

U.S. ARMY SECURITY ASSISTANCE:

A BRIDGE TO ALLIED AND FRIENDLY NATIONS

By

JANET GREENSPAN

Challenges to U.S. interests in Southwest Asia, the Middle East, the Pacific, the Caribbean, and Central America require a coalition approach, relying on indigenous forces which may be trained, equipped, and supported by the United States.

The Army Plan, 1987-91

This brief quotation from an Army planning document has far-reaching and vital implications for the U.S. Army and the U.S. Government. Because the Army must tighten its belt and work within its limited resources, coalition warfare is becoming a keystone to accomplishing the Army's mission. Ensuring that U.S. allies and friends have strong and capable military forces to fight alongside the U.S. Army to protect U.S. interests and their own homelands is a vital part of the U.S. Army's mission. Security assistance (SA) programs are essential for the United States and its allies to meet these challenges.

Major Security Assistance Programs

In Fiscal Year 1985, the U.S. Army had ongoing SA programs for construction, materiel, equipment, and services with over 95 countries and international organizations. These programs vary greatly in size and technical sophistication. Saudi Arabia's program, the largest in the Army, amounts to over \$23.5 billion, while Paraguay's program, the smallest in the Army, has a value of \$3.4 thousand. Large ongoing programs, in addition to Saudi Arabia's, include Israel's \$2.1 billion, Egypt's \$2.5 billion, Jordan's \$1.3 billion, Germany's \$2.2 billion, and Taiwan's \$1.6 billion. These six country programs comprise over 75 percent of the Army's open case value.

The Army's SA programs are extensive. The following tables and charts demonstrate the size of these programs.

CHART 1

U.S. ARMY SECURITY ASSISTANCE--NEW SALES

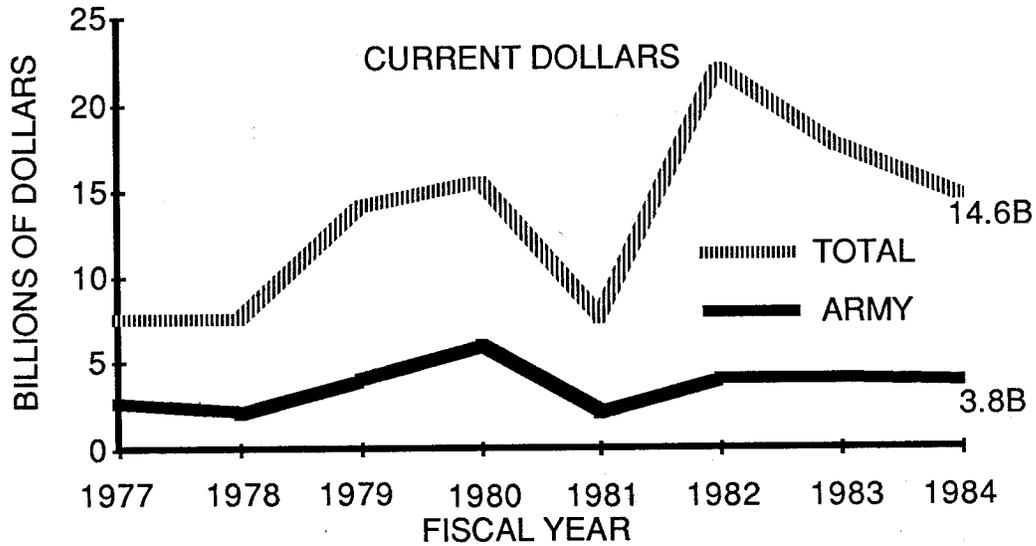


TABLE 1

ARMY FOREIGN MILITARY SALES NEW BUSINESS -- FY 1985*

TOTAL 1060 Cases
 72 Countries
 \$2.8 Billion

REGIONS	NUMBER OF CASES	PERCENT OF CASES	NUMBER OF COUNTRIES	PERCENT OF COUNTRIES	DOLLARS IN BILLIONS	PERCENT OF DOLLARS
AFRICA	57	5.0	11	15.0	0.10	4.0
AMERICAN REPUBLICS	235	22.0	15	21.0	0.20	7.0
EAST ASIA & PACIFIC	245	23.0	9	13.0	0.30	11.0
EUROPE	309	29.0	20	28.0	1.57	56.0
NEAR EAST & SOUTH ASIA	184	18.0	14	19.0	0.60	21.0
NONREGIONAL (AGENCIES)	30	3.0	3	4.0	0.03	1.0

* As of 30 June 1985

Although worldwide foreign military sales (FMS) have recently declined dramatically, Army sales have remained relatively constant. The Army has over \$4 billion total new sales projected for FY 85.

TABLE 2
ARMY TOTAL OPEN FMS PROGRAMS -- FY 85*

REGIONS	TOTAL		6597 Cases 96 Countries \$45.1 Billion		DOLLARS IN BILLIONS	PERCENT OF DOLLARS
	NUMBER OF CASES	PERCENT OF CASES	NUMBER OF COUNTRIES	PERCENT OF COUNTRIES		
LANTCOM	52	1.0	6	6.0	0.02	0.04
CENTCOM	1182	18.0	16	17.0	30.68	68.00
EUCOM & CANADA	2439	37.0	35	36.0	9.40	21.00
PACOM	1997	30.0	17	18.0	4.00	8.86
SOUTHCOM	642	10.0	16	17.0	0.50	1.10
NONREGIONAL (AGENCIES)	285	4.0	6	6.0	0.50	1.00

* As of 20 August 1985

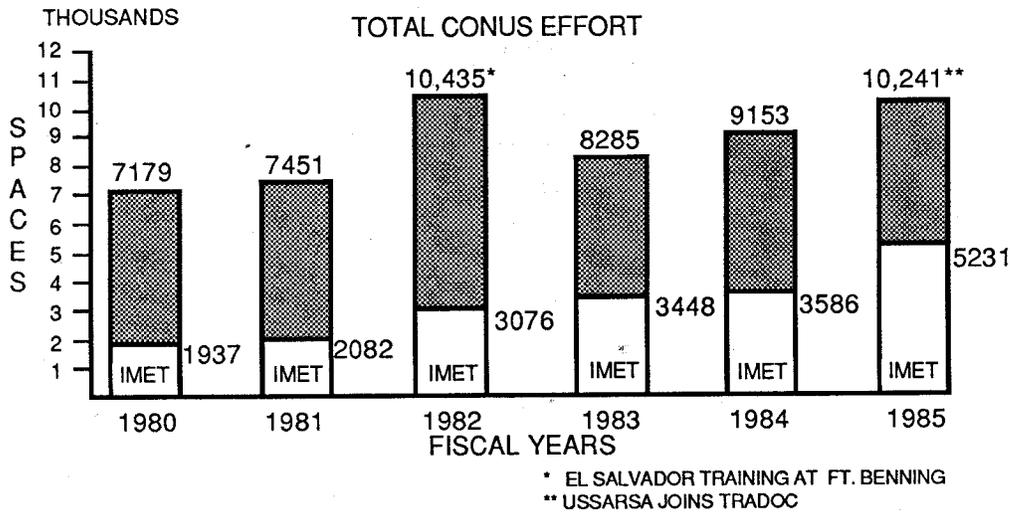
TABLE 3
HIGH DEMAND, SECURITY ASSISTANCE ITEMS

ITEM	DELIVERIES THRU FY84*	ON CONTRACT	PLANNED
AH-1S, Helicopter	12	44	21
CPC, M577A2	1,387	48	109
APC, M113A1/2	19,625	967	141
HOW, SP, M109A2	441	614	859
HOW, TOW M198	299	173	105
REC VEH, M88A1	472	101	28
TANK, M48A5	517	0	0
TANK, M60/ROLL-UP	3,467	302	94
I-TOW/TOW MISSILE	145,938	28,084	93,428
TOW, LAUNCHER	3,686	284	541
I-HAWK, MISSILE	4,887	556	249
CHAPARRAL MISSILE	2,953	924	2,106
STINGER WEAPON SYSTEM	898	3,089	9,082
MORTAR LOCATING RADAR			
FIREFINDER, AN/TPQ-36	7	44	202
ARTILLERY LOCATING RADAR AN/TPQ-37	0	8	51

* Deliveries began at different times for each item listed.

Foreign military training in CONUS, another important aspect of the Army's SA programs, provides foreign students the opportunity to learn military subjects while observing and participating in the American culture. From 1980 through 1985, foreign students from 114 countries occupied 52,744 spaces in Army CONUS courses. This training ranges from maintenance instruction for junior enlisted personnel to the Army War College for senior allied officers.

CHART 2
ARMY SECURITY ASSISTANCE TRAINING TRENDS -- CONUS



Foreign military training OCONUS includes Mobile Training Teams (MTTs), Technical Assistance Field Teams (TAFTs), Technical Assistance Teams (TATs), Engineering and Technical Services Specialists (ETSS), and Defense Survey Teams. Approximately 396 manyears were dedicated to SA teams in FY 84. The following chart and table show Army OCONUS training trends since 1980: the chart shows the total number of teams deployed, and the table shows the types of teams deployed.

CHART 3
ARMY SECURITY ASSISTANCE TRAINING TRENDS--OCONUS
TOTAL OCONUS TRAINING EFFORT*

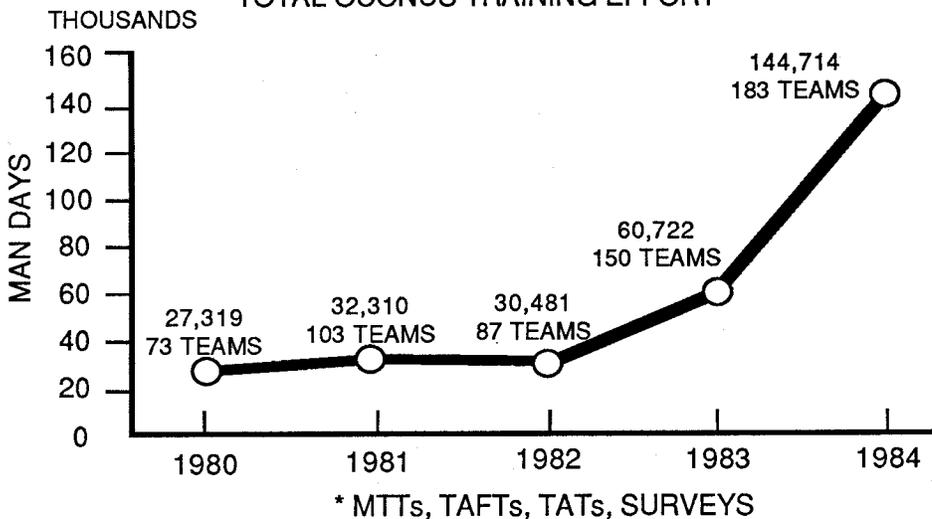


TABLE 4
ARMY SECURITY ASSISTANCE TEAMS

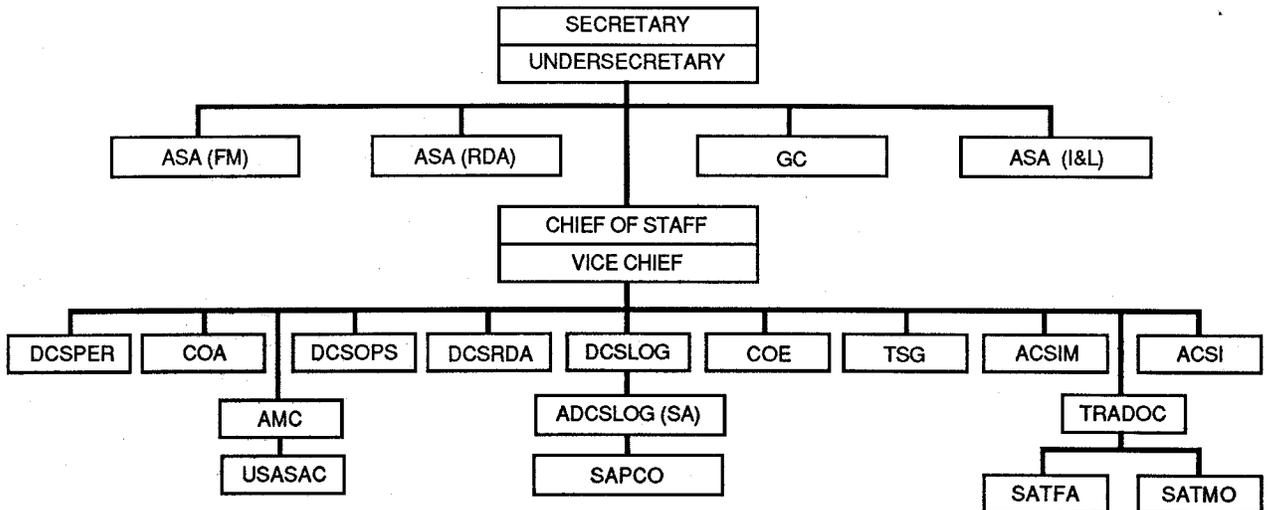
<u>FISCAL YEAR</u>	<u>MTTS</u>	<u>TAFTS</u>	<u>TATS</u>	<u>ETSS</u>	<u>SURVEYS</u>	<u>MAN DAYS</u>
80	38	10	12	0	12	27,319
81	69	11	15	0	8	32,310
82	58	8	7	4	10	30,461
83	100	9	16	10	16	60,722
84	117	15	19	12	20	144,714*
85**	36	40	20	10	0	Unknown

* Jump due to increased requirements in the USSOUTHCOM region.
 ** Figures represent those teams deployed as of 31 July 1985

Army Security Assistance Organization

Various organizations throughout the Army are involved in the use of Army assets and the development of Army policies to manage security assistance programs. The Army Secretariat, Department of the Army (DA) staff, Major Commands, and Major Subordinate Commands, and various agencies all play significant roles in managing these programs within the parameters set by the Offices of the Secretaries of Defense and State.

CHART 4
ARMY ORGANIZATION FOR SECURITY ASSISTANCE



Army SA programs have high visibility in the Army Secretariat. The Under Secretary of the Army, acting for the Secretary of the Army, directs and takes part in developing SA policies which are mutually beneficial to friendly nations, the Army, and the United States. The Assistant Secretary of the Army (ASA) (Research, Development, and Acquisition) implements approved SA policy at the Secretariat level, with the support of the ASA (Financial Management) and the ASA (Installations and Logistics) who review and resolve problems in customer programs in all phases of financial and supply management.

At the Army Staff level, the Deputy Chief of Staff for Logistics is the principal advisor and the Army Staff focal point for SA. Under him, the Assistant Deputy Chief of Staff for Logistics (Security Assistance) [ADCSLOG(SA)] is specifically charged with performing that function. The Security Assistance Policy Coordinating Office (SAPCO) supports the ADCSLOG(SA) by coordinating the development of Army SA policy and insuring that SA policies, plans, programs, and procedures are integrated into the Army's programs and objectives. The SAPCO is divided into two divisions: DALO-SAC deals with regional and country program and policy development, and export licenses; and DALO-SAA deals with general policy, plans, and budget issues.

The Office of the Deputy Chief of Staff for Operations and Plans (ODCSOPS) also plays a vital role in SA management. The Security Assistance Division (DAMO-SSA) in ODCSOPS, provides the operational perspective to Army's SA program. DAMO-SSA ascertains whether specific requests from foreign countries for defense articles and services are in consonance with U.S. strategic plans and objectives, and coordinates an ODCSOPS position on the impact of proposed sales on the operational readiness of the Army. DAMO-SSA also provides policy, planning, and programming guidance on SA training activities for foreign nationals.

ODCSLOG and ODCSOPS, in conjunction with other cognizant Army Staff agencies, can and do influence SA policy by:

- Providing input to the Joint Chiefs of Staff on national strategy and foreign policy, political-military considerations, recommended foreign force structure requirements, and recommended funding levels for country SA programs;

- Recommending to the Defense Security Assistance Agency (DSAA) sales of major items, related services, technical data, codevelopment and coproduction agreements, while protecting critical technologies and the U.S. industrial mobilization and surge capability;

- Limiting the impacts of sales and diversions on Army readiness and its training base;

- Developing contingency plans involving SA logistical support; and,

- Managing the Army portion of the Special Defense Acquisition Fund (SDAF), a revolving fund used to finance purchases of defense articles and services in anticipation of their sale to eligible countries and international organizations.

Aside from policy making elements, there are two Department of the Army (DA) elements with whom FMS, MAP, and IMET customers, and overseas Security Assistance Organizations most frequently interact: the U.S. Army Materiel Command (AMC) and the U.S. Army Training and Doctrine Command (TRADOC). The Commanding General, AMC, through the United States Army Security Assistance Center (USASAC), serves as the DA Executive Agent for the operational aspects of approved FMS cases and MAP programs. AMC also provides materiel and related services to recipient nations according to objectives and guidance furnished by Headquarters, DA. TRADOC, on the other hand, develops and implements SA training programs, both for CONUS and OCONUS requirements. TRADOC's Security Assistance Training Field Activity (SATFA) handles CONUS training programs, while the Security Assistance Training Management Office (SATMO) deploys overseas security assistance teams.

One of the biggest problems in the Army's organization is the limited manpower the Army can assign to work on security assistance programs. The Army has 2,860 civilians and 493 military spaces dedicated to support SA programs. This has been recognized by the Army Major Commands to be 771 fewer spaces than the Army needs to run an effective program in the FY 87-91 time-frame. FMS administrative fee budgets, rather than Army appropriations, fund the salaries of these personnel. As a result of shrinking Administrative fee budget dollars, plus the need to shift Army military spaces to meet internal Army requirements, and also congressional freezes on personnel ceilings, the Army SA community must do more with less.

In light of these limitations, in 1984, the ADCSLOG(SA) and Chief, SAPCO developed 17 objectives (listed below) to direct Army efforts to improve the Army's Security Assistance programs. Successful completion of these objectives requires the efforts of all Army security assistance agencies to improve not only the mechanics of the way Army conducts its business, but also the way the Army is perceived by foreign customers. Each of the objectives have identified tasks and milestones.

TABLE 5

SECURITY ASSISTANCE (ARMY) OBJECTIVES

- Objective 1. A coproduction environment which facilitates the industrial development of emerging nations, promotes relationships with allied and other friendly foreign countries where it will economically support national security objectives.
- Objective 2. Critical military technology protected from release or unauthorized dissemination to adversaries.
- Objective 3. Improved interservice and intraservice exchange of SA management techniques and support of FMS materiel.
- Objective 4. Streamlined, economical FMS equipment maintenance which is responsive to customer requirements and incorporates changing U.S. Army concepts and technology.

- Objective 5. Export licenses processed in a timely manner which protect technology and support military and political strategy.
- Objective 6. FMS considerations integrated into the R&D/ILS decision process for new equipment.
- Objective 7. An FMS/MAP manpower management model which justifies requirements in the POM/budget process and monitors authorizations through the system.
- Objective 8. Five year FMS equipment procurement and distribution process/plan.
- Objective 9. Improved SA Administrative Budget forecasting and management.
- Objective 10. A streamlined, automated FMS process.
- Objective 11. Automated SA management functions within ODCSLOG, including interaction with the subordinate Army and DOD data base which supports the decision making process.
- Objective 12. A core FMS materiel management MODULAR software system for DATAPHONE which meets the common needs of FMS customers and interfaces with DOD systems.
- Objective 13. An SDAF program that is responsive to the needs of security assistance customers and the U.S. Army.
- Objective 14. An improved flow of pertinent information from the Army SA community to unified commands and SAOs.
- Objective 15. Upgraded existing equipment capability in the hands of allies and selected friendly nations with latest releasable technology where it is more economical than the purchase of newer items.
- Objective 16. An International Programs Coordinating Group (IPCG) and an International Programs Steering Group (IPSG) that meets the intent of the guidance and/or improves SA functions and processes on the Army Staff.
- Objective 17. An internal control system for SA functions that provides assurance that SA laws and regulations are followed and resources are managed efficiently and effectively.

A discussion of what the Army is trying to accomplish in six of the more proactive areas (Objectives 1, 2, 6, 10, 15 and 16) follows, and represents areas for which the Army would appreciate receiving any comments and suggestions from the security assistance community.

Ongoing programs can always be improved. Objective 1 concerns improving the Army's coproduction program. This program enables a foreign government, commercial firm, or international organization to acquire the technical "know how" to assemble or manufacture an Army weapon system in

whole or in part. A government to government Memorandum of Understanding (MOU) provides the formal agreement for a coproduction program. Such MOUs establish where the specific components will be produced, in the U.S. or in the participating country. During FY 85, the cumulative value of active, pending, and closed coproduction programs amounted to \$9.2 billion, of which \$2.7 billion will eventually be returned to the U.S. Army. Initiatives under this objective to improve the program include developing a checklist to evaluate proposed coproduction programs, and analyzing historical data to identify common successes and deficiencies, thereby assisting in the establishment of a standard MOU format structure.

Established guidelines need to be expanded so that the Army can learn from lessons in the past. Objective 2 entails following and expanding established Army guidelines for the transfer of critical military technology. In the past two years, the Army has developed procedures to make sure that technology transfer and protection considerations are included in all contacts with foreign countries, including SA transactions. One facet of this effort is the assessment of approximately sixty major Army weapon systems to identify critical technologies and determine the implications of the release of these technologies, either through foreign sales or coproduction. Another facet is the development of a data base to cross reference technologies in various weapon systems and identify critical issues which must be considered before the release of these technologies. Although the Assistant Chief of Staff for Intelligence has the Army lead for technology transfer issues, the Army Staff SA agencies (SAPCO and DAMO-SSA) are actively involved.

New concepts need to be considered to ensure that the Army keeps pace with prospective foreign requests. Objective 6 requires the consideration of an entirely new concept in the research and development (R&D) and acquisition processes. One of the most difficult aspects of FMS matters is the need to protect technologies while trying to be responsive to our friends and allies requesting Army items of equipment. In the past, the Army has had to review the releasability of weapon systems already in production when the acquisition of such systems has been requested by foreign customers. A review of the releasability of U.S. weapon systems needs to occur much earlier, i.e., in the R&D phase. There are hazards in this process, however, for the development of state-of-the-art technology is a moving train and an export model may not be needed by the time sales are imminent. Despite this potential drawback, critical technologies must be identified much earlier in the R&D and acquisition phases. Procedures need to be developed during the R&D and acquisition processes of new Army weapon systems to identify critical technologies early in the conceptualization and developmental stages of the systems, so that decisions can be made as to whether exportable versions could be developed and supported. The Army is attempting to be farsighted enough so that when it fields a state-of-the-art weapon system, it is able to sell a version of the system which is within the parameters set by the National Disclosure Policy and is also compatible with the Army's interests.

Coordination between the Services and among the various Army agencies is essential to improving DOD's SA programs and foreign customer satisfaction. Objective 10 requires such interaction between the Army and other Services. In November, 1984, the Defense Security Assistance Agency directed the formation of a tri-Service and Defense Logistics Agency task force,

with the Army as the lead, to make recommendations to streamline the FMS process. After several Task Force meetings, and subsequent meetings with DSAA, many of the recommendations made by the task force are being pursued. Sixteen recommendations were approved and eight are being studied further. Two recommendations have already been implemented. First, to curtail the processing time for Letters of Offer and Acceptance, letters of request are now going directly to the Services for processing, with copies being furnished to DSAA and the State Department for review. Second, the Services have been delegated authority to authorize justified sole source procurement requests, and also to shift values between cases within specified limits. Additionally, studies are now underway considering the establishment of DOD freight forwarding and staging activities, and the support for non-standard items of equipment through FMS. The FMS streamlining efforts will be a continuing process, with meetings of the task force being held on an as needed basis.

U.S. support for weapon systems already sold to foreign customers must be on-going. Objective 15, the Equipment Upgrade Program, was initiated by the Army Chief of Staff in 1982 to improve the combat capability of older U.S.-origin equipment in active and reserve U.S. forces, as well as in allied and friendly nations. In 1984, the Defense Science Review Board reiterated the need for these efforts in its report "Improved Defense Through Equipment Upgrades: The U.S. and its Security Partners." The key to the program is to develop low cost, high leverage upgrades in a timely and cost effective manner, employing state-of-the-art technology. The ADCSLOG(SA), in cooperation with the CINCs and SAOs, has taken the lead in developing pilot equipment upgrade programs for five countries. These programs will be presented to the countries before December, 1985.

Three specific categories of equipment are being considered for upgrading in Objective 15. Category I upgrades are those for which Congress has appropriated funds for research and development to upgrade equipment in active or reserve U.S. force inventories. These items include 105mm howitzer ammunition, 90mm recoilless rifle ammunition, 60mm mortar ammunition, and night vision equipment. Category II projects involve applying product improvements (PIPs) previously applied to equipment in U.S. inventories and now available through FMS. Category III upgrades apply to U.S. equipment which is no longer in the U.S. force inventory but which is still in allied and friendly nation inventories.

For some of this equipment, industry has developed, or can develop, upgrades that will improve the combat capability of the equipment and extend its useful life. The ADCSLOG(SA) is working with industry, through the American Defense Preparedness Association, to identify these upgrades for potential application to equipment in the hands of our security partners. If this pilot program generates enough interest, the program will be expanded worldwide.

A need also has been recognized to improve coordination among the Army's international programs. Objective 16 entails rejuvenating two Army Staff level groups charged with overseeing all Army international programs, including security assistance. The International Programs Steering Group (IPSG), co-chaired by the Under Secretary of the Army and the Vice Chief of Staff of the Army, is an advisory body which assesses and interprets OSD

international program guidance and, among other things, serves as a forum for the exchange of top management views on ongoing and anticipated international programs. The International Programs Coordinating Group (IPCG), chaired by the ADCSLOG(SA), furnishes recommended courses of action to the IPSCG, and among other things, coordinates on and furnishes continuous assessments of world-wide current and long-range international program trends to the Army Staff. Although relatively inactive in the past, the IPCG has recently met several times and is beginning to reassert itself into the Army's international program initiatives.

These Army objectives, including those not discussed in detail, are dynamic rather than static. In this light, Army encourages constructive comments and suggestions on ways to improve its SA programs. We are hoping that this article will elicit ideas on ways to better support the Security Assistance Organizations overseas and, in turn, our foreign allies and friends.

ABOUT THE AUTHOR

Janet Greenspan is a Security Assistance Analyst in the Department of the Army's Security Assistance Policy Coordinating Office (DALO-SAA). Prior to her current assignment, she worked for DA's Security Assistance Division in the Office of the Deputy Chief of Staff for Operations and Plans (DAMO-SSA). Ms. Greenspan received her M.A. from Indiana University and her B.A. from Rutgers University.