**COMBINED ARMS
CENTER - TRAINING**

**NO. 23-05 (730)
2023**

**Approved for Public Release
Distribution Unlimited**