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THE WHITE HOUSE
WASHINGTON

MR PRESIDENT:

Jack Marsh reviewed the attached
package and recommends the
State/Defense option.

Jim Connor
12/15/76

*President approved State
+ Defense option.*

THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.:

Date: December 14, 1976

Time:

FOR ACTION:

cc (for information):

Jack Marsh

FROM THE STAFF SECRETARY

DUE: Date: Wednesday, December 15, 1976 Time: 10:00 A.M.

SUBJECT: Brent Scowcroft memo, 12/14/76 re
Military Assistance Advisory Groups.

ACTION REQUESTED:

☐ For Necessary Action☒ For Your Recommendations☐ Prepare Agenda and Brief☐ Draft Reply☒ For Your Comments☐ Draft Remarks

REMARKS:

SECRET ATTACHMENT

Copy to State / Defense op time

[Signature]

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.


If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Jim Connor
For the President

THE WHITE HOUSE
WASHINGTONACTION

December 14, 1976

SECRET - GDS

MEMORANDUM FOR: THE PRESIDENT
FROM: BRENT SCOWCROFT 
SUBJECT: Military Assistance Advisory Groups

The International Security Assistance and Arms Export Control Act of 1976 required a reduction to 34 MAAG's by September 30, 1976. In addition, the Act requires specific Congressional authorization for MAAG's existing after September 30, 1977. In response to this requirement, an NSC review of the worldwide requirement for the continuation of MAAG's was initiated. At this time, the required reduction for FY 1977 has been made, and the study on MAAG requirements has been completed. The study contains two options for MAAG presence after September 30, 1977.

Both options recommend that security assistance functions be performed:

-- by Foreign Service Officers in countries with the very smallest programs;

-- by Defense Attache Offices (DAO's) in countries where programs are small but require occasional in-country military expertise;

-- by three-person Offices of Defense Cooperation (ODC's -- which do not require specific Congressional approval) in countries with small programs which nonetheless require full-time attention;

-- by Congressionally-approved, MAAG-type organizations (Defense Field Offices (DEFO's) or Military Groups) in countries with large programs and where U.S. foreign policy interests necessitate a group of more than three members of the U.S. armed forces.

In addition, both options recommend that the law (which now prohibits use of DAO's in a security assistance role) be amended to allow DAO's to perform this function.

Subject to GDS of E.O. 11652.
Automatically Downgraded at Two
Year Intervals and Declassified on
December 31, 1984.

SECRET - GDS

KR 5/16/89

Beyond these broad areas of agreement, there are differing positions on the number of MAAG-type organizations to be retained, the manning levels needed in various countries, and the costs involved to support the recommended positions. A summary of the key features of the two options is at Tab C.

State/Defense Option

The State/Defense option recommends that 34 MAAG-type organizations be proposed to the Congress for FY 1978. Although this represents no reduction in the number of organizations from the FY 1977 level, the option does reflect significant manpower and cost savings. State and Defense believe the resulting structure permits efficient management of our security assistance programs, and retains sufficient flexibility to meet intelligence and diplomatic responsibilities.

Twenty of the organizations proposed for retention would be redesignated [Defense Field Offices] and both the size and function of each office would be reduced. The remaining 14 organizations are the traditional military groups in Latin America, many of them going back to World War II days. State and Defense propose that these offices continue to operate as they have, in a primarily representational capacity, with security assistance functions performed as a collateral duty. This traditional representative role has fostered interservice ties and closer relations between the host country military and the United States, and State and Defense believe the resulting relationship has made, and should continue to make, a significant contribution to U. S. policy interests in these countries. Therefore, they propose that specific legislation be sought to retain all 14 offices, although many would be reduced in size.

State and Defense also believe that the current ceiling of three military personnel who may be assigned to chiefs of U. S. diplomatic missions for security assistance tasks without further congressional approval is too restrictive and inflexible. They propose that authority be sought to increase this number to six, where there is a clear need to do so. If accepted by Congress, this proposal would reduce the number of MAAGs requiring specific congressional approval by eight, leaving 26 MAAG-type organizations in FY 1978, six of which would be in Latin America.

OMB Option

OMB proposes to reduce the number of MAAG-type organizations to 20 in FY 1978, continuing them only where (1) major security assistance

programs exist, (2) U.S. forces are present and a representational function is required for the MAAGs, or (3) major U.S. foreign policy interests would be significantly damaged by elimination. The remainder of the countries would be served by Offices of Defense Cooperation with up to three military personnel, or existing DAO arrangements.

OMB's alternative is based on the following considerations:

- The original mission of the MAAGs was heavily oriented toward implementation of the grant materiel program and field level training and advisory functions, which have become less relevant, given the shift in our military assistance program from grants to sales.
- The need for a military-to-military representational function for MAAGs has decreased because foreign governments rely more on direct contacts with Washington concerning sales cases and training programs.
- Because of the congressional requirement to terminate MAAGs except where specifically authorized, requesting continuation of virtually all the existing MAAGs carries the risk that the Congress will take arbitrary actions restricting the Administration's flexibility and effective management of the security assistance and sales programs.

OMB's option would eliminate a number of small MAAGs and several Latin American MILGROUPs, which State and Defense propose to retain. OMB believes that ODCs of three military personnel, augmented where necessary by additional civilians and periodic visits by mobile training teams, can adequately perform the necessary in-country security assistance functions.

I believe the State/Defense option will satisfy the congressional desire to phase down the worldwide MAAG presence, while avoiding the repercussions which could result from OMB's sharper cuts. In addition, bearing in mind that a proposal similar to this must be made to Congress each year, the State/Defense option leaves considerably greater flexibility for subsequent years.

RECOMMENDATIONS

That you authorize me to issue the NSDM at Tab A, establishing organizations to perform security assistance functions according to the State/Defense option. (ACDA and CIA concur)

Approve _____

Disapprove _____

Alternatively, that you authorize me to issue the NSDM at Tab B, establishing organizations to perform security assistance functions according to the OMB option.

Approve _____

Disapprove _____

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

National Security Decision Memorandum

TO: The Secretary of State
 The Secretary of Defense
 The Director, Office of Management and Budget
 The Director, Arms Control and Disarmament Agency
 The Director of Central Intelligence

SUBJECT: Organizations to Perform Security Assistance Functions

The President has reviewed the study of the Interdepartmental Group for Political-Military Affairs on MAAG Requirements and has noted agency views. The President has decided to establish or continue in the countries indicated the following organizations to perform security assistance functions in Fiscal Year 1978. Personnel and funding levels will be those established in the President's Fiscal Year 1978 budget request.

Defense Field Offices

Ethiopia	Kuwait*	Saudi Arabia*
Greece	Liberia	Spain
Indonesia	Morocco	Thailand
Iran**/**	Pakistan	Tunisia**
Japan	Philippines	Turkey
Jordan	Portugal	Zaire
Korea	Republic of China	

Military Groups

Argentina	Dominican Republic**	Panama
Bolivia	Ecuador**	Paraguay***
Brazil	El Salvador**	Peru**
Chile**	Guatemala	Uruguay***
Colombia	Honduras**	Venezuela
Costa Rica***	Nicaragua	

* The Defense Field Office will be replaced by an Office of Defense Cooperation if an adequate level of reimbursement can be obtained from the host country.

** Six or less members of the U.S. military will be assigned to the Defense Field Office or Military Group.

*** Three or less members of the U.S. military will be assigned to the Military Group.

Offices of Defense Cooperation

Australia	India
Austria	Italy
Belgium	Netherlands
Denmark	Norway
France	United Kingdom
Federal Republic of Germany	

The Secretary of State, in close cooperation with the Secretary of Defense, should propose legislation which will:

- Authorize establishment of Defense Field Offices in the countries specified above.
- Provide for continued operation of the Latin American military groups based on their traditional role of representation.
- Permit, without specific congressional approval, the assignment to the chief of each U.S. diplomatic mission of up to six military personnel to perform security assistance functions.
- Allow Defense Attache Offices to continue to perform security assistance functions in countries where either manpower and cost savings are effected or political sensitivities are paramount.

If these amendments to the existing law are not forthcoming, Office of Defense Cooperation will be established or Defense Field Offices will be proposed where necessary.

Brent Scowcroft

cc: The Chairman, Joint Chiefs of Staff

NATIONAL SECURITY COUNCIL
WASHINGTON, D.C. 20506

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Defense Field Offices

Argentina	Iran*	Saudi Arabia*
Bolivia	Korea	Spain
Brazil	Kuwait*	Thailand
Colombia	Morocco	Turkey
Ethiopia	Philippines	Venezuela
Greece	Portugal	Zaire
Indonesia	Republic of China	

Offices of Defense Cooperation

Belgium	Germany	Nicaragua
Chile	Guatemala	Norway
Costa Rica	Honduras	Pakistan
Denmark	India	Panama
Dominican Republic	Italy	Paraguay
Ecuador	Japan	Peru
El Salvador	Liberia	Tunisia
France	Netherlands	Uruguay

* The Defense Field Office will be replaced by an Office of Defense Cooperation if an adequate level of reimbursement can be obtained from the host country.

The Secretary of State, in close coordination with the Secretary of Defense, should propose legislation which will:

- Authorize establishment of the Defense Field Offices specified above.
- Allow Defense Attache Offices to continue to perform security assistance functions in those countries where the current arrangement is working satisfactorily.

Brent Scowcroft

cc: The Chairman, Joint Chiefs of Staff

PROPOSED MAAG PRESENCE - FY 1978

	<u>1976/TQ</u> <u>Actual</u>	<u>1977</u> <u>Budget</u>	<u>1978</u> <u>State/Defense</u>	<u>OMB</u>
Number of MAAG-type Organizations Proposed for Retention	44	33	34*	20
Military Personnel Required	1455	1296	791	613
Cost of Military Assistance Organizations (millions of dollars)	72.4	56.3	43.7	34.4

* This number would decrease to 26 if the proposed six-person security assistance organizations are accepted by Congress.

MAAG-TYPE ORGANIZATIONS

<u>FY 1977</u>	<u>FY 1978</u>	
	<u>State/Defense</u>	<u>OMB</u>
Argentina	Argentina	Argentina
Bolivia	Bolivia	Bolivia
Brazil	Brazil	Brazil
Chile	Chile*	---
Colombia	Colombia	Colombia
Dominican Republic	Dominican Republic*	---
Ecuador	Ecuador*	---
El Salvador	El Salvador*	---
Guatemala	Guatemala	---
Honduras	Honduras*	---
Nicaragua	Nicaragua	---
Panama	Panama	---
Peru	Peru*	---
Venezuela	Venezuela	Venezuela
Greece	Greece	Greece
Portugal	Portugal	Portugal
Spain	Spain	Spain
Turkey	Turkey	Turkey
Ethiopia	Ethiopia	Ethiopia
Liberia	Liberia	---
Zaire	Zaire	Zaire
Republic of China	Republic of China	Republic of China
Indonesia	Indonesia	Indonesia
Japan	Japan	---
Korea	Korea	Korea
Philippines	Philippines	Philippines
Thailand	Thailand	Thailand
Iran	Iran*	Iran
Kuwait	Kuwait	Kuwait
Morocco	Morocco	Morocco
Pakistan	Pakistan	---
Saudi Arabia	Saudi Arabia	Saudi Arabia
Tunisia	Tunisia*	---
	Jordan	

* Will not require specific congressional authorization if proposed six-person security assistance organizations are approved.