MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
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UNDER SECRETARIES OF DEFENSE
DEPUTY CHIEF MANAGEMENT OFFICER
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ASSISTANT TO THE SECRETARY OF DEFENSE FOR PUBLIC AFFAIRS
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Interim Guidance for the Department of Defense Security Cooperation Workforce Development Program

The attached interim guidance describes the Department of Defense (DoD) Security Cooperation Workforce Development Program (SCWDP). The SCWDP, which is required by 10 U.S.C. § 384, is intended to develop and manage a professional civilian and military workforce to assess, plan, administer, execute, oversee, and evaluate DoD security cooperation (which includes security assistance) programs and activities in an effective, efficient, and strategy-driven manner.

The Director of the Defense Security Cooperation Agency (DSCA) is responsible for developing and managing the SCWDP. DoD components will support DSCA's efforts to that end. The projected timeframe for issuance of final guidance is December 2017.

Robert Story Karem
Performing the Duties of the Under Secretary of Defense for Policy

Attachment:
As stated

cc:
Chiefs of the Military Services
Commandant of the Coast Guard
Department of Defense Security Cooperation Workforce Development Program
Interim Guidance

I. INTRODUCTION

This interim guidance outlines Department of Defense (DoD) efforts to improve the effectiveness of DoD’s security cooperation programs and activities by advancing the professionalization of the security cooperation workforce. To accomplish this, DoD will develop, execute, and administer a Security Cooperation Workforce Development Program (SCWDP) that is mandatory for DoD’s security cooperation workforce. This interim guidance is issued as required by Section 384 of Title 10 of the United States Code (U.S.C.) (Section 384), and is effective until final SCWDP guidance is issued. The projected timeframe for issuance of final guidance is December 2017.

II. BACKGROUND AND PURPOSE

Security cooperation is a critical tool for achieving DoD’s foreign and national security policy objectives. It is essential that DoD personnel performing security cooperation functions possess the skills, knowledge, and experience necessary to carry out those functions in a timely, effective, and efficient manner.

The National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2017 (Public Law 114-328) enacted Section 384, which provides that the Secretary of Defense shall establish an SCWDP to improve the quality and professionalism of the security cooperation workforce. The SCWDP will enable oversight of the development and management of a professional security cooperation workforce supporting security cooperation programs and activities, which include but are not limited to planning, assessment, monitoring, evaluation, execution, and administration.

As outlined in the joint explanatory statement accompanying the NDAA for FY 2017, the SCWDP should ensure, among other things:

(A) Development and rational allocation of qualified and experienced personnel in the workforce;
(B) Appropriate sizing, organization, and chain-of-command of the workforce; and
(C) Appropriate skills and capabilities are developed in the workforce.

III. APPLICABILITY

10 U.S.C. § 301 (Section 301) defines security cooperation programs and activities as “any program, activity (including an exercise), or interaction of the Department of Defense with the security establishment of a foreign country to achieve a purpose as follows:

(A) To build and develop allied and friendly security capabilities for self-defense and multinational operations.
(B) To provide the armed forces with access to the foreign country during peacetime or a contingency operation.
(C) To build relationships that promote specific United States security interests.”
This definition encompasses a broad range of activities and programs, which include but are not limited to:

(A) Contacts between DoD officials and officials of foreign security establishments, not including local national labor negotiations;
(B) Exchanges such as the Defense Personnel Exchange Program;
(C) Partner country participation in exercises;
(D) Education, such as partner country personnel attending professional military education and English language training courses;
(E) Training and equipping, and enabling/supporting activities such as transportation and Building Partnership Capacity (BPC)/Foreign Military Sales (FMS) case management;
(F) Operational support, such as the Coalition Readiness Support Program;
(G) Defense institution building; and
(H) Establishing and fostering intelligence cooperation.

Security cooperation also includes security assistance programs and activities such as the FMS, Foreign Military Financing (FMF), and International Military Education and Training (IMET) programs that are executed by DoD under the Foreign Assistance Act, the Arms Export Control Act, and other authorities generally aligned with the Department of State.

The SCWDP applies to DoD civilian and military personnel who routinely perform security cooperation functions such as those listed above and fall within one of the following categories:

(A) Members of the armed forces and DoD civilian employees working in the security cooperation organizations of U.S. missions overseas.
(B) Members of the armed forces and DoD civilian employees in the geographic and functional combatant commands responsible for planning, monitoring, or conducting security cooperation activities.
(C) Members of the armed forces and DoD civilian employees in the Military Departments and Services performing security cooperation activities, including those activities in connection with acquisition, and with the development of technology-release policies, as well as planning, monitoring, evaluating, and conducting security cooperation activities.
(D) Other military and civilian personnel of DoD agencies and field activities who perform security cooperation activities.
(E) DoD personnel who perform assessments, monitoring, or evaluations of security cooperation programs and activities.
(F) Other members of the armed forces or DoD civilian employees who contribute significantly to security cooperation programs and activities. This includes personnel who perform security cooperation planning, policy oversight, or program management functions in the Office of the Secretary of Defense and the Joint Staff.

The following categories of positions are not part of the security cooperation workforce, and SCWDP certification requirements do not apply to them. There may, however, be security cooperation-related training requirements associated with their positions. Those requirements will be identified by the individual DoD components.
(A) DoD personnel in operational units engaged in intermittent, occasional, or incidental interactions with the security establishment of a foreign country, not substantially accountable or responsible for achieving a purpose(s) defined by Section 301.

(B) DoD attorneys, since they are subject to separate professional licensing requirements. However, security cooperation training opportunities should be extended to them when such training is relevant to their duties, and security cooperation-related training may be made mandatory at the discretion of the supervising attorney.

(C) Contract employees of the DoD, although there may be security cooperation-related training requirements associated with the functions that some contract employees perform in support of DoD security cooperation programs and activities.

(D) DoD personnel performing security cooperation functions such as those listed above on a temporary basis not to exceed 180 days. Those personnel may nonetheless have security cooperation-related training requirements associated with the work they perform.

The SCWDP may apply to some military and civilian personnel who are already part of the Defense Acquisition Workforce under the Defense Acquisition Workforce Improvement Act or other workforce-certification programs. Personnel will participate in all certification and training programs that apply to their position. The Director, Defense Security Cooperation Agency (DSCA), will ensure that requirements for the SCWDP leverage existing certification programs, to the extent possible, to meet program goals and requirements without creating an undue burden on individuals and organizations.

IV. GOVERNANCE

The Director, DSCA, will be responsible for the development and management of the SCWDP and will report through the Under Secretary of Defense for Policy to the Deputy Secretary of Defense on matters related to the SCWDP.

The Director, DSCA, will establish and chair a Security Cooperation Workforce Senior Steering Board (SSB). The SSB will set overarching security cooperation workforce-development strategy, policy, and oversight, and will ensure the SCWDP is uniformly executed across the DoD.

The SSB will include appropriate senior officials from each of the offices of the Under Secretaries of Defense for Acquisition, Technology, and Logistics; Policy; Intelligence; Personnel and Readiness; the Military Services and Departments; the Joint Staff; the National Guard Bureau (NGB); and the Combatant Commands (CCMDs). The SSB will meet at least annually.

V. RELATIONSHIP TO OTHER DEFENSE GUIDANCE

DoD directives, instructions, and other issuances will be updated, as appropriate, by their originating components to reflect SCWDP requirements no later than one year after the final SCWDP guidance is issued.
VI. ELEMENTS OF THE SCWDP

The SCWDP consists of recurring workforce analysis, a workforce-certification program that addresses training and experience requirements for each position in the workforce, a means of tracking workforce requirements and relevant training and experience, and a process for managing key positions/billets in the workforce.

1. Workforce Composition

The Director, DSCA, in coordination with the Office of the Under Secretary of Defense for Personnel and Readiness, the Joint Staff, the Military Services and Departments, the NGB, the CCMDs, and other DoD components, will develop a mechanism, leveraging existing manpower and personnel systems, to identify security cooperation workforce positions/billets based on the definition of security cooperation and the security cooperation workforce, as provided by the Congress in the NDAA for FY 2017 and outlined above.

Authoritative DoD-wide and DoD component manpower and personnel systems will be updated appropriately to reflect that a billet/position is part of the security cooperation workforce. Further information will follow from the Director, DSCA, regarding the identification and classification of positions/billets as security cooperation workforce positions/billets.

In addition to identifying security cooperation workforce positions/billets, DSCA, with the support of the DoD components, will identify the personnel who occupy those positions/billets and the relevant security cooperation training and experience possessed by those individuals. This will enable DSCA to determine where gaps exist between training and experience requirements and the training and experience of personnel in the workforce. It will also enable DSCA to plan for and identify resources to address those gaps.

DSCA will conduct recurring reviews of the security cooperation workforce to ensure that security cooperation positions/billets are properly identified as being part of the SCWDP and that workforce composition — the mix of temporary and permanent military and civilian personnel and the skills and experience they possess — meets current requirements and is well-positioned to meet future demand. The Director, DSCA, will make recommendations regarding changes to the composition and allocation of the workforce through the Under Secretary of Defense for Policy to the Deputy Secretary of Defense.

In order to conduct these recurring reviews of the security cooperation workforce, the Director, DSCA, will directly request security cooperation workforce data from DoD components. Those requests may include information on contract employees performing security cooperation-related functions even though contract employees are not part of the SCWDP.

Personnel who are identified as being part of the security cooperation workforce will not lose their affiliation with another workforce, career field, career program, or functional area of which they may already be a part. For example, a contracting officer responsible for system acquisition might be part of both the defense acquisition and the security cooperation workforces and would be required to meet standards of both workforce groups to which the contracting officer belongs. Similarly, a Foreign Area Officer (FAO) assigned to a Senior Defense Official/Defense Attaché
position would be required to meet service FAO standards as well as security cooperation standards for that position.

2. Professional Certification

The Director, DSCA, with the coordination of the DoD components, will provide a mechanism to identify and define training and experience requirements for security cooperation workforce positions/billets, establish a program of professional certification based on the requisite training and experience for those positions/billets, and then determine which security cooperation workforce positions/billets require certification.

The certification program will include, at a minimum, training and professional-development requirements for each certification level and a means to track security cooperation workforce skills and certification. Those security cooperation workforce positions/billets that do not require certification may nonetheless require security cooperation training.

In support of the professional certification requirement, the Director, DSCA, will establish and maintain a Defense Security Cooperation University (DSCU) to train and educate the security cooperation workforce, and provide support to other DoD educational institutions intended to raise DoD’s baseline understanding of security cooperation. The Defense Institute of Security Cooperation Studies (DISCS) will be part of the DSCU.

The DSCU will cooperate and synchronize efforts with DoD’s professional military education institutions and other schools and institutions to help ensure their curricula appropriately address security cooperation topics and to achieve cost effectiveness and efficiency of security cooperation-related instruction, as appropriate.

The DSCU will offer courses required for certification and/or identify courses offered by other DoD schools and institutions that meet SCWDP certification requirements. Additional information regarding the DSCU will be provided in the final guidance.

3. Career Paths

The Director, DSCA, with the support of the DoD components, will identify professional career paths for both military and civilian personnel of the security cooperation workforce. The career paths will address competency standards via subordinate training and education standards, promotion requirements and opportunities, retention policies, and the scope of workforce demands.

The identification of professional career paths that are focused and career-incentivizing will help to clarify how workforce members may align their career objectives and pursue future opportunities to develop professionally and contribute to and advance DoD’s security cooperation mission.

4. Assignments to Key Positions/Billets

The Director, DSCA, with the support of the DoD components, will establish criteria for the identification of key security cooperation billets/positions and a mechanism for identifying and
assigning appropriately certified personnel to assignments in key security cooperation positions/billets. This will help to ensure that personnel selected to fill these important positions/billets are appropriately experienced and trained, as well as uniformly screened and prepared for their positions/billets.

For all other security cooperation workforce positions/billets, the Director, DSCA, will establish training, experience, and certification requirements or provide guidance enabling DoD components to do so, but the Director, DSCA, will otherwise utilize the existing military and civilian personnel assignments-management processes.

5. Labor Relations Obligations

All aspects of the SCWDP which affect employment qualifications and working conditions of bargaining unit employees must be negotiated with the certified representative of those employees. The Director, DSCA, with the support of the DoD components, will coordinate with the Defense Civilian Personnel Advisory Service (DCPAS) to ensure that any guidance and all bargaining obligations associated with the SCWDP which affect facets of the employment qualifications and working conditions of bargaining units are met.

VII. RESOURCE REQUIREMENTS

Resources required to carry out the SCWDP will be identified in the President’s Budget Submission for FY 2019, which will include for the first time a consolidated security cooperation budget justification as required by 10 U.S.C. § 381. The FY 2019 security cooperation budget justification will be developed during the FY 2019-2023 Program and Budget Review.