
Security Assistance Programming: A New Approach

By
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In January 1989, the Headquarters, United States Air Force, published the first copies of the International Programming Document .

This event capped a nine-month effort which fundamentally changes the USAF approach to the transfer of aircraft and equipment being phased out of the Air Force inventory. The new methodology and process of International Programming is designed to *integrate* planning and programming for security assistance into the mainstream Air Force planning and programming process. By *institutionalizing* this process, Air Force planners have developed a system to ensure the integration and cross checking of Air Force requirements and capabilities with those of our allies and friends.

This effort supports security assistance goals which have consistently remained as follows:

- Assist our allies and friends;
- Share common defense burdens;
- Gain access to bases and facilities deemed vital to the preservation of U.S. interests;
- Build military-to-military relations; and
- Maintain U.S. economic strength, jobs, and industrial base.

Regrettably, budget constraints have reduced security assistance funding levels both in real terms and as a function of discretionary funds after Congressional earmarking (90 percent reduction). To fill the gap, the Air Force has attempted to more astutely transfer "excess" assets phasing out of the active inventory at appropriately reduced prices to further the foreign policy goals previously outlined. Initial efforts in this regard were so successful from a foreign policy standpoint that additional expanded efforts followed. In implementing these expanded initiatives, Air Force planners recognized that more effective logistics support and more efficient allocations of scarce resources could be realized through enhanced priority programming.

FIGURE A

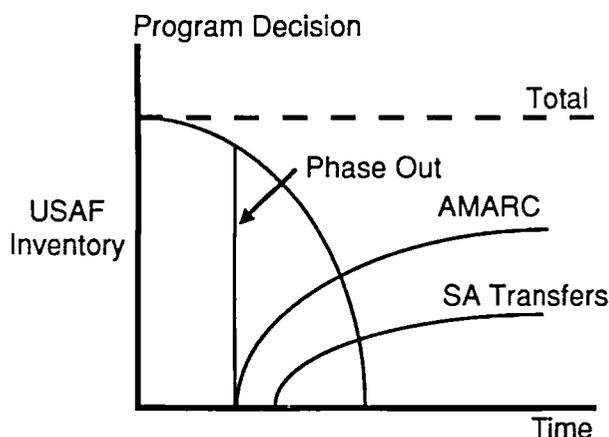
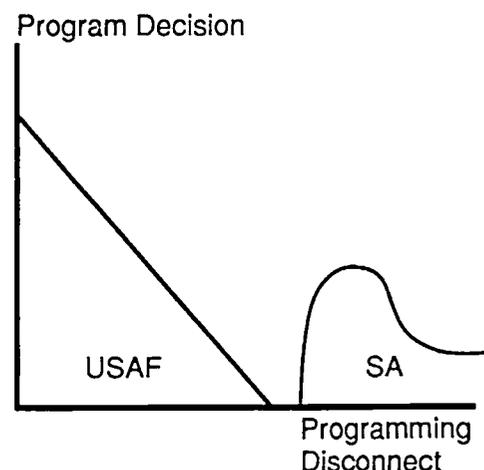


FIGURE B
LOGISTICS LIFE CYCLE



Figures A and B illustrate the situation which existed in the past with regard to the transfer and support of aircraft which were being retired from Air Force use.

Figure A depicts the situation with respect to aircraft. It shows that after a program decision was made to retire an aircraft from the active inventory, the number of aircraft in the inventory declined, with the "excess" aircraft transferring to the Aircraft Maintenance and Regeneration Center (AMARC) facility at Davis Monthan Air Force Base, Arizona for storage. Then, as requirements were identified for transfers to our allies and friends under the security assistance (SA) program, the required aircraft would be transferred from AMARC to the recipient country.

Figure B reflects what previously happened on the logistics support side. After the program decision had been made to phase out aircraft from the active inventory, the logistics community undertook a comprehensive effort to reduce expenditures for such aircraft. The results were the curtailment of vendor sources of spare parts supply, deferral of maintenance actions, elimination of anticipated modifications and upgrade programs, transfer or curtailment of program depot maintenance personnel, and reduction of item manager funding levels. In short, the logistics system did exactly what it was supposed to do to conserve scarce resources. When everything worked as it should, even though the aircraft were still in active operation, the entire logistics infrastructure was drawn down in anticipation of the forthcoming phase-out. Unfortunately, by the time security assistance transfers caused a resurgence in demand for the aircraft, the ability of the logistics community to satisfy the support requirements had either been constrained or eliminated.

The consequences of this situation served neither USAF interests nor the interests of our allies and friends. On the aircraft side, costs to the customer increased because of the requirement for AMARC (an industrially-funded facility) to fully recover all costs, to include an appropriate charge to put the aircraft into one of the five types of storage available, plus a charge to maintain the aircraft while in storage, and a charge to return the aircraft to operational condition for the transfer. As a result of these cost recovery requirements, the USAF was frequently constrained from selling a depreciated aircraft asset which otherwise could be sold at a price within the means of allies and friends with limited defense resources.

On the logistics side, the USAF frequently found it necessary to go to extraordinary efforts (both costly and time delaying) to recreate a logistics support infrastructure that had only recently been eliminated. When even the most concerted efforts could not ensure logistics support, the alternatives were either dissatisfied customers or the command levy of Air Force assets required for, and in use with, USAF operational units.

A process action analysis was conducted to examine the way the logistics system operated. This analysis identified a programming disconnect and concluded that an earlier analysis and programming of requirements for security assistance (particularly with regards to logistics requirements and logistics availability) could lead to reduced implementation time and costs.

Figure C shows the way AF/PR has now developed a solution to the problem regarding such aircraft transfers. The new methodology uses logistics analysis to facilitate early identification of support requirements and retiring aircraft candidates. This early identification allows a direct ramp-to-ramp security assistance transfer immediately upon release of the aircraft asset, thereby eliminating the costs associated with entry, maintenance, and recovery of these assets from AMARC.

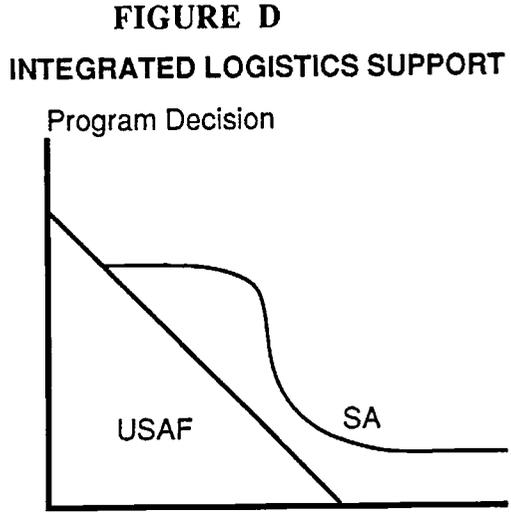
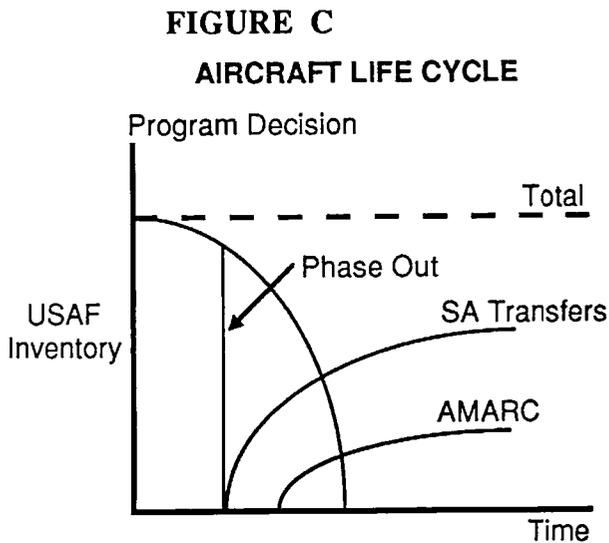
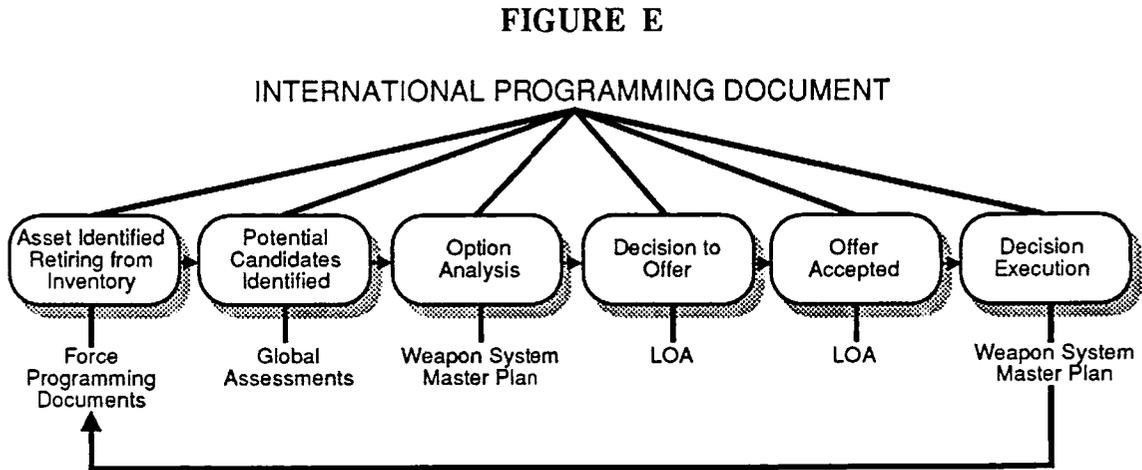


Figure D indicates the positive logistics support consequences of this new methodology. Instead of a programming disconnect, the new approach includes security assistance requirements before the weapons system draw-down process progresses so far along that needed capacity, capability, and lead time have been substantially lost. This new approach facilitates the purchase of assets needed by security assistance customers prior to the actual termination of vendor contracts or the elimination of an in-house USAF capability. The results are lower customer costs, improved delivery times, and a reduced impact on the Air Force logistics infrastructure.

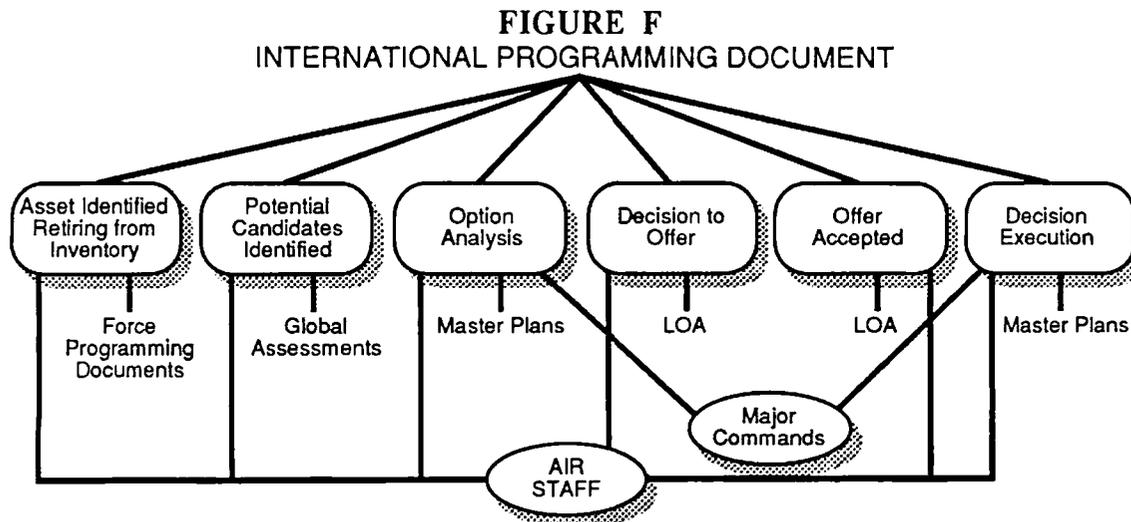
Figure E is a flow chart-depiction of how this process will actually work.



Air Staff programmers first review the availability of assets programmed to be withdrawn from service through the vehicle of the Force Programming Document (PD). At the same time, Air Staff planners develop a global assessment of the requirements worldwide for Air Force excess assets based on State Department and DOD priorities. A working group composed of logistics experts and programmers then perform an analysis which leads to the development of an Air Force game plan projecting the Air Force estimate for the approach which best satisfies the needs and expectations of our allies and friends. Included in this analysis is a comprehensive logistics supportability assessment to define requirements for logistics support and availability to ensure support of the aircraft flying program from the date of the transfer forward. Once approved, this

game plan is reflected in Letters of Offer and Acceptance (LOA) to the potential recipient countries. These LOAs form the basis for execution actions which are reflected in Air Force Logistics Command (AFLC) Weapons System Master Planning documents, and in the planning documents at the Tactical Commands and Air Training Command, as appropriate.

Figure F indicates the involvement of the Air Staff and the Major Commands in this process.



The Air Staff manages the entire process under the leadership of the Deputy Chief of Staff for Programs and Resources which publishes the PI document. The Directorate of International Program (PRI) manages the LOA process, and serves as the focal point for communications both within the chain of command from the Major Commands through DOD and the State Department and within the Air Staff itself.

The Major Commands, which in the past have only had a role in the execution decisions after they have been made, will now have an opportunity to participate in the decision process. This will ensure that the game plan takes into consideration all potential shortfalls and also ensure that any proposed sales are logistically supportable without any adverse impact on the U.S. force structure. All phases of this process are reflected in an International Program Document (PI) published by AF/PR on a quarterly basis. The three sections of the PI provide analysis, a six-year projection of future requirements, and the AF game plan to satisfy these requirements. Section One details a prioritized listing of requirements based on Department of State and DOD guidance. Section Two takes up where the Force Programming Document leaves off, indicating the proposed disposition of weapon systems when they leave the Air Force inventory. Section Three details the projected force structure of our allies and friends on a country-by-country basis. Each of the three sections will provide a six-year forward projection.

Although much work has been accomplished, much more remains to be done. The Air Staff is working to refine, enhance, and update the PI for the next publication. Headquarters, Air Force Logistics Command (HQ AFLC), has established a working group under the leadership of the International Logistics Center to develop implementing policy and procedures for this new methodology within AFLC. Other operational commands are expected to undertake similar initiatives.

Future plans include the establishment of an interactive data system as well a further refinement of the PI document and the Major Command implementing initiatives. Although in the infancy of its development, the PI has already had initial success in integrating requirements and capabilities. Recent successes have included convincing a customer to add \$17 million to a support

case for advanced logistics purchases a full year prior to aircraft delivery. In three other instances, AF/PRI personnel were able to constrain sales to only those systems which were supportable. The bottom line: PI methodology enables the USAF to ensure better planning and improved logistics support for sales to foreign countries. This new approach offers exciting opportunities with more dividends to come, including new systems sales applications as the methodology matures.

ABOUT THE AUTHOR

Lieutenant Colonel Schonenberg is the Branch Chief for Logistics Policy and Procedures in the Directorate of International Programs, HQ USAF, Washington DC. He has a Bachelor of Arts degree in Political Science, a Master of Arts Degree in Psychology, and a Master of Arts Degree in Management. A 1987 graduate of the Air War College in residence, he is an Aircraft Maintenance Officer who commanded the squadron selected as the 1987 Daedalian Winner in the category of Best Organizational Maintenance Squadron in the United States Air Force.