
recommendations for more efficient management and streamlining of Air Force FMS processes. In September 1998, an independent contractor was hired to conduct such a study. At the conclusion of their assessment, the agency recommended, among other things, a restructuring of the organizational relationships among SAF/IA, Air Force Security Assistance Command (AFSAC), and the Air Force Security Assistance Training Command (AFSAT), organizational relationship structure. To ensure SAF/IA's oversight of all USAF security assistance activities, AFSAC and AFSAT, whose operational chains of command extended from AFMC and AETC respectively, should become direct reporting units of SAF/IA. This clear line of directive authority to both agencies provides SAF/IA not only tasking authority over these SA agencies, but should eliminate duplication of effort and enhance responsiveness to FMS customers. In February of this year, the recommendation for organizational realignment of these three agencies was embraced by the RLSC.

Another issue examined by this PAT is the FMS training provided our SA personnel. First, the team is conducting a field survey of USAF SA agencies to determine the level of training of personnel. They've also met with SAF/AQ personnel and examined the web based training effectively utilized by the Acquisition community. Additional discussions on the appropriate training for FMS personnel included inter-service meetings with the Navy's International Program Office (IPO) and the Defense Security Assistance and Cooperation Agency (DSCA). As a result, a comprehensive DoD effort is underway to improve and ensure training for FMS personnel.

In responding to Dr. Hamre's call last May to reform our FMS practices and procedures, the USAF is working hard to improve its FMS efforts. Our Reinvention Lab has focused their efforts in four areas, Case Execution, Disclosure, Financial Management, and Organizational Relationships. While we are encouraged by the progress our PATs have made in these areas so far, we realize there is much more yet to be done. As Henry Kissinger once said, "each success only buys an admission ticket to a more difficult problem."

About the Author

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Drawdowns: A Policy Tool

By

LTC Russell B. Crumrine, USA

Introduction

Section 506(a)(1) of the Foreign Assistance Act (FAA) of 1961, as amended (22 U.S.C. § 2318), provides the President the authority to direct the drawdown of defense articles and services, including military education and training, from existing assets of the Department of Defense (DoD) in order to respond to unforeseen military and humanitarian emergencies and disasters. The FAA, Section 506(a)(2)(A) authorizes the President to direct drawdowns from the inventory and resources of any agency of the U.S. Government (USG) in some non-emergency situations when judged to be in the U.S. national interest. For example, drawdowns are authorized to support counternarcotics activities, refugee assistance and cooperative efforts regarding MIAs from the Vietnam War. Congress may also pass legislation authorizing a drawdown for a specific reason or purpose, such as support for United Nations war crimes tribunal or peacekeeping operations. Drawdowns can therefore be viewed as tools to support U.S. foreign policy objectives in both emergency and non-emergency situations. This article reviews the various legislative authorities for drawdowns for FY99 and will review, from a DoD perspective, the FY98 drawdown to support counternarcotics activities as a procedural case study.

FY 99 Drawdown Authorities

Section 506, Foreign Assistance Act (FAA) - "Drawdown Special Authority"

As codified in 22 U.S.C. § 2318, section 506 of the FAA provides "Special Authority" for the drawdown of U.S. government (USG) material and providing services and training to foreign countries and international organizations. Execution under Sec 506, FAA, requires the President to inform Congress of the circumstances which require the provision of USG assistance. There are four sub-sections under Sec 506.

Sec 506 (a)(1), FAA authorizes provision of defense articles and services to a foreign country or international organization when the President provides Congress a Presidential Determination and reports to Congress:

- That an unforeseen emergency situation exists
- That the situation requires immediate military assistance
- That providing the required assistance cannot be met under the Arms Export Control Act (AECA) or any other law except this section

Assistance under Sec 506(a)(1) is provided by drawing down defense articles, services and training from existing DoD stocks. The aggregate value of military assistance provided under Sec 506(a)(1) may not exceed \$100M in any fiscal year.

Section 506 (a)(2), FAA authorizes USG assistance to a foreign country or international organization in a number of non-emergency situations. The President must provide Congress a Presidential Determination and report to Congress that it is in the national interest of the U.S. to draw down goods and services from any USG agency, not just DoD, for:

- International narcotics control assistance (counternarcotics)
- Natural disaster relief assistance

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- Refugees and migration assistance
 - Locating and repatriating U.S. military members and USG civilians who remain unaccounted for from the Vietnam War

Assistance under Sec 506(a)(2) may be provided by any USG agency. The total cost of all USG assistance provided under this section in any fiscal year may not exceed \$150M. In addition to the maximum annual cost of goods and services that may be provided, the FAA proscribes the following restrictions for providing assistance under Sec 506(a)(2):

- Total assistance provided by DoD may not exceed \$75M in any fiscal year
- Assistance provided for counternarcotics may not exceed \$75M in any fiscal year
- Assistance for locating and repatriating U.S. military and civilians from the Vietnam War may not exceed \$15M in any fiscal year

Section 506(b) requires the President to keep Congress fully informed and includes Congressional notification requirements for both emergency and non-emergency drawdowns.

- Assistance provided to support counternarcotics or refugees and migration requires 15 day advance Congressional notification
- Emergency assistance requires prior notification to the House of Representatives International Relations Committee, the Senate Committee on Foreign Relations, and the Committee on Appropriations of the House and Senate
- Section 506(b)(2) requires a report to Congress detailing all deliveries of defense articles, services, military education and training

Section 506(c) authorizes contracting for commercial transportation and related services if the cost of such acquisition is less than the cost of the USG providing such services from existing agency assets.

Except for commercial transportation, Sec 506, FAA does not anticipate or authorize the use of new funding to procure articles or services to be provided under a drawdown. New procurement, including new funding on existing contracts, is not authorized.

Section 506(d) authorizes Congress to appropriate funds to reimburse the applicable appropriation, fund, or account (e.g. military services and DoD agencies) for defense articles, services and military training provided under Sec 506, FAA. Section 632 of the FAA (codified in 22 U.S.C. § 2392) provides for reimbursement to any USG agency. Military salaries are not counted towards a drawdown and may not be reimbursed.

Section 552(c)(2), FAA - Peacekeeping Operations

As codified in 22 U.S.C. § 2348a, Sec 552(c)(2) of the FAA authorizes the drawdown of commodities and services to support unforeseen emergencies related to Peacekeeping Operations.

The International Security and Development Cooperation Act of 1985 (Public Law (P.L.) 99-83) added this section to the FAA. Support may be drawn from the inventory and resources of any USG agency consistent with the following limitations:

- Total USG assistance provided may not exceed \$25M in any fiscal year
- Requires a Presidential Determination to Congress which states that immediate assistance is needed for the unforeseen emergency

P.L. 105-277, Sec 554 - War Crimes Tribunal

Under Sec 554 of P.L. 105-277, the FY99 *Omnibus Appropriation Act*, the President is authorized to direct the drawdown of USG goods and services to support the United Nations War Crime Tribunal dealing with war crimes in the former Yugoslavia.

- Requires a Presidential Determination to Congress stating the drawdown contributes to a just resolution of charges of genocide or other violations of international humanitarian law.
- May not exceed a total cost of goods and services of \$30M in any fiscal year.

P.L. 105-277, Title III - Drawdowns for Jordan and Tunisia

Title III of the FY99 Omnibus Appropriations Act, P.L. 105-277, authorizes drawdowns of DoD articles and services, including military education and training, for both Jordan and Tunisia. Procurement of commercial transportation pursuant to the authority in Sec 506(c), FAA, is expressly authorized; other new procurement or contracting is not.

- For Jordan, an aggregate value not less than \$25M
- For Tunisia, an aggregate value not less than \$5M
- The drawdown value for Tunisia is also to be counted towards meeting Tunisia's FY99 FMFP allocation of \$7M

P.L. 105-338, Sec 4(a)(2) - Iraq Liberation Act of 98

The Iraq Liberation Act of 98 authorized a unique drawdown for FY99. The Act authorizes the drawdown of up to \$97M in military articles, services and training for Iraqi democratic opposition organizations in support of efforts to overthrow Saddam Hussein. Recipient organizations were not specified in the Act. No drawdown has yet been directed under this authority.

Previous Drawdowns

Defense Security Cooperation Agency (DSCA) data indicate that from FY 80-92 a total of 22 drawdowns for \$562.5M were authorized. From FY93-FY97, 29 drawdowns for \$626.1M were authorized. Thus, the pace of using drawdowns has increased in recent years. These drawdowns include those executed under the recurring authority of Sec 506, FAA and numerous special drawdowns. Special drawdowns in the last few years include, for example, \$100M to train and equip the Bosnian Federation military and two drawdowns for Jordan totaling \$125M.

Basic Drawdown Policies

The FAA and DoD 5105.38-M, Security Assistance Management Manual, outline the basic policies governing drawdowns for DoD. DSCA, as DoD's executive agent for planning and executing drawdowns may also issuing additional guidance. Some of the general policies underpinning the drawdown process are as follows:

- Drawdowns are an interagency process, usually involving Department of State (DoS), National Security Council (NSC), DoD and the military services. Other USG agencies also participate as appropriate.
- Drawdowns are authorized by law through Presidential Determinations.
- Authorizations for drawdowns provide neither additional funding nor contracting authority for DoD to execute a drawdown.
- Material, services and training provided come from on hand DoD stocks or resources.
- Material must be physically on hand and should be Condition Code B or higher (Fully Mission Capable).
- The military services must reimburse the Defense Logistics Agency (DLA) for the Defense Working Capital Fund (DWCF) material and services DLA is tasked to provide for a drawdown.
- The impact on operational military readiness is a key consideration in determining whether material on hand can be provided and in what quantity.
- Support packages may be included for major end items of equipment provided under the drawdown.
- Transportation costs are "drawdownable".
- Recipient countries must agree to the standard "505 Assurances" on transfer and end use for equipment provided under a drawdown. (This refers to the provisions contained in Section 505, FAA whereby a recipient of U.S. origin equipment agrees to use the delivered articles and services for the purposes provided and agrees not to transfer without first obtaining USG approval for either action.)

FY 98 Drawdown for Counternarcotics Assistance

The FY98 Drawdown for Counternarcotics Assistance provides a case study in how a drawdown is used in a non-emergency situation to support U.S. foreign policy. The policy in this case is *The 1998 National Drug Control Strategy*, promulgated by the Office of National Drug Control Policy, which delineates specific strategic goals and objectives for the U.S. counternarcotics efforts. The FY98 drawdown most directly supports the following goals and objectives:

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- "Goal 4: Shield America's air, land, and sea frontiers from the drug threat."
 - "Objective 3: Improve bilateral and regional cooperation with Mexico as well as other cocaine and heroin transit zone countries in order to reduce the flow of illegal drugs into the United States."
 - "Goal 5: Break foreign and domestic drug sources of supply."
 - "Objective 1: Produce a net reduction in the worldwide cultivation of coca, opium, and marijuana and in the production of other illegal drugs, especially methamphetamine."
 - "Objective 3: Support and complement source country drug control efforts and strengthen source country political will and drug control capabilities."

Key Players

As previously mentioned, drawdowns are an interagency process. To better appreciate the context within which drawdowns are planned and executed requires a basic recognition of some of the key players. This list is not all-inclusive as every drawdown can be different in some respect. The first four are, however, the primary DoD participants in every drawdown DoD supports.

Defense Security Cooperation Agency

DSCA, as noted earlier, serves as the Executive Agent for DoD for the planning and execution of the DoD portion of a drawdown. DSCA works closely with DoS, other DoD and USG agencies, the Joint Staff and military services to identify and refine requirements and develop costs of the goods, services and transportation. DSCA will develop the overall execution plan and issue the requisite execute orders to the military services and DoD agencies. DSCA endeavors, when feasible and practical, to spread the drawdown requirements across the military services and endeavors to inform decision-makers of the impact of the drawdown on DoD and the services. It monitors execution of the drawdown, provides necessary reports to Congress and, upon completion of the drawdown, ensures the financial reconciliation for DoD's portion of the drawdown is completed.

Joint Staff

The Joint Staff's role in drawdowns is focused on the impact on operational readiness. The Joint Staff is provided a copy of the proposed list of material, services and training to be drawn down. The Joint Staff then reviews the proposed list with each of the services and the combatant

Commanders-in Chief (CINCs), as appropriate, and determines what the impact on military readiness will be. The Joint Staff provides its coordinated assessment to DSCA.

Military Services

The Services, in particular Navy International Programs Office (IPO), Secretary of the Air Force/International Affairs (SAF/IA), Deputy Undersecretary of the Army for International Affairs (DUSA/IA) and the service implementing agencies, U.S. Army Security Assistance

Command (USASAC), Air Force Security Assistance Center (AFSAC), and Navy Inventory Control Point (NAVICP), are major players in the planning and execution of DoD supported drawdowns. As the scope and focus of a drawdown are developed, the services identify candidate material, services and training that could be provided. The services develop projected cost or value of the candidate items. The projected cost includes value of the material, including support packages for end items; estimated cost for any "in-house" refurbishment to bring equipment to fully mission capable status; expected cost of any training to be drawn down; packing, crating and handling estimated costs; and projected transportation costs. The military services also identify operational readiness and budgetary impacts of the drawdown and provide the information to the Joint Staff and DSCA. As required, during the drawdown planning and execution phases, the services continue to refine costs and availability of goods and services they may provide. When the Presidential Determination is signed and DSCA issues the execute order(s), the services execute the drawdown -- requisitioning the material, arranging shipment, and arranging to provide the other services and training. (The execution of a drawdown is similar to the processing of a Foreign Military Sales case; many of the same procedures are used to requisition and ship material and organize training. The primary difference is that no new procurement is authorized.)

Security Assistance Organizations (SAOs)

As with other security cooperation programs, SAOs are key members of the Country Team. During the drawdown planning phase, SAOs work to identify the defense related material, services and training needs of their host country, which are within the scope of the drawdown. Working with other members of the Country Team, the SAO assists with the development of the Country Team's consolidated list of the host country's requirements which is sent to DoS, DoD and other USG agencies as appropriate. The SAO also provides information as requested on host country recipients of DoD's material and services, necessary information for the shipment and delivery of the items, and assists with obtaining the country's "505 assurances". During the execution phase, the SAO facilitates and monitors the delivery of DoD provided goods and services in country. The SAO also conducts normal end use monitoring after delivery.

DoS will also play a role in all drawdowns given the foreign policy implications. Which bureau or office within DoS has the lead depends on the reason and scope of the drawdown. The following DoS organizations are key players for the FY 98 Counternarcotics Drawdown.

Bureau of International Narcotics and Law Enforcement Affairs (INL)

State INL is responsible for the development of policies and procedures to combat international narcotics. This includes military, economic and security assistance for drug control to foreign countries. INL executes dual functions - developing policy and providing assistance. INL has the lead in developing and incorporating counternarcotics policies and programs into U.S. foreign relations to prevent the production of illicit drugs and smuggling of these drugs into the U.S. In the assistance arena, INL works with other USG agencies, such as the Drug Enforcement Agency, DoD and Agency for International Development to provide assistance, including equipment, to the governments of source and transit countries to reduce cultivation, execute drug control missions, and conduct drug education programs. In the case of the FY98 drawdown, State INL identified the need for the drawdown, developed the Administration's justification for the drawdown, and tasked embassy country teams to identify requirements for goods and services.

Narcotics Affairs Sections (NAS)

In some countries, such as Bolivia, Peru, Colombia, and Mexico, to name a few, the embassy Country Team includes a Narcotics Affairs Section comprised of INL personnel. The size of the NAS varies from country to country. The NAS advises the Ambassador and Country Team on policy and manages INL projects and programs in the host country. NAS personnel work closely

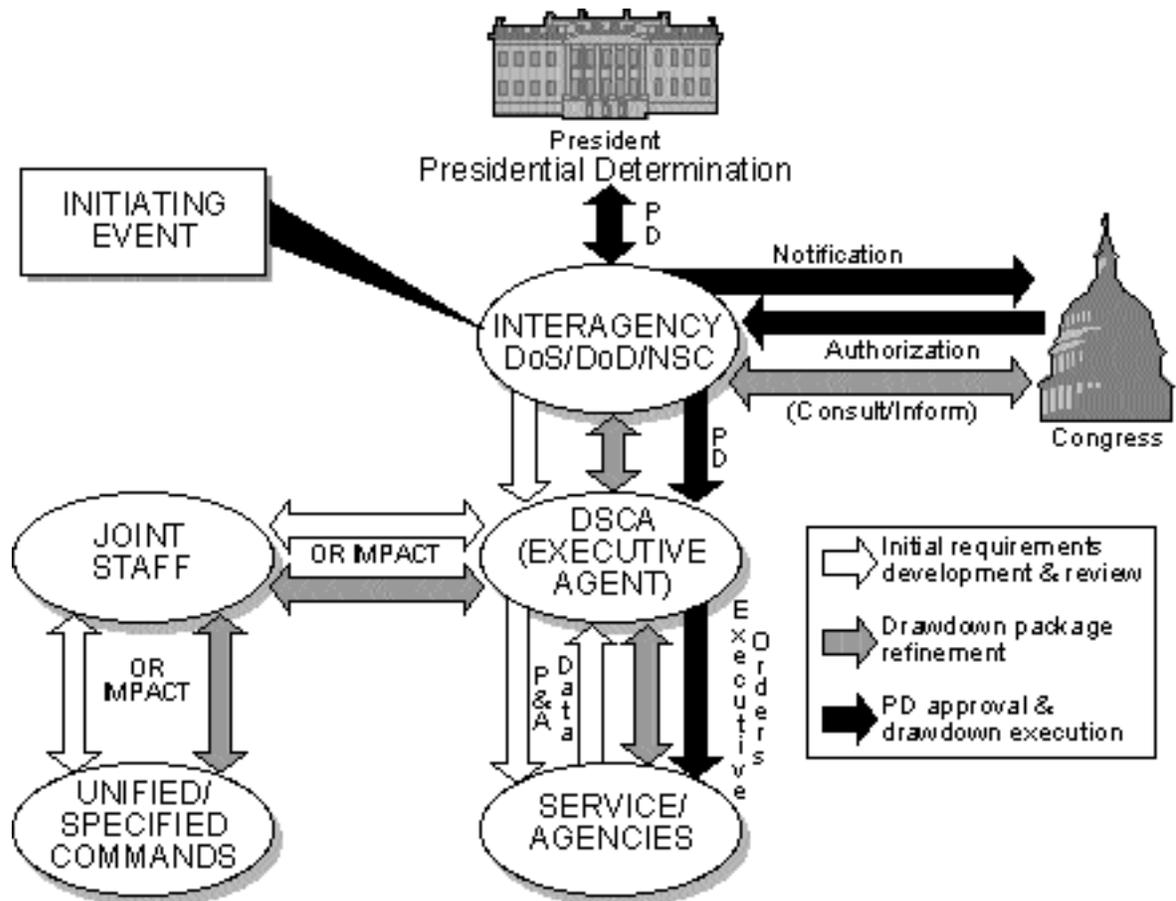


Figure 1. Generic Drawdown Flowchart

with the host country government and members of the Country Team, including the SAO. During the counternarcotics drawdown planning phase, the NAS, like the SAO, also worked to identify requirements to support counternarcotics programs within the host country. These requirements became part of the Country Teams' consolidated requirements list for the FY98 drawdown.

Planning of the Drawdown

As indicated, the potential requirement for a drawdown may come from the occurrence of a natural disaster or military emergency in a foreign country, Congress may pass legislation for a drawdown to support a specific requirement, such as peacekeeping, or the need may be identified by the Administration to be accomplished under existing legal authority. The latter is the case of the FY98 Counternarcotics Drawdown. In April 1998, the State Department, in coordination with the Counternarcotics Interagency Working Group (CNIWG), sent an interagency message to the

U.S. embassies in South America and the Caribbean informing them that:

We are considering the possibility of requesting that the President notify Congress. . . . of his intention to direct a drawdown under Section 506 (a)(2) of the Foreign Assistance Act of 1961, as amended, for anti-narcotics purposes. We are considering this course of action due to a serious shortfall in the International Narcotics Control Account for FY 98, extraordinary challenges which have arisen in Colombia, and opportunities to capitalize on successes in coca reduction in Peru and Bolivia.

State's interagency message directed the embassy Country Teams to provide a prioritized list of equipment, training and services to improve their host country's counternarcotics capabilities.

Initial Review

State INL and DoD reviewed the Country Team responses and developed a consolidated list of potential DoD requirements. The list was extremely varied, including everything from Meals Ready to Eat (MRE), radios, CTA 50-900 uniform and field equipment items, small arms, vehicle and aircraft spare parts and trucks. As the DoD Executive Agent, DSCA had the responsibility to coordinate with the services to determine what equipment and services DoD may be able to provide. DSCA provided the list to the services security assistance implementing agencies (USASAC, SAF/IA and Navy IPO) and Defense Logistics Agency for their review. DSCA requested they provide projected availability and estimated costs (P&A data) for the candidate equipment and services. In requesting P&A data for drawdowns, DSCA requests the data include all potential costs associated with providing the equipment and services; this may include the Total Package Approach (TPA) for major end items unless TPA is waived. Projected potential costs include:

- Value of equipment/material
- Cost for service to repair equipment to Full Mission Capable condition
- Cost for training specifically included in the drawdown and associated with equipment being provided
- Spare parts, tools, publications associated with TPA for major end items provided
- Transportation and shipping costs
- Costs for packing, crating and handling

In their responses to DSCA, the services identified which items could not be provided. Major reasons were that an item was not on hand or the service did not have the "in-house" capability to repair an item to "Full Mission Capable" condition, or the "in-house" capability to provide the specified service or training. (In these instances, DSCA coordinates with the services, DoS, other DoD and USG agencies to determine if an alternate source can be identified. If not, then these items or services are "non-drawdownable" and are no longer valid candidates to be included in the final drawdown package.) The services may also include in their response, any operational impact associated with providing any of the candidate equipment and services.

After receiving the P&A data from the services and other defense agencies, DSCA reviewed and consolidated the information, developing the DoD "strawman" list of reasonably available candidate equipment, services and training for the drawdown. DSCA then provided the "strawman" list to the Joint Staff, offices within OSD, and the services for comment. The key action during this coordination step is the Joint Staff's assessment and/or validation of the services' position on the drawdown's operational impact on the military. It is important to note that the assessment of the operational impact of the drawdown on the military services does not address just the loss of equipment from stock or providing the services and training, but also the impact of diverting O&M funds from other activities programmed by the services to support the provision of services or training being drawn down or reimbursing DLA for DWCF items which may be provided. The diversion of O&M funds from these other programmed activities may have the greatest adverse impact on the services. The end result is a coordinated DoD position on the operational impact of the drawdown.

As previously indicated, DSCA endeavors to distribute drawdown requirements across the military services to mitigate the impact on one service as much as possible. The 1998 Counternarcotics drawdown is a good example of this as the Navy and Air Force are providing MREs and basic field equipment items, e.g. helmets, web belts, canteens, ponchos. In addition, DoD almost always excludes material and services from a drawdown which the services and Joint Staff indicate will have a significant operational impact.

Interagency Review

Once DoD completed its review, DSCA provided the candidate drawdown list to DoS, NSC and other USG agencies for an interagency review (CNIWG). The purpose of the interagency review is to reach a general consensus on the proposed drawdown package and resolve any contentious issues. During this interagency review the proposed drawdown list of candidate material and services was reviewed and items prioritized for inclusion on the final list of candidate material and services. Using the P&A data supplied by the services, and considering the operational impact assessments provided, the objective was to build a final list of candidate items which meets the anticipated drawdown value.

Presidential Determination

Once the interagency review was completed, the next step was DoS drafting the Presidential Determination (PD), associated background memorandum and Congressional notification requirements. The background memorandum is normally called a Memorandum of Justification (MOJ).

For the FY98 Counternarcotics Drawdown, and most drawdowns in general, the PD is the official authorization to execute the drawdown. USG agencies, such as DoD, are not authorized to initiate any action to provide material or services to the recipient countries until the President signs the PD. In the PD, the President states the reason for the drawdown, purpose of the drawdown, the legislative authority, and an executive summary of the types of and/or purpose for which USG material and services are being provided. Finally, the PD also sets the dollar value ceiling for the drawdown. The value of goods and services for the FY98 Counternarcotics Drawdown was \$75M-\$70M from DoD and the remainder from DoS, Department of the Treasury, Department of Justice, and Department of Transportation (U.S. Coast Guard). The text of the PD is included as Attachment 1.

The MOJ provides a more detailed justification for a drawdown. In this case, the MOJ spelled out the continuing need for assistance to countries in the on-going effort to eradicate illegal drug production and interdict drugs being transported to the U.S. The MOJ also generally described the material and services being provided under the drawdown and included a copy of the list of candidate material and services. The completed MOJ is important to DoD and other supporting USG agencies as it serves as a guide in determining what material and services are and are not within the scope of the drawdown.

The President signed the Presidential Determination for the FY98 Counternarcotics Drawdown on 30 September 1998. The PD contains an important human rights restriction on providing the equipment:

As a matter of policy and consistent with past practice, the Administration will seek to ensure that the assistance furnished under this drawdown is not provided to any unit of any foreign country's security forces if that unit is credibly alleged to have committed gross violations of human rights unless the government of such country is taking effective measures to bring the responsible members of that unit to justice.

This restriction is likely an outgrowth of provisions in Section 570 of the FY98 Foreign Operations Appropriations Act (P.L. 105-118) which placed restrictions on assistance to security forces funded under this Act. The provisions of Section 570 are as follows:

None of the funds made available by this Act may be provided to any unit of the security forces of a foreign country if the Secretary of State has credible evidence that such unit has committed gross violations of human rights, unless the Secretary determines and reports to the Committees on Appropriations that the government of such country is taking effective measures to bring the responsible members of the security forces unit to justice: provided, that nothing in this section shall be construed to withhold funds made available by this Act from any unit of the security forces of a foreign country not credibly alleged to be involved in gross violations of human rights, provided further, that in the event that funds are withheld from any unit pursuant to this section, the Secretary of State shall promptly inform the foreign government of the basis for such action and shall, to the maximum extent practicable, assist the foreign government in taking effective measures to bring the responsible members of the security forces to justice so funds to the unit may be resumed.

The distinction between the PD and Section 570 is that Section 570 does not technically apply to material and services from DoD stocks since DoD is not funded under Foreign Operations appropriations. For the FY98 Counternarcotics Drawdown, Section 570 does apply to material and services provided by DoS using International Narcotics Control funds which were funded under the Foreign Operations appropriations. By including this similar condition in the drawdown PD, all material and services provided through the drawdown are affected, regardless of which USG agency provides them or the source of funding. For the Country Teams, this means that they must verify that all recipient security force organizations in their host countries are eligible under these conditions to receive material and services under this drawdown, including those provided from DoD stocks.

It is worth noting that the human rights provisions of Section 570, FY98 Foreign Operations Appropriations Act (FOAA), have been reaffirmed for FY99. The same wording is included in Section 568, FY99 FOAA.

Drawdown Execution

With the signing of the PD, DoS, DoD, and other agencies shifted to executing the drawdown. Subsequent to the signing of the PD, DoS sent two interagency cleared messages to the affected embassy Country Teams. The first message notified the Country Teams that the President had authorized the drawdown. The message contained a general listing, by country, of the material and services to be provided and estimated values. The message also requested the embassies to appoint points of contact for coordinating the execution of the drawdown and delivery of the items. The second message tasked embassy Country Teams to obtain the required "505 Assurances" on retransfer and end-use from their host nation government. This is usually done

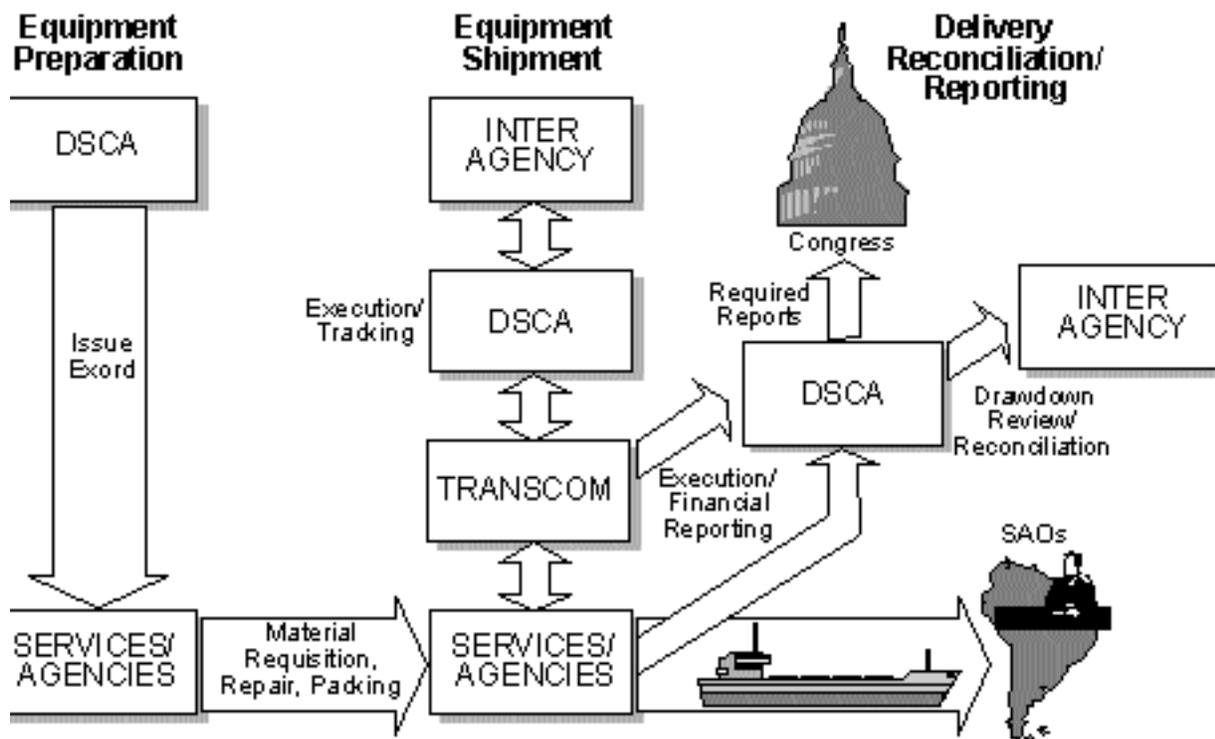


Figure 2: Generic Drawdown Execution Flow Chart

through an exchange of diplomatic notes. No goods and services may be provided to a recipient country until it provides the required assurances for the drawdown.

At the same time, DSCA orchestrated DoD's execution effort. DSCA ensured final agreement on the DoD portion of the drawdown package and distribution of the taskings for providing the material and services among the services and other DoD agencies. If extensive internal DoD coordination is done prior to the signing of the PD, as in this case, final agreement should be accomplished quickly. DSCA's major task was consolidating the information required to develop the DoD Execute Order (EXORD). For example, DSCA coordinated with the Joint Staff J4 for

assignment of the required Project Code for the drawdown and the Force Activity Designator (FAD) level for the appropriate priority in requisitioning and shipping the material.

The EXORD directs DoD to execute the drawdown and provides necessary policy and guidance. The initial EXORD and supplemental EXORDs, issued as required, provide information for the services, other affected DoD agencies and SAOs. The information provided generally includes:

- Authority for the drawdown
- Taskings by service/agency
- Coordinating Instructions:
 - Project Code
 - Force Activity Designator level
 - Equipment Condition Standard (normally - fully mission capable)
 - Guidance for requisitioning spare parts ("fill" or "fill or kill")
 - Allocation of Record Control Numbers among services/agencies for cost reporting to DSCA
 - Reiterates basic drawdown policies (e.g. no new procurement, reimbursement of DLA for DWCF items)
 - Service funding of transportation costs to destination
- Transportation Instructions (as applicable):
 - Required Delivery Dates
 - Collection and Consolidation Points for material
 - Aerial and Sea Ports of Embarkation and Debarkation
 - DoD Address Code (DODAC) and Military Assistance Program Address Directory (MAPAD) for recipient countries
 - Any additional delivery, handling or other special instructions

DSCA issued the initial EXORD for the FY98 Counternarcotics Drawdown on 30 November 1998. Upon receipt of the DSCA EXORD, the services developed and transmitted their execute orders to the implementing agencies (e.g. USASAC, SATFA, SATMO, AFSAC, AFSAT, NAVICP). Each service executes the drawdown in keeping with the DSCA EXORD and using its own unique policies and procedures, just as it does in developing and processing FMS cases. It is worth reiterating again that the services will endeavor to provide all the material and services on

the drawdown list. Circumstances may change, however, that will preclude them from providing an item or the full quantity originally planned. Drawdowns compete with on-going service requirements, FMS customer requests, and even other drawdowns; available stocks of an item may, for example, be exhausted.

The services will also coordinate with U.S. Transportation Command (USTRANSCOM) and Military Traffic Management Command, Military Sealift Command and Air Mobility Command, as appropriate, to coordinate transportation of the material to the recipient countries; transportation instructions contained on the DSCA EXORD apply. Transportation for drawdowns is restricted to the use of DoD sealift and airlift assets. Commercial aircraft and ships under long term contract or charter may be used, but only if the scope of the existing contracts and charters meet the "no new contracting/procurement" restrictions mentioned previously.

A significant execution challenge for DSCA, the services and other participating DoD agencies is the financial management of the drawdown. The drawdown authority specified in the PD may not be exceeded. This includes establishing the value of every item based on the guidelines in DoD 7000.14-R, Financial Management Regulation, capturing costs for reimbursing DLA for the DWCF items, determining and capturing the other drawdownable costs mentioned earlier, including transportation costs. An accurate financial reconciliation is important. DoD (DSCA) must submit a report to Congress confirming the value of the goods and services provided under the drawdown and a summary of what was provided.

As noted at the beginning of the article, SAOs are important players during the execution phase. SAOs may assist in obtaining required "505 Assurances" from their host nation; provide information, as requested, to facilitate transportation to the host country and within the host country to designated final destinations; provide updated delivery status on material and services; coordinate the scheduling and execution of training being provided under the drawdown, including identifying specific training requirements and courses; and assist with troubleshooting challenges as they arise. Post drawdown, the SAOs will be responsible for the end-use monitoring of the equipment provided under the drawdown to their host country, just like all U.S. origin equipment, and assist their host country in dealing with the associated and subsequent equipment sustainment and maintenance challenges which will arise.

SUMMARY

Drawdowns have proven to be an important foreign policy tool. The President and Congress will likely continue to use drawdowns to provide assistance to countries and organizations for emergencies and to support U.S. foreign policy objectives in other situations deemed in the U.S. national interest. For DoD, a drawdown may impact the services' availability of equipment and services to meet other priorities and their operational budgets since the equipment and services provided come from on hand stocks. The challenge for DoD is to continue to support, to the maximum extent possible, future drawdowns directed by the President or Congress.

About the Author

LTC Russ Crumrine is currently assigned to the Defense Institute of Security Assistance Management (DISAM) where he serves as the Deputy Director of International Studies and the Director of Middle East Seminars. LTC Crumrine's security assistance assignments also include Security Assistance Programs Manager for the Middle East/North Africa and Aegean regions in

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ATTACHMENT 1

PRESIDENTIAL DETERMINATION

**THE WHITE HOUSE
WASHINGTON
September 30, 1998**

Presidential Determination
No. 98-41

MEMORANDUM FOR THE SECRETARY OF STATE
THE SECRETARY OF THE TREASURY
THE SECRETARY OF DEFENSE
THE ATTORNEY GENERAL
THE SECRETARY OF TRANSPORTATION

SUBJECT: Drawdown Under Section 506 (a) (2) of the Foreign Assistance Act to Provide Counternarcotics Assistance to Bolivia, Brazil, Colombia, Dominican Republic, Ecuador, Guatemala, Honduras, Jamaica, Mexico, Peru, Trinidad and Tobago and the Countries of the Eastern Caribbean

Pursuant to the authority vested in me by section 506(a) (2) of the Foreign Assistance Act of 1961, as amended, 22 U.S.C. 2318 (a) (2) (the "Act"), I hereby determine that it is in the national interest of the United States to draw down articles and services from the inventory and resources of the Department of Defense, military education and training from the Department of Defense, and articles and services from the inventory and resources of the Departments of Justice, State, Transportation, and the Treasury for the purpose of providing international narcotics assistance to Bolivia, Brazil, Colombia, Dominican Republic, Ecuador, Guatemala, Honduras, Jamaica, Mexico, Peru, and Trinidad and Tobago; and to Antigua and Barbuda, Barbados, Dominica, Grenada, St. Kitts and Nevis, St. Lucia, and St. Vincent and the Grenadines (hereinafter, "the Eastern Caribbean countries").

Therefore, I direct the drawdown of up to \$75 million of articles and services from the inventory and resources of the Departments of Defense, Transportation, Justice, State, and the Treasury, and military education and training from the Department of Defense, for Bolivia, Brazil, Colombia, Dominican Republic, Ecuador, Guatemala, Honduras, Jamaica, Mexico, Peru, Trinidad and Tobago, and the Eastern Caribbean countries for the purposes and under the authorities of chapter 8 of part I of the Act.

As a matter of policy and consistent with past practice, the Administration will seek to ensure that the assistance furnished under this drawdown is not provided to any unit of any foreign country's security forces if that unit is credibly alleged to have committed gross violations of human rights unless the government of such country is taking effective measures to bring the responsible members of that unit to justice.

The Secretary of State is authorized and directed to report this determination to the Congress immediately and to arrange for its publication in the Federal Register.

WILLIAM J. CLINTON