HANDBOOK

CALL

THEATER SECURITY COOPERATION:
THE MILITARY ENGAGEMENT TEAM

Lessons and Best Practices
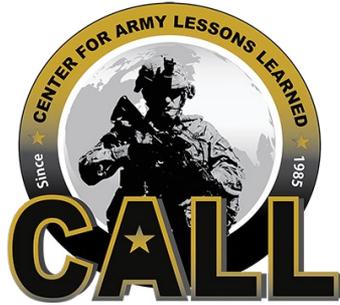
Theater Security Cooperation:
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Theater Security Cooperation: The MET

Center For Army Lessons Learned

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Chapter 1
Military Engagement Team

Overview

The military engagement team (MET) conducts security cooperation engagements with regional military partners in the designated Army Service component command (ASCC) area of responsibility (AOR). These engagements develop relationships and enhance partner capabilities and interoperability, thereby supporting regional stability and security. The purpose is to expand the ASCC's access and influence in the AOR. The MET utilizes its extensive military and civilian skills to promote conditions for cooperation, regional security, and regional stability one engagement and one relationship at a time.

The MET is guided by country plans and coordinated efforts involving the ASCC; regionally aligned forces (RAF); and country desk officers (CDOs), military assistance programs, and the Offices of Military Cooperation within the U.S. Embassy. These programs all fall under the umbrella of international military affairs (IMA). The MET succeeds when it enhances the relationships between the ASCC and regional military partners, increases partner nations' interoperability and capability, and contributes to regional security and stability. There is currently one permanent MET assigned to United States Army Central Command (ARCENT) and stationed in Kuwait. The ARCENT MET is active in the Middle East and Central Asia.

The MET is a nonstandard organization with a modified table of organization and equipment based on a pared-down brigade combat team headquarters with 26 personnel. The MET is explicitly a U.S. National Guard mission with no formal relationship to other National Guard-based partnership programs. However, the MET does work with some National Guard partnership programs for engagements in their respective areas. The MET is tasked by the ASCC.

MET Capabilities

The MET's unique experiences, skills, and institutional knowledge of engagement planning and execution facilitate the implementation of IMA country plans. The MET is capable of supporting multiple, simultaneous engagements, significantly expanding the ability of the CDOs to implement their strategy for each country in their AOR. The MET also is capable of assisting with exercises through resource identification and administrative coordination. In addition, the MET utilizes the diverse backgrounds of its members to enhance the effectiveness of engagements and strengthen relationships with partner forces.

Team Structure

Staff

When not planning or executing individual engagements, MET members fulfill staff functions similar to a traditional headquarters. Each member is assigned specific duties and responsibilities (see Appendix A). Each staff function must have both a primary and alternate member identified to ensure coverage and task fulfillment when members are traveling on engagements.
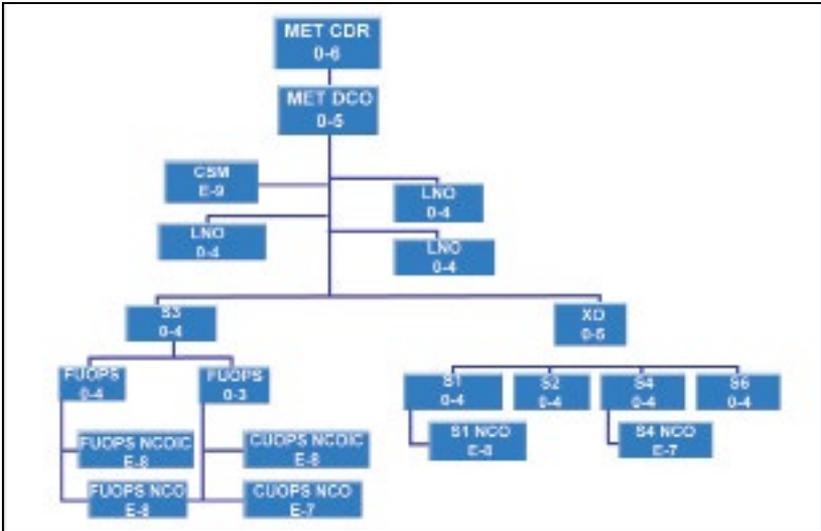
Figure 1-1. Example of MET staff organization. (The MET also may be divided into multiple sections/countries. See Appendix F.)

Engagement Teams

Engagement is the main effort of the MET and should be given the corresponding level of focus. Teams typically include an officer and noncommissioned officer (NCO) who are responsible for planning and managing their assigned engagement. Team leaders and assistant team leaders must be strong leaders with well-developed interpersonal skills and theater-specific cultural awareness. They need the ability to negotiate the complex and dynamic nuances associated with military-to-military engagements. If successful, they establish and maintain relationships with host nation militaries, CDOs, and adjacent RAF units. They are responsible for the performance, safety, and accountability of team members while on mission. They must negotiate travel, access to sites, introductions, and agendas for all engagements. They also are responsible for the overall success of the engagement by ensuring that it and any future engagements support the country plan. (See Figure 1-2, next page.)

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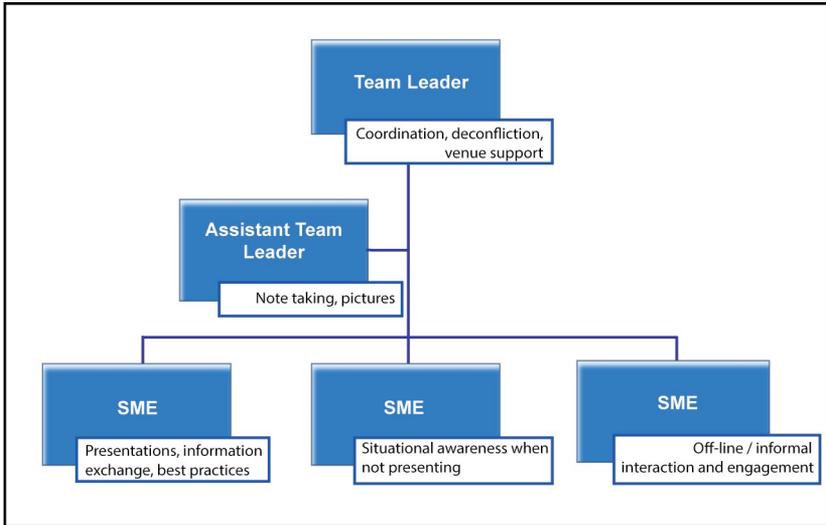
Figure 1-2. Example of MET structure.

Military Engagement Team Member Selection

The MET is a strategic-level organization that operates at the strategic, operational, and tactical levels. The MET interacts with personnel from military assistance programs, the U.S. State Department, U.S. embassies, allied/coalition partners, host nation military personnel, and host nation local nationals. MET members must be able to act as a representative of their senior Army command, combatant command, and the U.S. government in independent situations. For this reason, the MET should consist of senior NCOs in the paygrade of E-7 and above and officers in the paygrade of O-4 and above. NCOs in the paygrade of E-5 to E-6 and officers in the paygrade of O-2 and O-3 can be successful in these positions if they possess the maturity and cultural awareness to operate at the strategic level.

It is not recommended that lower enlisted Soldiers or newly commissioned officers be assigned to a MET team. Specific military occupational specialties (i.e., combat arms, logistics, and signal) and civilian skill sets (i.e., civil administration and law enforcement) are preferable, but not required. Engagement topics vary and RAF provide the required subject matter expertise. Selection of MET members also should emphasize small-team dynamics. Regardless of paygrade, each member performs a variety of functions within the team while other members are on engagements. This requires the MET to work effectively in a small group environment toward a common goal without regard to specific duties or titles.

Building Partnerships

Military-to-military partnerships enhance the strengths of U.S. allies and partners and reduce risk to U.S. current and future operations. The MET's main mission is to conduct security cooperation engagements to develop relationships, build partner capacity, and enhance interoperability. Phase 0 (Shape) and Phase I (Deter) of the joint task force concept of operation rely heavily on these military partnerships to gain access and influence in a contested region. If there is a requirement to form a coalition and start preparing for military operations, these partnerships, expanded capabilities, and interoperabilities are critical to mission success. The MET must be prepared to build partnerships and integrate into joint, interagency, and intergovernmental entities as well as work with nongovernmental entities toward a common goal.

Partnerships exist where mutual interests overlap. The Department of Defense white paper *Multinational Security Cooperation Harmonization, Office of the Deputy Assistant Secretary of Defense Partnership Strategy and Stability Operations*, by J. Kidd (January 2012), explains that nations partner militarily for a number of reasons, to include the following:

- **Satisfy economic interests.**

  ○ Gain access to resources.

  ○ Assure access to markets (both military equipment and general commerce) and trade partners.

  ○ Guarantee protection of commerce using sea lanes.

- **Support political interests.** Engagement may or may not be values-driven (such as promoting the advancement of democracy and human rights). Security cooperation exporters may engage in countries or regions where other major world powers are attempting to show legitimacy or balance power. Others may seek support for certain policies, including cooperation in the decision-making processes of regional and international organizations (i.e., United Nations, World Trade Organization).

- **Advance military strategic interests.** These interests include expanding access and support for operations in a region or facilitating peer training and exchanges that develop skills or new capabilities such as counterinsurgency, border security, and cyber security.

Partnerships With Coalition Military Forces

Militaries the world over share common elements, beliefs, and ideas. Military institutions have the primary purpose of warfighting, which determines the central beliefs, values, and complex symbolic formations

that define every military culture. This warfighting focus can be viewed as a critical, and historically important, military purpose. Military cultures differ from country to country and are drawn from the society that supports them. It is extremely important to have cultural intelligence before conducting an engagement with military partners from a country with many cultural differences. A Soldier can have the best operational skills, but lack social, emotional, and cultural intelligence (trans-cultural) skills making it difficult to build rapport and establish a military partnership.

Partnerships With Other U.S. Military

All the Service components and combatant commands are conducting military partnership activities in most regions. It is important to understand what theater security cooperation (TSC) engagements other Services conduct and what are their objectives. There can be synergies achieved, use of best practices, and the possibility of joint engagements. With competing resources, one approach to more effectively and efficiently applying U.S. resources is to reduce duplicative and contradictory international security cooperation efforts that detract from and may fratricide the development and advancement of partner nation capability and capacity.

Partnerships With U.S. Government Agencies

The military is just one portion of national power in the diplomatic, informational, military, and political environment. Many other U.S. government agencies have shaping, influencing, and deterrent mechanisms that are usually higher priorities in Phase 0 and Phase I. Although it is challenging to develop synergy in working with joint services, it is critical. The U.S. Embassy country team should be the lead in harmonizing efforts with a partner nation. It is important to know who does what and to be proactive in information sharing.

Visibility of other agency activities is key to avoiding duplicative and counterproductive efforts and identifying gaps in coverage. Additionally, team members must be aware of agency capabilities, expectations, needs, and limitations, and how to utilize or solicit the assistance of these agencies to focus on the operational environment.

Sometimes military leaders can be very group-think oriented. The differing perspectives on a situation from other government agencies, however, could provide solutions that may or may not involve the military. Working with the different cultures, planning practices, and decision-making processes of other organizations could involve friction, but is vital to the support of U.S. operations.

Liaison Officers

The MET establishes liaison officers (LNOs) in partner countries based on guidance from the ASCC. The LNO serves in the U.S. Embassy Office of Military Cooperation (OMC) as the primary point of contact and is the coordinating officer for all ASCC TSC events and ASCC operations within the host country. The LNO interacts and coordinates with the department or ministry of defense and other ministries on issues concerning ASCC projects and activities in the host country according to guidance from the chief of OMC. The LNO prepares official letters and drafts diplomatic notes for the ambassador or deputy chief of mission regarding ASCC projects and activities.

Officers chosen as LNOs must be able to operate independently and have strong interpersonal and cross-cultural skills. The MET should identify LNO assignments as early as possible to satisfy entry requirements for the assigned country and coordinate the appropriate funding and accounting sources. Once assigned, LNOs should maintain consistent communication with the MET staff, both for administrative support and for MET awareness of LNO actions. LNOs should be of appropriate experience and rank for the partnership. A strong ability to function independently, work with others outside conventional command structures, and communicate clearly both in speaking and in writing are essential.

Vignette 1: Military Engagement Teams

The diverse skill set and capabilities of a military engagement team (MET) can assist the country desk officers (CDOs) and embassy country teams in establishing and strengthening relationships with the host military and gaining access to facilities or units. In Pakistan, the MET was able to assist the CDO in building a relationship over a series of engagements held in the United States that led to the first MET engagement within Pakistan. Once in Pakistan, the MET facilitated visits by the embassy security cooperation team to Pakistani Army units that the embassy had not previously engaged. The ability of the MET to form ad-hoc, specialized teams to address specific requirements or needs of a host nation provides the country team a unique and valuable tool in developing relationships.

Chapter 2

Predeployment Training

Mandatory Training Requirements

United States Army Forces Command (FORSCOM) training requirements for regionally aligned forces (RAF) provide the baseline for individual, leader, and collective predeployment training regardless of the assigned combatant command or mission. The RAF training requirements are an Army total force (active, National Guard, and Reserve) effort. These requirements focus on mastering fundamental mission-essential task list proficiencies to support combatant command requirements and region-specific training. The RAF-focused training (particularly language, regional expertise, and cultural, combined with advise and assist) prepares Army forces for Phase 0 (Shape) and Phase I (Deter) of an operation. The skills derived from RAF-focused training also assist the combatant command in theater security cooperation (TSC) activities.

The RAF training lists individual, leader, and collective training required for validation before deployment. Much of this training can be conducted during pre-mobilization training at home station. Annex A of the RAF training includes FORSCOM training tasks by region or mission. Some of these tasks are based on the type of unit (i.e., aviation, civil affairs, and information operations), echelon, and mission requirements. Annex B lists additional training tasks based on type of unit. Annexes C–H are specific to combatant command theater training requirements.

Leader involvement ensures that an appropriate training plan is developed and executed (usually with limited resources). The unit needs to be proactive at the first Army-Joint assessment to gain a good understanding of what to train (during pre-mobilization/post-mobilization and in theater after deployment) and identify funding and resource solutions.

The military engagement team (MET) should conduct a culminating training event (CTE), seminar based. The recommended collective tasks for the MET include the following:

- Army tactical task (ART) 5.2, Conduct Command Post Operations

- ART 7.6.1, Conduct Military Engagements

  - ART 7.6.1.1, Participate in Multinational Training Events and Exercises

  - ART 7.6.1.2, Conduct Security Assistance

The CTE seminar should be conducted in a low threat and low force protection environment to simulate a standard TSC environment. During the CTE seminar, the MET conducts steady-state operations with a standard battle rhythm to include reporting requirements, command and staff update briefs, and other standard administrative tasks.

- Phase I consists of receipt of mission, engagement planning, and the administrative tasks associated with the engagement (military decisionmaking process, concept of operations development, in-progress reviews, entry requirements, travel planning, product development, product translation, etc.).

- Phase II consists of the actual engagement in a realistic training environment to include interpreters and military-partner role players. There should be multiple engagements planned and executed so everyone on the team has an opportunity to assist with planning and executing an engagement.

Critical Training

The commander and staff conduct planning to determine if there are additional training requirements specific to the mission. These additional training requirements may lack associated funding sources; therefore, unique and innovative ways to conduct training may be needed. When putting the MET together, a variety of military and civilian skills should be included. It is recommended that training courses/tasks for the military engagement mission include the following:

- **SCM-P3 (SCM-361) Security Cooperation Management Policy, Programs, and Planning Course.** This Defense Institute of Security Assistance Management course provides a functional knowledge of security assistance/security cooperation planning considerations, authorities, funding, and roles of the Department of State (DOS), Department of Defense (DOD), and other members of the U.S. government interagency. Instruction is provided on the many complex and interrelated aspects of security assistance and security cooperation. These aspects include the role of DOS in foreign policy, that of DOD in national defense, and that of the U.S. Congress in the areas of authorization, appropriation, and oversight. This course provides a general worldview of roles and responsibilities in the TSC arena. For more information, go to http://www.iscs.dsca.mil/_default.aspx.

- **Foreign Service Institute-International Negotiations Course.** This DOS course provides information on principled negotiation and mediation in an international context when dealing with language/cultural barriers. Some of the topics include: phases and processes of the negotiation, principled negotiation, verbal and nonverbal communication techniques, and mediation techniques. For more information, go to http://www.state.gov/m/fsi.

- **Survival, Evasion, Resistance, and Escape (SERE) Training–Level B and Evasion and Conduct After Capture.** The SERE–Level I course does not provide enough SERE training for the MET mission. Many times, the MET travels in austere environments with limited force-protection measures. The team needs to have a good personnel recovery plan and be prepared to conduct SERE. This hands-on training is critical. This course provides students with the confidence and ability to employ best practices necessary to survive in an escape and evasion scenario and return with honor, regardless of the circumstances of the isolation.

- **Antiterrorism Evasive Driving Course.** The MET occasionally travels in austere environments in non-tactical vehicles with limited force-protection measures in place. To mitigate this risk, it is critical that drivers have antiterrorism evasive driving proficiency. This course provides functional training in threat recognition/avoidance and in techniques for performing evasive maneuvers. Personnel receive terrorism threat recognition and self-protection measures training, plus a preview of historical terrorism events. This course also provides vehicle handling techniques that include skid control, ramming techniques, and vehicle capabilities. For more information, go to http://www.wood.army.mil/usamps/Training/Courses.html.

- **Leader Development Education for Sustained Peace (LDESP) Program.** The LDESP provides graduate-level education for military and civilian leaders to establish a regional, geopolitical, and cultural framework toward understanding the challenges of conducting full-spectrum operations in unique and rapidly changing environments. The program executes distance learning courses and seminars to cultivate skills and promote whole-of-government approaches to achieve unity of effort in countries and regions around the world. For more information, go to https://ldesp.wordpress.com.

- **Security Cooperation Management–Overseas Course (SCM-O).** Liaison officers should attend this course to gain a working knowledge of relevant SCM-O policies and procedures. The course discusses the embassy environment, counter-intelligence, human rights, management of budget and other resources within SCM-O, security cooperation databases, international training management responsibilities, and other SCM-O operational requirements. It also covers the region of assignment that includes security cooperation-related regional and country-specific political, military, economic, geographic, antiterrorism, force protection, and cultural considerations, and historic and current relationships with the United States. For more information, go to http://www.disam.dsca.mil/pages/courses/onsite/scm-o.aspx?tab=des.

Language Training

Language training, in any proficiency, is critical for the MET. Although linguists are available to do translation and interpretation, having some language proficiency is key to building rapport and having a strong military partnership. Language proficiency takes a long time, so it may be beneficial to seek out individuals who are already trained. There are some programs available for language training through the U.S. Army such as the Defense Language Institute, Rapport On-line, and local civilian educational opportunities.

Defense Language Institute

The Defense Language Institute Foreign Language Center (DLIFLC) is the premier training institution within DOD for culturally based foreign language education. DLIFLC is a world-renowned school for foreign language and provides training in 24 languages.

Local Institutions

Some universities, colleges, and institutes have government grants to conduct language training for DOD personnel or offer tuition discounts for local Service members.

Vignette 2: Predeployment Training

The 30th Airborne Brigade Combat Team (ABCT) received the notification of sourcing for the military engagement team (MET) mission in March 2014, attended the joint assessment in October 2014, arrived at the Fort Hood, TX, mobilization station in July 2015, and deployed to Kuwait in August 2015 after a four-week post-mobilization training period.

Due to funding issues and the activation/training timeline, it was difficult to accomplish all the desired training.

As a result, the 30th ABCT MET found unique solutions to meet the following training requirements:

- The United States Army Central Command (ARCENT) MET works in the Levant, Arabian Peninsula, and Central Asia region, but did not list basic knowledge of the Russian language as a requirement, so this training was unfunded. However, half of the 30th ABCT MET missions were in Central Asia, where the primary spoken language is Russian. Therefore, the 30th ABCT MET, with the assistance of the North Carolina Army National Guard and an existing grant, in coordination with the North Carolina State University language program, was able to conduct a four-week intensive language/cultural study in Arabic and Russian for the MET at the North Carolina Army National Guard's regional training site.

- The 30th ABCT MET also fulfilled other unfunded training during post-mobilization to include survival, evasion, resistance, and escape training–level B; evasion and conduct after capture; and an antiterrorism evasive driving course.

Chapter 3

Engagement Planning

Developing Engagements

The military engagement team (MET) S-3, future operations (FUOPS) section, is the lead for beginning the engagement planning process. The FUOPS section participates in the weekly Army Service component command (ASCC) theater security cooperation (TSC) work group and conducts liaison with the G-3/G-7 TSC regional coordinators, planners, and country desk officers (CDOs). Through a dynamic and collaborative process, the MET serves as the office of primary responsibility for planned military-to-military engagements.

The FUOPS section conducts mission planning of the engagement, taking into account the country objectives, past trip reports, guidance from the CDO, and the U.S. Embassy Office of Military Cooperation. Many times, an engagement was planned as part of a long-term campaign, but the environment changed, requiring the concept for the engagement to change. It is critical to understand how an engagement is nested into the larger plan. Is the engagement a preparatory event for another engagement or for an upcoming theater exercise?

The engagement description in the country plan or concept funding request is usually vague regarding the task, purpose, end state, required topics, and number of personnel funded to participate. FUOPS develops a concept of operation (CONOP) and a draft agenda with the engagement continuum in mind. There should be a day of travel and a day to prepare and conduct reconnaissance. The first day of the engagement should have a formal opening, include introductions, and explain the method of instruction with presentations of information in a seminar fashion. Each military partner contingent presents prepared information. Next, the engagement should include open discussions, tours, practical exercises, and social functions. There should be a shared goal to work toward with a measurable outcome that moves the country plan objective. The last portion of the engagement should consist of developing the way ahead followed by a formal after action review and closing. A cultural day could also be included in the engagement to enhance understanding of the operational environment.

Engagement Continuum

effectiveness

Multi lateral

Interoperability, capital development

Engaged

Two way, share, training, assessing, common goals/problems, structure

performance

Engage

Open discussion, tours, social, institutional capacity, collaboration, participation

indicators

Didactic

Introduction

Listen only, Bio's, roster, system, processes, doctrine, access
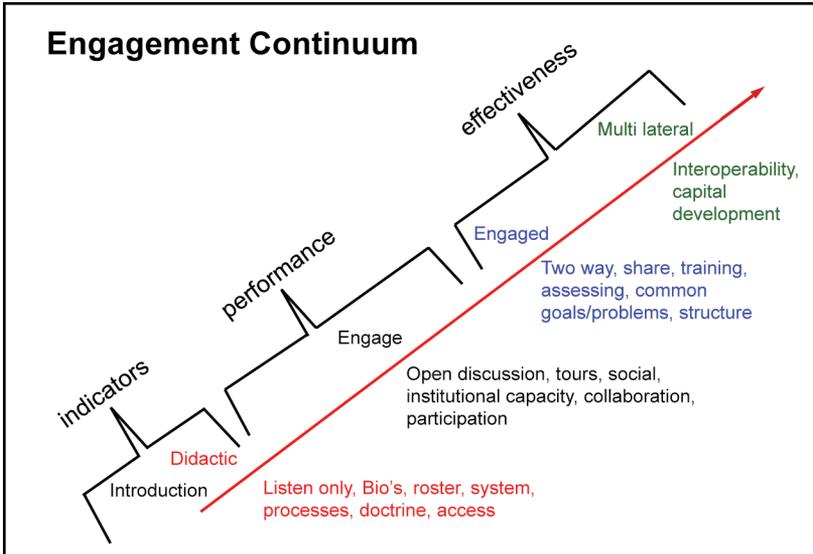
Figure 3-1. Engagement continuum chart.

FUOPS uses an engagement tracker and availability roster to track pending engagements and team leader/subject matter expert (SME) assignments. FUOPS determines engagement requirements, works with regionally aligned forces within the MET and/or other sources to garner SME support, and works with the current operations (CUOPS) section on visa/passport entry requirements. FUOPS coordinates with the MET S-3 and MET officer in charge to determine team leader assignments. FUOPS transfers responsibility for further engagement development and an in-progress review (IPR), and CUOPS coordinates Defense Travel System (DTS) authorizations, travel, and visa/passport/country clearance requirements.
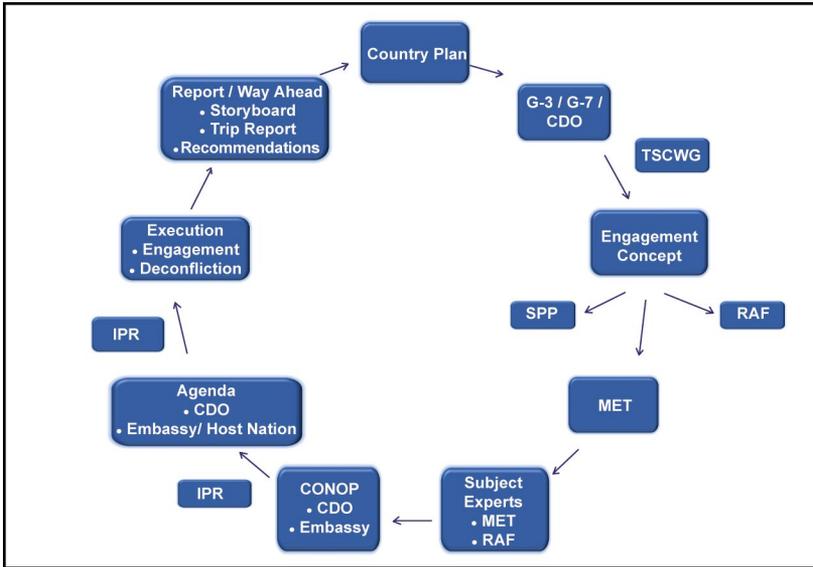
Figure 3-2. MET planning cycle.

Team Leader Planning

Engagements are complex, multi-faceted events led and driven by the engagement team leader. The team leader is responsible for coordinating with and validating SMEs, developing products, obtaining disclosure approval and product translation, developing an agenda, and coordinating with the CDO and embassy representatives. The primary recurring event to coordinate this process is through an IPR. The IPR addresses concept, timeline, and outstanding issues at an interval adequate to track and assess progress. The team leader also is responsible for coordinating with the host nation point of contact, developing travel and engagement binders, and ensuring that all other tasks required for travel (i.e., country briefs, DTS and commercial travel office requirements, etc.) are accomplished.

Engagement Coordination

The engagement coordination process starts with the receipt of the CONOP from the FUOPS section of the MET. The assigned team leader coordinates with the potential SME resources (traditionally listed in the CONOP) to identify team members.

Once SMEs are identified, the CUOPS section begins coordinating travel through the country's U.S. Embassy (conducted in the Aircraft and Personnel Automated Clearance System [APACS] and DTS). CUOPS also researches requirements for entry into the country (i.e., visa requirements).

The team leader is responsible for getting the names of SMEs on a DTS/APACS load sheet to submit to CUOPS. (CUOPS develops submission of APACS requests for the team and the DTS load sheet is sent to the ASCC to allocate funding for travel, per diem, etc.) After the line of accounting is loaded into DTS, the team leader ensures completion of the DTS authorizations.

Concurrently, MET arranges lodging through U.S. Embassy-approved hotels and any ground transportation needs. The team leader tracks and ensures necessary documentation is provided to CUOPS for mission planning and mission binders (i.e., color copies of passports, driver's licenses, certifications, etc.). The team leader also ensures all SMEs have an active government credit card.

Following the successful submission of country entrance requirements, lodging, transportation, APACS requests, and DTS authorizations, the CUOPS team conducts further support, as needed, for the specific engagement.

Product Preparation

The MET commonly prepares slides or other products for introductions, presentations, and handouts. This must be planned through the foreign disclosure officer or representative. It is likely that MET needs these products translated to the language of the host nation. The team leader must emphasize to SMEs that presentations should limit the number of acronyms and technical military terms as much as possible. These terms are both difficult to translate and often do not have the same meaning to the host nation. To ensure the quality of the products, the team leader should work closely with the linguists assigned to the MET to confirm the correct message is conveyed. When internal linguists are unfamiliar with the local dialect of the engagement, it is recommended that an embassy translator review presentation products prior to the engagement.

After engagement topics have been coordinated and products planned, it is essential to develop measurements for success. Measurements of performance reflect desired actions taken. For example, "The MET will conduct three 4-hour briefings on the military decisionmaking process (MDMP) followed by a 2-hour practical exercise."

Measures of effectiveness show how effective the training was at working toward the desired end state; for example, "Following training, the group will be able to pass a quiz on MDMP and successfully execute abbreviated MDMP in a self-directed manner."

Cultural Awareness

The success of engagements largely depends on the host nation's satisfaction and willingness to further develop the relationship with U.S. forces. As such, it is important for the MET to gain an understanding of the cultural factors that influence each engagement. Cultural factors may include traditional customs such as methods of greeting, courtesies and compliments, food, and holiday observances. Other factors include governmental institutions; national and military history; economic conditions; traditional and cultural methodologies for decision making and the exercise of power; and political issues between the United States and the host nation. It is not expected, or necessary, that MET members become cultural experts in each of the countries in their area of responsibility. It is important, however, to be aware of the factors that may influence the actions of the host nation's military and the conduct of the engagement.

It is recommended that the MET develop guides for each of its partner countries that cover norms and customs that are important and unique to that country. There are many existing products available to produce a baseline, including country fact books, CultureGrams, and embassy culture booklets. These guides should be continually refined as the MET gains additional experience working with each country. While not extensive, these guides should highlight the factors that are deemed to be the most important to the host, both through research and experience.

Vignette 3: Engagement Planning

The 30th Military Engagement Team (MET), as the U.S. Army Forces, U.S. Central Command (ARCENT) MET, worked closely with ARCENT G-3/G-7 country desk officers (CDOs) and the U.S. Embassy country teams to prepare for theater security cooperation (TSC) information exchanges (an office of primary responsibility function). The planning for most information exchanges occurred over a year, primarily in the action office working group. The plan was further refined when the ARCENT CDOs submitted concept funding requests to U.S. Central Command.

The 30th MET S-3 future operations (FUOPS) section performed detailed mission analysis of the overall ARCENT campaign plan, specific country plans, guidance from the CDO/embassy country teams, and previous trip reports and after action reviews. However, the absence of an adequate knowledge management system to do research on all of the TSC events conducted by each unit and other Service components became a challenge. Although the Global Theater Security Cooperation Management Information System was the system of record for country visits, the 30th MET had difficulty accessing it. This lack of access decreased the MET's situational awareness and coordination abilities. The 30th MET S-3 FUOPS had access to previous MET mission folders and some previous regionally aligned forces and National Guard State Partnership Program missions, but very limited visibility of TSC events conducted by other Service components (i.e., Navy Forces Central Command, Air Forces Central Command, and Marine Corps Central Command).

Another challenge the MET encountered was inadequate coordination access to subject matter experts for information exchanges. Typically, information flows through the ARCENT CDO/embassy country team to the host nation's ministry of defense and then to the unit and personnel with whom the exchange is conducted. Sometimes the purpose and scope of the exchange are lost in translation and the MET must adjust accordingly when it hits the ground. This highlights the importance of perpetual relationships and building continuity with stakeholders during a nine-month deployment.

Chapter 4

Engagement Execution

Life Support

Meals

Most travel includes per diem. The team leader should ensure that all military engagement team (MET) members are aware of the daily per diem rate and currency exchange rate and fees. It is recommended that prior to traveling to a location, the team leader and/or team member contact the embassy to request recommendations for dining.

Lodging

Lodging is typically assigned by the embassy with a request through the Aircraft and Personnel Automated Clearance System. The team leader may request a specific hotel based on prior experience, but the embassy retains final approval for all lodging.

Medical

Engagement teams often travel to areas with limited or substandard medical care facilities. The team leader must identify medical care options for the team should the need arise. Soldiers should receive all necessary shots for the area of responsibility and have 60 days of medications on hand prior to deploying. The embassy has a list of local medical facilities as well as recommendations for primary care; these should be reviewed with the team prior to travel and kept on hand during the engagement.

Currency

It is highly recommended that MET members carry the equivalent of $50 to $100 in local currency in the event they are stopped by the local police, who may seek monetary compensation to allow you to proceed or to pay for returned items they take from you (such as a camera, passport, etc.). It also is recommended that personnel carry adequate local currency to purchase food and incidentals, both as protection against fraud and in lieu of credit card transactions, which many locations do not accept. Team members should verify that they have adequate cash withdrawal rates on their government travel card (GTC). Currency exchange should be conducted only at legitimate locations, such as hotels, airports, or the U.S. Embassy.

Team Leader Responsibilities

The team leader is responsible for all aspects of performance during the execution phase of the engagement. The team leader ensures that coordination for travel, lodging, and administrative requirements are

accomplished and that all members of the engagement team are at the appropriate place and time. At the start of the engagement, the team leader handles initial introductions and verifies with the host that the agenda and topics are adequate. It is not uncommon that the host audience has different expectations for the engagement than the MET previously planned. The team leader is responsible for negotiating an agreed agenda and topic list that both satisfies the host audience and supports the country plan. During the engagement, the team leader monitors subject matter expert (SME) performance, serves as the primary point of contact for the host, and addresses any issues that may arise. At the end of each engagement day, the team leader confirms the host's satisfaction with the engagement and makes necessary adjustments to the schedule. The team leader sends a daily situation report (SITREP) (see Appendix C) to the MET's current operations section to report progress and provide pertinent information to the MET.

It is important for the MET to understand the host nation's customs and expectations for the conclusion of the engagement and be prepared accordingly to leave a favorable impression on the host. These may include certificates of attendance, a gift exchange, or patch/uniform item exchange. The team leader also must be prepared to perform out-briefs at the conclusion of the engagement if requested. These requests may come from senior military officers of the host nation, the U.S. Office of Military Cooperation, or the ambassador (or designated representative).

Staff Tracking

The MET staff monitors accountability of the engagement team and reports progress of the engagement through the appropriate reporting structure. During the engagement, this is primarily accomplished through the daily SITREP that the team leader submits at the end of each day. The MET staff facilitates the engagement by providing administrative support to the engagement team, including adjusting travel itineraries and monitoring GTC activity. The MET staff submits engagement reports and updates products for the Army Service component command to reflect the current mission status.

Vignette 4: Engagement Execution

The execution of the engagement is the most dynamic aspect of the engagement process. On multiple occasions, team leaders from the 30th Military Engagement Team (MET) arrived at engagements with planned topics, products, and subject matter experts (SMEs) only to learn, through initial discussion, that the host unit desired alternate topics. In one instance, the MET prepared for an exchange on the military decisionmaking process with battalion-level officers; upon arrival, however, the actual audience was company-level junior officers interested in small-unit tactics.

On another occasion, in preparation for one engagement on military operations in mountainous terrain, the MET assembled three SMEs, who previously had deployed to Afghanistan. The Office of Military Cooperation (OMC) and the country desk officer both approved the list of classes and events ahead of time, as did the host country's Ministry of Defense. On the first day, the host nation participants asked that the direction of the class be focused on the technical side of mountaineering rather than the practical military aspect of conducting operations in a mountainous environment. Although the MET was not prepared for those topics, the team leader was able to negotiate the discussion topics to satisfy both parties.

This example is significant in that it shows briefing topics can change at the last minute, so teams should have the widest range of useful capabilities possible on any given team. Extensive coordination between the MET and the OMC is essential to ensure the success of engagements, as well as versatility of the engagement team. When practical, the MET should bring a wide variety of course instruction and SMEs to adapt to the target audience as needed.

Chapter 5

Engagement Closeout

Reporting

Team leaders are responsible for completing and forwarding to the operations section a final trip report (see Appendix D) and story board(s) (see Appendix E) after each engagement. These are usually completed once the team leader has returned to the military engagement team (MET) base of operations, and the operations section disseminates these products internally or to external organizations as appropriate.

The trip report is a comprehensive account of the engagement, to include the team leader's overall assessment and recommendations for further engagement. Story boards are visual depictions that summarize key engagement events, painting a picture for those not in attendance, and tailored for wide dissemination. The operations section archives all engagement products after forwarding to higher headquarters.

Administrative Closeout

MET members are responsible for maintaining a copy of all travel expenses (i.e., airline, rental vehicle, fuel, lodging) to facilitate upload and annotate reimbursement to the Defense Travel System (DTS). Team members work with MET DTS subject matter experts (SMEs) to forward necessary paperwork to pay government credit card debts and/or reimburse team member expenses.

After Action Review

An internal after action review (AAR) should be conducted following each engagement so that the team can improve for future engagements. The AAR should address lessons and best practices learned from the engagement; MET administrative processes; SME selection; and regionally aligned forces relationships, updates to country books, engagement team selection, and future opportunities. This internal AAR should be an open, honest discussion of the positive and negative aspects of all phases of the engagement.

Assessments and Feedback to Country Plan

Assessments are critical to understand the current situation in the operating environment (political, military, economic, social, information, infrastructure, physical environment, time) and assist leaders/planners in determining if objectives were reached in achieving the desired end state. The MET develops a collection plan, conducts assessments for each mission, and ensures that final products are used as part of a feedback loop.

MET assessments should be nested with the Army Service component command (ASCC) assessments process when practical.

The collection plan is developed as part of mission planning for an engagement (indicators are included in the information requirements). All team members are responsible for collecting and analyzing assessment data in their AARs/trip reports.

Measures of performance (MOP) need to align with indicators that are measurable, collectable, and relevant. Sample MOP/indicators include the following:

- MOP 1 – The engagement was conducted successfully with the partner nation.

  ○ Indicator 1: Military partners knew about the exchange and were on time.

  ○ Indicator 2: The agenda was agreed to with only slight adjustments.

  ○ Indicator 3: The venue supported a successful information exchange.

  ○ Indicator 4: There was enthusiasm for a follow-up exchange.

  ○ Indicator 5: There was good and open information exchange; no incidents.

- MOP 2 – The engagement was properly planned and resourced.

  ○ Indicator 1: Country desk officer (CDO)/U.S. Embassy Office of Military Cooperation were involved and approved the concept of operation/agenda.

  ○ Indicator 2: A fragmentary order was published with enough time for the team leader to plan.

  ○ Indicator 3: Proper SMEs were resourced from the Office of the Secretary of State or similar office.

  ○ Indicator 4: Country clearances, passports, visa items were completed on time and correctly.

  ○ Indicator 5: Letters of authorization, DTS authorizations, and flights were coordinated in a timely manner.

Measures of effectiveness are typically aligned with combatant command/ASCC campaign plan objectives, country plan objectives, and other relevant objectives from the Department of Defense and Department of State. Most of these are strategic, long-term objectives. It is important to note that indicators may be difficult to identify for these objectives in a one- to two-week leader engagement for information exchange. There should be specific objectives for each mission that support overall objectives and are achievable in the duration of the theater security cooperation event or leader engagement. Both quantifiable and qualitative information should be provided. All indicators may not be quantitative and require insight and experience to make the best human judgment possible. The team leader should make additional subjective assessments of the following areas:

- Partnerships strengthened and contributed to improved relationships/access for future influence.

- Interoperability increased by enhancing partner nation land forces capabilities while fighting alongside U.S./coalition forces.

The final step in the engagement process is to provide feedback to the CDO and ASCC with end-of-trip reports to confirm and/or update the country plan. Each engagement not only supports the country plan, but also substantiates the willingness of the host nation to support future events and sets conditions for future engagements. It is critical that the team leader's observations and analysis inform the country plan.

Vignette 5: Engagement Closeout

One of the more challenging aspects of closing out an engagement is conducting the assessment. Indicators for the measures of performance are fairly straightforward. The team knows whether the engagement was properly planned and executed after receiving immediate feedback in the planning and execution process. The challenge is identifying indicators for the measures of effectiveness (MOE). The specific assessment of topics addressed in the information exchange is fairly obvious, but assessment of whether there was a change to a more strategic objective can be difficult to determine.

The 30th Military Engagement Team (MET) provides trip reports and after action reviews to United States Army Central Command (ARCENT) G-3/G-7 country desk officers and planners. Those personnel participate in a shape work group to assess overall progress on the ARCENT campaign plan objective. To provide useful information, MET team leaders must understand the complex operating environment and current status and trends in the host nation's military capabilities (specifically, doctrine, organization, training, materiel, leadership and education, and personnel and facilities).

The team leader also should have a collection plan for how the team conducts assessments on MOEs during and after the exchange. Intuition and good judgment are often critical in conducting some of these abstract assessments.

Appendix A

Military Engagement Team
Position Descriptions and Duties

Commander

The commander is responsible for the entire military engagement team (MET), to include both the temporary duty members and any resident country liaison officers (LNOs). The MET commander provides engagement guidance and attends scheduled briefings either in person or via video teleconferencing (VTC)/secure video teleconferencing (SVTC).

Deputy Commanding Officer (DCO)

The DCO is responsible for actions of Soldiers and contractors assigned to the MET. He has responsibility for executing missions as directed by the Army Service component command (ASCC) within the assigned area of responsibility. The DCO serves as senior staff adviser to the commander and to team leaders for engagements. He assumes command responsibilities when and where the commander is not available. Additional duties include the following:

- Primary briefer during updates as required by ASCC.

- Primary representative at executive officer (XO)/DCO events.

- LNO to the National Guard Bureau, Center for Army Lessons Learned, Information Management Agency (IMA), State Partnership Program, and regionally aligned forces units.

Executive Officer

The XO exercises the duties and responsibilities of second in command, chief of staff, and logistics coordinator. Primary duties of the XO include the following:

- Exercises command in the absence of the commander/DCO.

- Integrates and synchronizes staff activities.

- Oversees the synchronization of information management.

- Monitors administrative and logistics issues.

- Supervises the military decisionmaking process and orders production.

- Manages the commander's critical information requirements.

Command Sergeant Major (CSM)

The CSM is the senior enlisted adviser to both the MET commander and the MET DCO. The CSM enforces standards and command policies within the team and serves as the primary team leader on all noncommissioned officer (NCO) development engagements. The CSM provides a critical link in the MET NCO support chain. The CSM provides institutional knowledge, advice, experience, and the ability to resolve problems that may arise while interacting with outside entities. The CSM participates in planning, manning, and resourcing engagements. Additional duties include the following:

- Attends CSM monthly/quarterly VTC/SVTC updates.

- Attends required CSM-level meetings.

- Plans and coordinates ceremonies.

Operations Officer (S-3)

The S-3 supervises the operations section and is responsible for planning, coordinating, prioritizing, and integrating all MET operations. The S-3 plans, prepares, and produces MET orders; oversees current operations (CUOPS); and coordinates critical support operations with other staff sections. The S-3 manages the MET battle rhythm (i.e., orders production, mission tracking, operations updates and briefings, rehearsals, and receipts of reports) and forwards reports to higher headquarters. Additional duties include the following:

- Synchronizes actions of CUOPS, future operations (FUOPS), IMA, LNOs, and country desk officers (CDOs).

- Reviews all internal warning orders/operation orders/fragmentary orders (FRAGORDs).

- Updates any required mission training brief.

Future Operations Officer in Charge (OIC)

The FUOPS OIC is responsible for future mission planning and tracking. The FUOPS OIC works in conjunction with the FUOPS NCO on the development of timelines, mission requirements, and the updates of engagement tracking products and boards. These products include the mission tracker board, mission folders for CUOPS transition, engagement timeline glide path, mission concept of operation, and the development/ management of the mission folders on the shared drive.

Future Operations Noncommissioned Officer in Charge (NCOIC)

The FUOPS NCOIC is responsible for updating all usable mission products and setting the standard master format for all products such as slides (i.e., engagement slides and tracking/report slides). Additional duties include the following:

- Coordinates/synchronizes upcoming MET missions.

- Serves as LNO to the following:

    ○ CDO in the partner country.

    ○ Elements conducting theater security cooperation events.

    ○ State Partnership Program entities.

- Synchronizes missions between MET and other units.

- Develops and plans mission concept.

Current Operations Personnel

CUOPS personnel are responsible for the development and management of mission files for scheduled engagements, DTS processing, plane ticket acquisition, management of government travel cards, and processing country clearances through the Aircraft and Personnel Automated Clearance System. CUOPS personnel are accountable for the timely submission of visa applications and the management of passports. They participate in engagements as required. Additional duties include the following:

- Review daily FRAGORDs.

- Coordinate battle drill response/actions.

- Review all MET battle rhythm scheduled events and products.

- Appropriately handle and distribute FRAGORDs.

- Manage serious-incident reports.

- Coordinate/communicate with appropriate higher headquarters/ partners as required.

- Track training requirements.

Logistics Officer (S-4)

The S-4 is the principal staff logistical adviser, coordinator, and planner for the MET. The S-4 is responsible for managing the S-4 section, which forecasts and recommends prioritization of transportation tasking requirements for the MET.

Intelligence Officer (S-2)

The S-2 is responsible for monitoring intelligence reports and reporting threats to METs as necessary. Additional duties include the following:

- Updates country briefings for upcoming engagements.

- Coordinates for appropriate pre- and de-briefs for MET members.

- Establishes and monitors appropriate security procedures for classified MET areas.

Appendix B

Concept of Operations
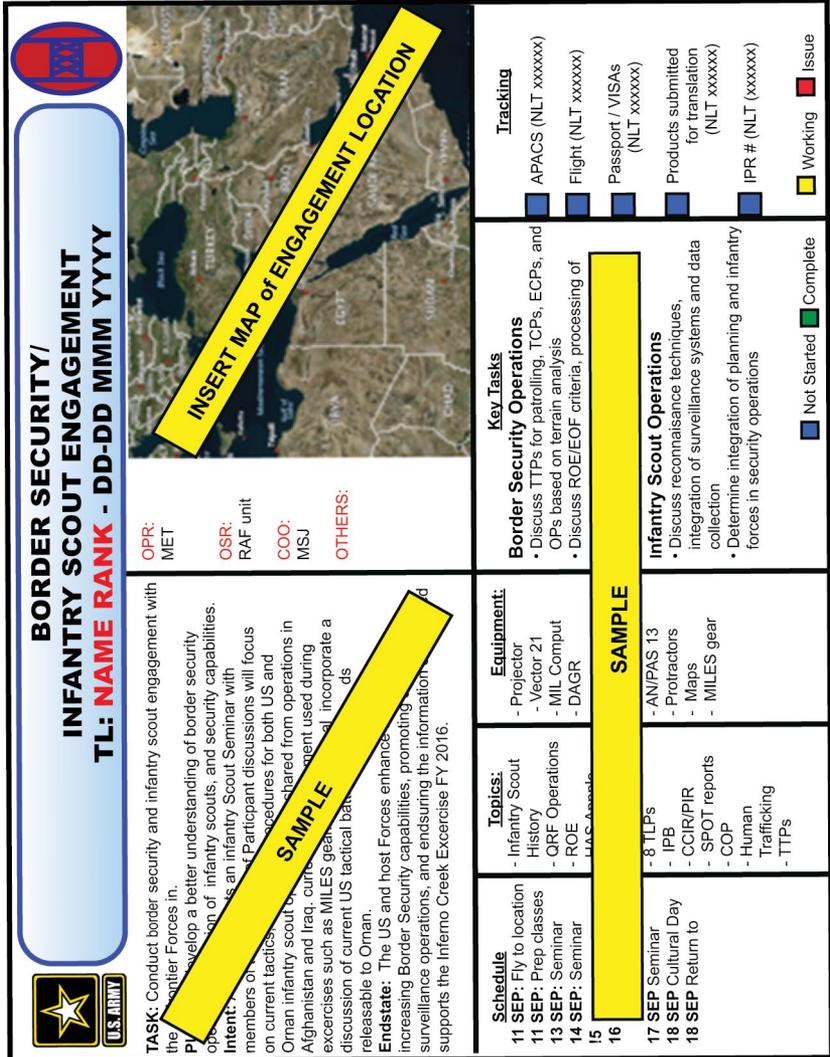
Figure B-1. Example of a concept of operations.

Appendix C

Situation Report

Name of Event (Short Name)
Situation Report

To: XXth Military Engagement Team (MET) S-3 Section; MET Officer in Charge, Command Sergeant Major, MET Executive Officer

From: Rank and Name, MET Position/Team Leader

CLASSIFICATION: XXXXX

1. EVENT: Event Name/Dates

2. LOCATION: City/Country

3. DATE/TIME: DDHHHHMMMYYYY

4. SUBJECT: Event of the Day — Day X of X

5. EVENT ACTIVITY SUMMARY:

 a. Past 24 hours: List events over the last 24 hours.

 b. Current: Summary of the day's activities. Include atmospherics, assessments, and opinions of the progress of the engagement, and how this influences the rest of the engagement and future engagements.

 c. Next 24 to 48 hours: Planned activities for the next 48 hours.

6. PERSTAT: Current status of engagement members (U.S.).

7. FORCE PROTECTION MEASURES AND SAFETY: Mitigation techniques used, if any, such as the following:

 a. No travel outside the hotel unless in a buddy team of two pax or more.

 b. Minimizing time outside the hotel after dark.

8. OPERATIONAL ISSUES: Operational concerns that may impact the mission.

9. LOG ISSUES: Logistical concerns that may impact the mission.

10. MEDICAL ISSUES: Medical concerns of engagement members (U.S.).

11. COMMUNICATIONS: E-mails and telephone numbers for engagement team leader and other key members.

12. COMMENTS: Additonal remarks.

Figure C-1. Example of a situation report.

Appendix D

Trip Report

<div style="border:1px solid black">

Theater Security Cooperation (TSC) Trip Report
Operation Name — Type of Operation
XXth Military Engagement Team

1. Event:

2. Location:

3. Date:

4. Subject:

Team Composition			
Name	**Rank**	**Organization**	**Title**

Topics	
Topic 1	
Topic 2	
Topic 3	

5. Executive Summary:

    a. Overview.
    b. Participants.
    c. SHAPE Objectives (addressed with this event)**.**
    d. Goals and Significant Outcomes.
    e. Assessment.

6. Conclusion:

7. Recommendations:

8. Additional Atmospherics:

9. POC: (Name/Rank, Telephone Number, E-mail Address.)

</div>

Figure D-1. Example of a trip report.

Appendix E

Story Board

Operation Name Type of Engagement (Date)	
Objectives: 1. 2. **Key Tasks:** 1. 2. 3. 4. 5.	**Engagement Picture**
XXth Military Engagement Team (list organizations each team member is from; i.e., regionally aligned forces or State Partnership Program) **Outcomes:** 1. 2. 3. 4. 5.	**Engagement Picture**
	Top Image: Information about what is happening. **Bottom Image:** Information about what is happening.

Figure E-1. Example of a story board.

Operation Name Type of Engagement (Date)	
Recommended Way Ahead: **1.** **2.** **3.** **4.** **5.**	**Engagement Picture**
Engagement Picture	**Engagement Picture**
Above: Information about the picture.	**Top Right:** Information about the picture. **Bottom Right:** Information about the picture.

Figure E-1. Example of a story board (continued).

Appendix F

# Split Military Engagement Team Structure
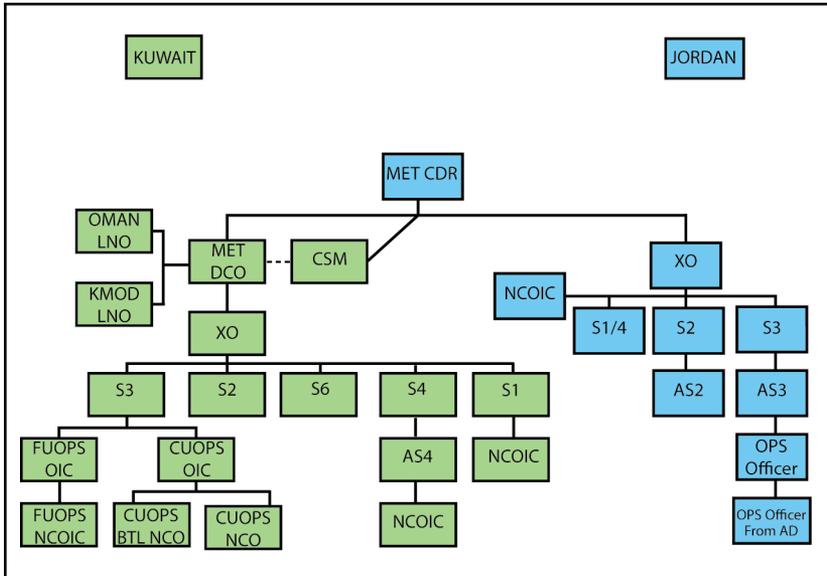
Figure F-1. Example of a split MET structure.

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Foreign Military Studies Office (FMSO)

FMSO is a research and analysis center on Fort Leavenworth under the TRADOC G-2. FMSO manages and conducts analytical programs focused on emerging and asymmetric threats, regional military and security developments, and other issues that define evolving operational environments around the world. Find FMSO products at http://fmso.leavenworth.army.mil.

Military Review (MR)

MR is a revered journal that provides a forum for original thought and debate on the art and science of land warfare and other issues of current interest to the U.S. Army and the Department of Defense. Find MR at http://usacac.army.mil/cac2/militaryreview.

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Joint Center for International Security Force Assistance (JCISFA)

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