
COVER FEATURE

The Air Force Security Assistance Center

By

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INTRODUCTION

On 1 July 1992, the new Air Force Security Assistance Center (AFSAC) was born. Located at Wright-Patterson Air Force Base, Ohio, the AFSAC is the key security assistance (SA) activity in the new Air Force Materiel Command. Among its varied functions, AFSAC manages the overall Air Force programs of over eighty foreign countries; participates with weapon system managers in activating new aircraft/missile/radar systems; manages follow-on support programs; operates the Air Force security assistance database; and works with various headquarters offices to implement improvements to the Air Force security assistance process, policies, and procedures.

This article examines the background, establishment, and future of the AFSAC, as well as its role in support of foreign customers, relationships with other agencies, and involvement in several special programs.



BACKGROUND

The Air Force Logistics Command (AFLC) consolidated control of its involvement in the security assistance business in 1976, moving responsibility from its Air Logistics Centers to a centralized international logistics group at Wright-Patterson. This group was organized as a part of the Air Force Acquisition Logistics Division until 1978, when the International Logistics Center (ILC) was formed. The ILC served as the single focal point for security assistance within AFLC, working with the System Program Managers (SPMs) for each weapon system and with the Air Staff Country Managers at the Pentagon. Over the next 14 years, case management responsibility gradually transferred from the Pentagon to the ILC for all follow-on support cases and also for some system sales cases, with the International Affairs Office (SAF/IA) in the Pentagon (formerly HQ USAF/PRI) focusing on major system sales, leases, and key policy issues. Responsibility for training cases was transferred to the Air Force Security Assistance Training (AFSAT) Group within Air Training Command at Randolph AFB TX. During each of the last three years, the ILC (which has now become the AFSAC) averaged over 650 new FMS cases, and issued more than 1400 amendments and modifications.

During this time, the ILC developed close working relationships with each of the SPMs, as well as with the System Program Offices (SPOs) within the Air Force Systems Command, the headquarters offices in AFLC, and a wide variety of other agencies working in the international arena. The ILC worked with each foreign customer to identify military support requirements to match them with USAF capabilities, to provide materiel and services, and to ensure that USAF commitments were met.

The ILC was "dual-hatted," as the ILC Commander also served on the HQ AFLC staff as Assistant to the AFLC Commander for International Logistics (HQ AFLC/MI). As a dual-hatted office, the ILC Directorate of Plans and Policy was also the headquarters staff office for security assistance policy and procedural issues. HQ AFLC/MI was the sponsor for the twenty-plus Foreign Liaison Officers (FLOs) assigned to Wright-Patterson AFB (for example, the FLO from the United Kingdom served as HQ AFLC/MI-UK).

Major system sales cases were negotiated by HQ USAF/PRI, which received the Letter of Request from the foreign customer, tasked the SPO in AFSC to provide information on the weapon system, with AFSAT [formerly FMTAG], providing training information, and the ILC furnishing logistics support/services and a wide variety of associated customer needs. The ILC, in turn, tasked AFLC activities (including SPMs, other ALCs, Civil Engineering, Publications Offices, etc.), consolidated their inputs, added security assistance charges and conditions, and forwarded the information to the Pentagon. The HQ USAF Case Manager wrote the case, typically during a meeting with SPO, AFSAT, and ILC personnel. Implementation of accepted cases took the same route through the SPO for AFSC and through the ILC for AFLC.

In the past eighteen months, three major changes have been implemented which have improved the USAF process for managing the security assistance program: the creation of new management positions, Security Assistance Program Managers (SAPMs); the establishment of the Air Force Materiel Command (AFMC); and the founding of the AFSAC. Figure 1 provides a cross reference between new terms/acronyms and their previous terms.

**FIGURE 1
Terminology**

<u>New Term/Acronym</u>	<u>Old Term</u>
Air Force Security Assistance Center (AFSAC)	International Logistics Center (ILC)
Air Force Materiel Command (AFMC)	AF Logistics Command (AFLC) and AF Systems Command (AFSC)
Security Assistance Program Manager (SAPM)	None
Defense Finance & Accounting Service-Denver Center (DFAS-DE)	Security Assistance Accounting Center (SAAC)
Integrated Weapon System Management (IWSM)	None
System Program Office (SPO) & System Program Manager (SPM)	System Program Office (SPO) System Support Manager (SSM) Development Support Manager (DSM)
Command Country Manager (CCM)	ILC Country Manager
Product Center	Product Division (in AFSC)
Logistics Center	Air Logistics Center (in AFLC)

Security Assistance Program Managers. In July 1991, SAF/IA changed the USAF management approach to security assistance by creating SAPMs to exercise program management responsibility for each FMS case. The SAPM obtains and approves the Letter of Offer and Acceptance (LOA) data upon which the case manager writes the case. However, the SAPM's principal role begins at case implementation and continues until all materiel and services have been provided in accordance with the LOA. The SAPM directs implementation, ensures that commitments are met, works directly with the customer country to ensure satisfaction, and provides regular status reports to the case manager. Line managers for each of the case lines report to the SAPM, who is responsible for meeting cost, schedule, and performance requirements under the case. One of the key duties of the SAPM is to develop the FMS Management Plan, including milestones for line managers, and to schedule definitization, configuration, and program management meetings which the SAPM hosts.

Within AFMC, the SAPMs for weapon system sales cases are normally assigned by the System Program Director within the SPO organization. SAPMs for follow-on support cases, non-weapon-system-peculiar cases, and cases where there is no SPO, are typically assigned in the AFSAC. The SAPM can be assigned at any location where cases are implemented, including non-SAO organizations at product or logistics centers.

Although the case manager continues to process amendments and modifications as they are required, the case manager's role is primarily to oversee the SAPM during the implementation phase of the case. One of the areas where the case manager can help the SAPM is to coordinate with the SAF/IA country manager and the AFSAC Command Country Manager to arrange the movement of case funds when required. Air Force Regulation 130-1 states that Case Managers for FMS weapon system sales are in SAF/IA, training case managers are in AFSAT, and all other case managers are in the AFSAC. See Figure 2 for an outline of FMS cases which AFSAC negotiates and manages directly.

FIGURE 2
Sources of FMS Case Management

TYPE	SAE	AFSAC	AFSAT
A Ammo		X	
B Spares		X	
C CAD/CAM		X	
D* Comm./Elec.	X		
E Support Equipment		X	
F Audio-Visual		X	
G Services		X	
H Transport		X	
I			
J Ferry		X	
K Cooperative Logistics		X	
L Support Equipment		X	
M Maintenance		X	
N			
O Communications Security		X	
P Publications		X	
Q* AFLC Package		X	
R Spares		X	
S Aircraft	X		
T Training			X
U Grant Aid		X	
V Class IV Modification		X	
W Class V Modification		X	
X			
Y* Missile	X		
Z Leases	X		

Air Force Materiel Command. On 1 July 1992, the Air Force Logistics Command and the Air Force Systems Command were united into a single Air Force Materiel Command (AFMC). As explained in the Joint AFLC/AFSC White Paper which was signed on 10 February 1992, AFMC's role is to design, develop, and support the world's best air and space weapon systems. The cornerstone of AFMC is *integrated weapon system management (IWSM)*—the “cradle-to-grave” management of each weapon system by a single focal point. The System Program Director controls both the old AFSC SPO and the old AFLC SPM functions, along with the item managers for weapon system unique materiel. By increasing the authority and flexibility of the System Program Director, the IWSM concept integrates all critical processes to directly link development and support and to create a single business decision authority for each system.

The meaning of the term System Program Office (SPO) has changed with the establishment of the new command. In the past a SPO was always located at a Product Division and an SPM was always at an Air Logistics Center. The new SPO can be located at either a Product Center or a Logistics Center depending on whether the major weapon system effort is directed toward development of a weapon system or sustainment of that system. When the SPO is at the Product Center, the chief of the Logistics Center work effort is called a System Support Manager (SSM). If the SPO is located at the Logistics Center, any system acquisition or major modification work done at the Product Center will be under the supervision of the Development Support Manager (DSM).

The impact of these changes on the quality of USAF support for security assistance programs is already being felt. As an example, under the IWSM concept for supporting the F-16 aircraft currently flown by 15 countries, both the SPO office at Wright-Patterson AFB and the System Support Manager (SSM) at Hill AFB, Utah, now report directly to the F-16 Program Director. Before IWSM, the official chains of command for the SPO and the SPM included two separate 4-star generals. Now, all SAPM's for F-16 system sales report to the F-16 Program Director.

Another area of change is in the HQ AFMC staff offices. The "dual-hat" of the ILC Commander has been replaced by an International Affairs office in the new AFMC headquarters (AFMC/IA) which assumes the security assistance responsibilities of the AFLC/MI in policy and procedures issues and much more. Several other international programs, previously managed by various AFLC and AFSC offices have been consolidated within AFMC/IA, to include: Cooperative Research and Development, Scientist/Engineer Exchange programs, Data Exchange programs, as well as the Foreign Disclosure Office.

AFMC/IA identifies the SAPM to the Case Manager for those cases managed in SAF/IAR. AFMC/IA also tracks command commitments to support international programs; validates and defends security assistance manpower and budget submissions; and receives, coordinates, and disseminates all international policy and procedural issues within the command. The AFSAC provides direct support to IA in process analysis, procedures development, and special program management.

THE AIR FORCE SECURITY ASSISTANCE CENTER (AFSAC)

Effective with the creation of AFMC on 1 July 1992, the International Logistics Center (ILC) became the Air Force Security Assistance Center. The Center's more than 400 people work within foreign policy guidelines provided by Congress, the Departments of State and Defense, HQ U.S. Air Force, and AFMC headquarters to develop, negotiate, and manage security assistance programs and provide logistics support to more than 80 foreign countries. This involves furnishing support for more than 11,000 aircraft, including 170 different models, ranging from vintage World War II fighters to modern F-15, F-16, and E-3 aircraft.

The AFSAC is the single security assistance focal point for AFMC. AFSAC establishes, implements, and manages all Air Force security assistance programs assigned to the command, and provides centralized ADP support for these programs. Command Country Managers (CCMs) from AFMC are assigned from within AFSAC with the responsibility for ensuring command support for the FMS customer countries. AFSAC directly negotiates a wide variety of FMS cases with those customers, plans for future requirements, and advises the customers of available options across the range of the overall country program.

Role of the Command Country Manager (CCM). A "country program" is not limited to a single weapon system sale; it includes all current activations, follow-on support cases, cooperative logistics supply support arrangements, excess defense articles, grant aid, and similar

programs for drug suppression, etc. This country program should not be confused with individual weapon system sales cases managed by a SAPM. The Command Country Manager (CCM) supports the SAPM as a prime member of the management action team created upon receipt from a customer country of a request for a USAF weapon system. The CCM provides insight to the team members based on past dealings with the customer. The CCM, by arrangement with the SAPM, can gather and validate all the non-weapon-system-unique data required as part of the sale. System activations typically include various services and materiel required by the customer, but not within the usual oversight of the SPO; for example, these might include construction, general use vehicles, the development of customer computer systems, etc. If not part of a system sale, these would normally be obtained through cases managed by the AFSAC.

The title of Command Country Manager was established in July 1991 to clarify past confusion between the Country Manager in SAF/IA and the Country Manager at the ILC. Country managers are now assigned only at the Pentagon. Command Country Managers are assigned only to the AFSAC or AFSAT. AFSAC CCMs, in addition to their role in system sales, integrate new workloads with existing customer programs and advise command staffs, headquarters, and country managers of the health of country programs. The CCM provides the customer country with planning information for future support needs, responds to general country questions, advises of changes to security assistance processes, policies, and procedures, and furnishes an analysis of the specific impact of such changes on the country program.

AFSAC Organization. Most AFSAC personnel are located at Wright-Patterson AFB and are divided into four major directorates.

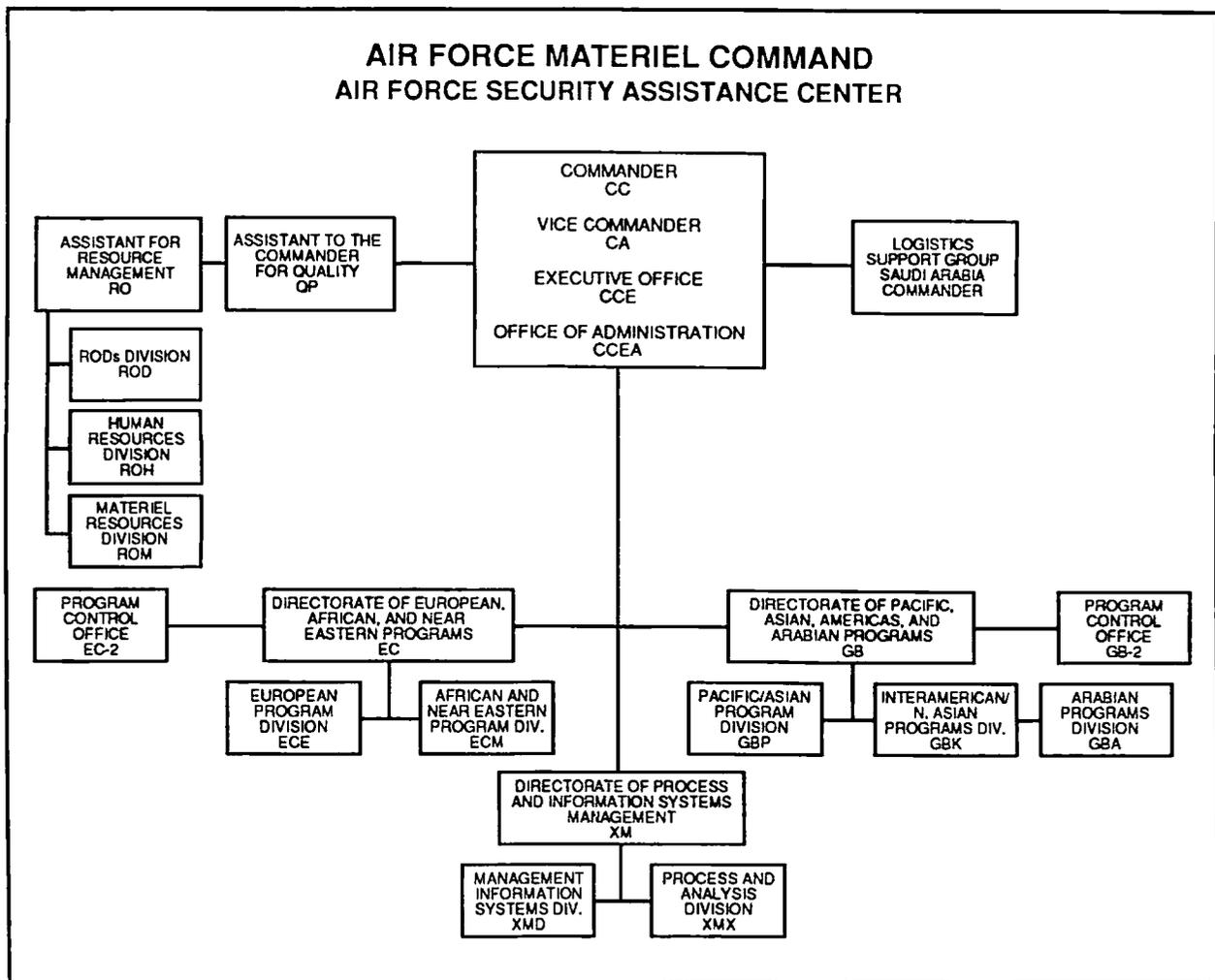
Directorate of European, African, and Near Eastern Programs (EC): This geographical directorate (one of two) supports 40 countries, including NATO and its agencies. The CCMs for these regions are supported by a team including case managers, supply clerks, and administrative staff. The program control office provides centralized control of LOA processing, obligation authority, and financial analysis services for the case managers. EC manages almost 5000 open FMS case lines worth \$13.6 billion, including F-15, F-16, C-130, and E-3 aircraft.

Directorate of Pacific, Asian, Americas, and Arabian Programs (GB): This is the other geographic directorate and is responsible for supporting 42 countries in these regions. Duties and personnel are similar to those of EC except that the CCMs work with different countries with their own unique requirements. Also reporting to GB is an in-Kingdom detachment of AFSAC personnel who help manage the Saudi Arabian Program, the USAF's largest security assistance country program. GB manages 5200 open case lines worth \$22.6 billion, including F-15, F-16, C-130, and F-111 aircraft.

Directorate of Process and Information Management Systems (XM): This directorate manages the Security Assistance Management Information System (SAMIS) and other ADP systems. It also develops improvements to security assistance business processes, manages special/unique programs, assists AFMC/IA in implementing new policy guidance, and solves problems for CCM teams. In addition to the SAMIS system, XM also provides office automation support and develops data systems for security assistance customer needs. The AFSAC Business Office works with various USAF agencies to match customer needs to organic capabilities, and the Nonstandard Item Parts Acquisition and Repair System (NIPARS) Office provides contractual support for items not available through the Department of Defense systems.

Directorate of Resource Management (RO): This directorate oversees AFSAC human and materiel resources, training, budgeting, and facility management. RO is also the USAF single point of contact for processing all customer Reports of Discrepancy (RODs), adjusting billings to

reflect approved credits, and keeping customers informed of progress. The ROD Office processed an average of almost 12,000 RODs per year during the last three calendar years, averaging less than 80 days to clear each ROD.



In addition to the four main directorates, a small Quality Office helps AFSAC personnel focus on improving the processes used each day. The final section of this article discusses quality improvements in the AFSAC and the Quality Management Process in action.

Process for Security Assistance Customer Support. On 6 August 1992, AFMC Vice Commander, Lt Gen Searock, signed a letter defining the process of security assistance under the IWSM process. Figures 3 through 7 show the flow of program management responsibilities between AFSAC, the customer, the SAPM, SAF/IA, and SAF/AQ. The primary change in this process is the presence of the SAPM with a supporting management action team. Another change in this process is the involvement of the SAF/AQ Acquisition Office as part of a major effort to make the security assistance process more consistent with USAF acquisition processes. SAF/AQ implements these programs through the same channels now used by the USAF itself. These changes are the result of cross-command quality initiatives explained in the final section of this article.

FIGURE 3
FMS PROGRAM MANAGEMENT
P&A/LOA Process for System Sale Cases

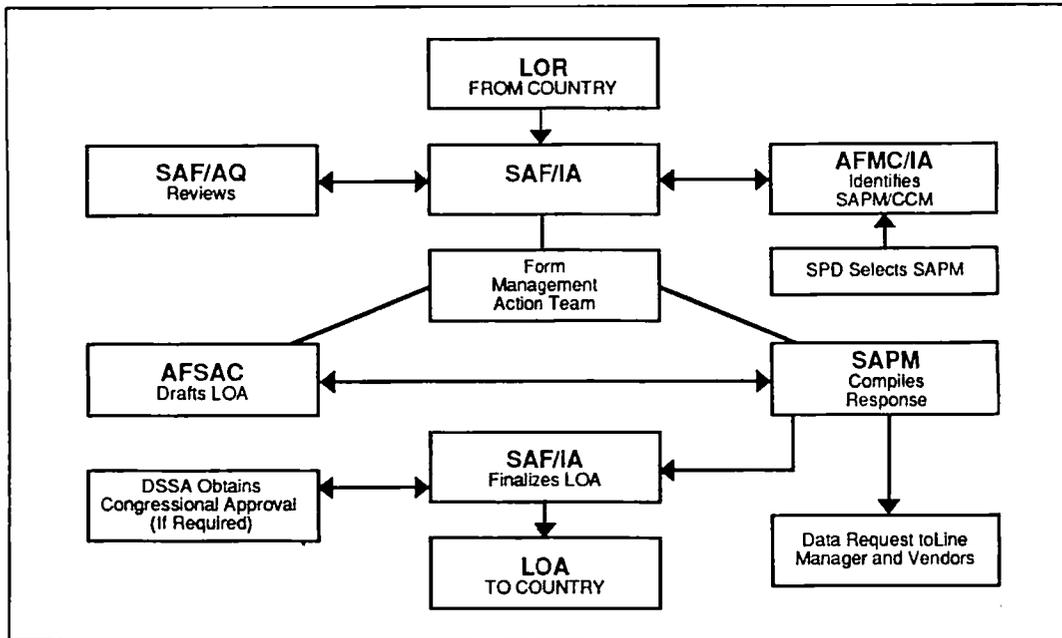


FIGURE 4
FMS PROGRAM MANAGEMENT
(System Sales, non-AQ Execution)

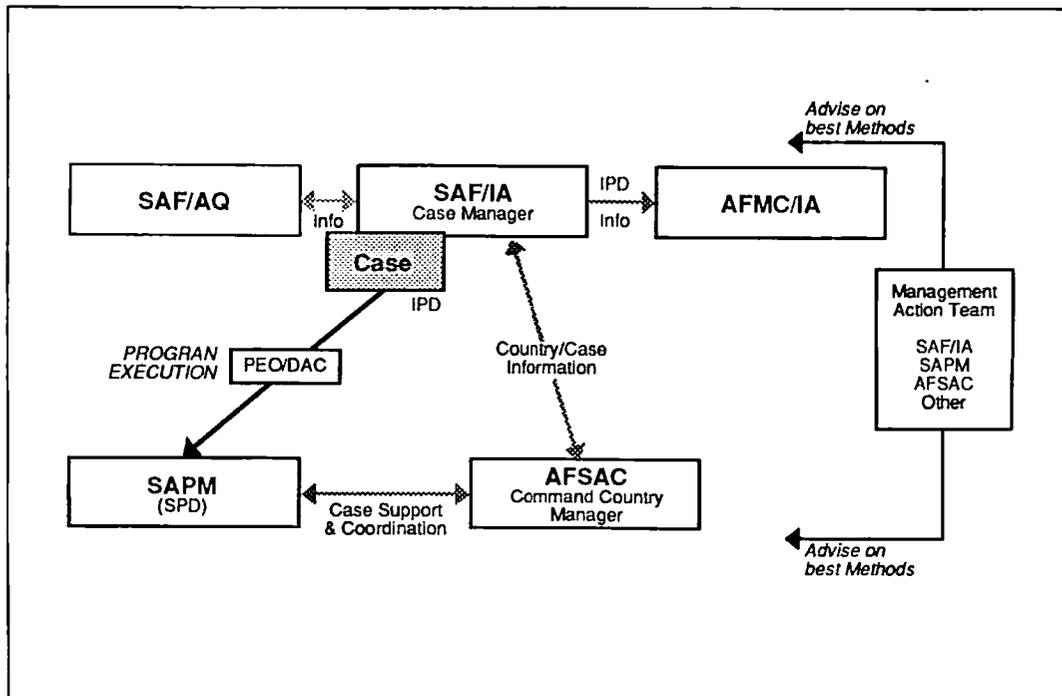


FIGURE 5
FMS PROGRAM MANAGEMENT
 (System Sales, New Procurement Execution)

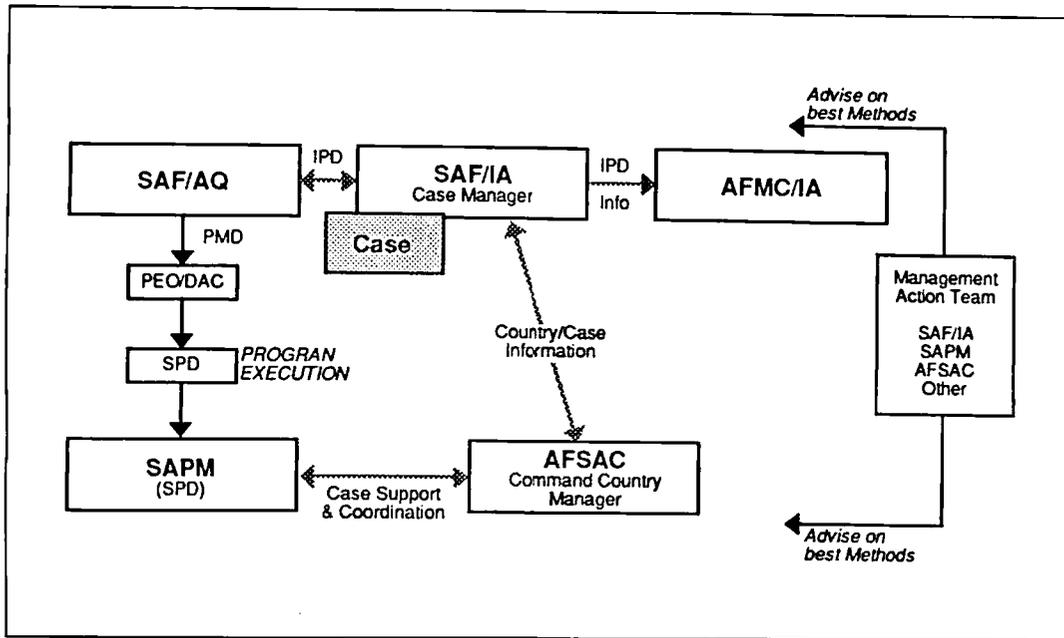


FIGURE 6
FMS PROGRAM MANAGEMENT
 AFMC Managed Follow-On Support
 (P&A/LOA Process)

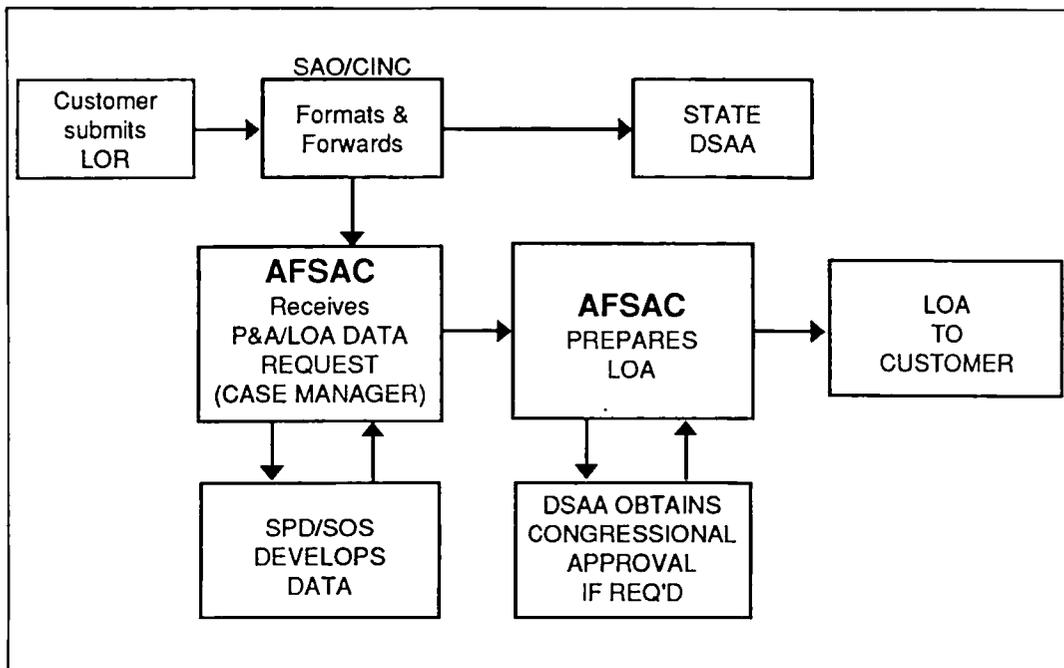
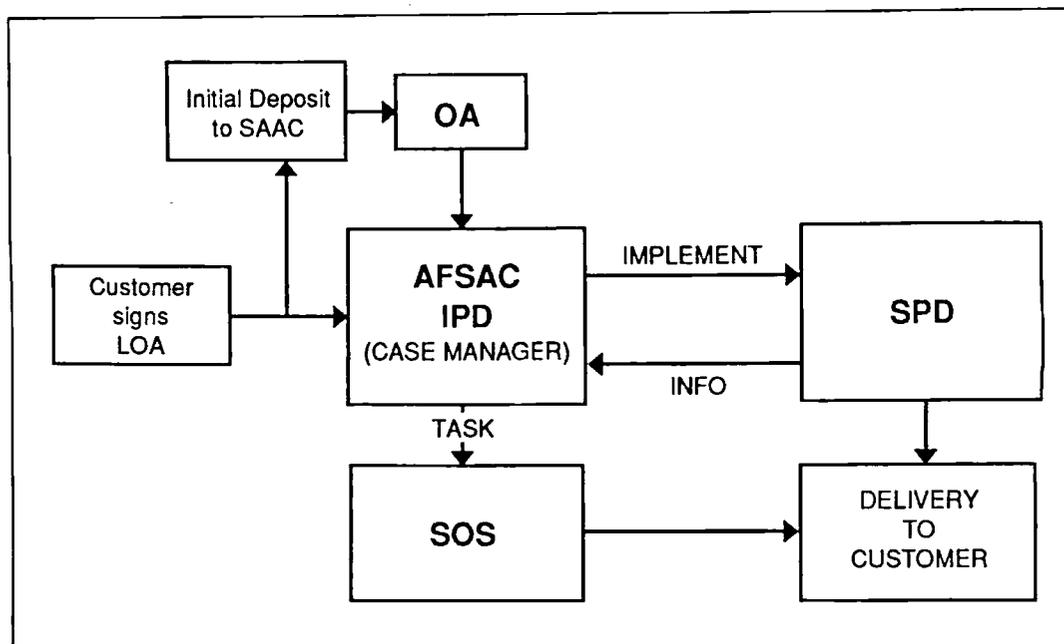


FIGURE 7
FMS PROGRAM MANAGEMENT
AFMC Managed Follow-On Support
(Implementation)



SAMIS, A Unique Tool for Security Assistance Management. The Security Assistance Management Information System (or SAMIS), is the standard security assistance database for AFMC. SAMIS provides command accountability, command control, and a consolidated network to integrate case management data and delivery reporting functions for all AFMC managed items. HQ AFMC/IA designated SAMIS as the standard system on 9 March 1992 in response to a November 1991 tasking from SAF/IA.

SAMIS interfaces with HQ USAF, other Services, and DoD systems which control stock & distribution, contracting, transportation, cataloging, technical orders, discrepancy reporting, and requirements determination. It also interfaces with a variety of customer country systems. SAMIS users include command country managers, case managers, supply technicians, program managers, equipment specialists, and foreign customers. These users are located at all logistics, product, and test centers, accounting/finance offices, and the Pentagon.

SAMIS operates under an ADP strategy of using standard DoD logistics systems whenever possible and accomplishing security assistance unique functions in the dedicated system. Information on over 13 million document numbers, over 3 million stock numbers, and more than 40 million historical transactions are available from SAMIS, which processed over 3.7 million transactions in the 12 month period ending 30 June 1992. As the former AFLC security assistance database, SAMIS gave users summary case and financial data, detailed order/status/delivery information, catalog data, and clear-text narrative capability, as well as unique details on cooperative logistics and custom commitment data. Between June and September 1992, case data for the entire USAF security assistance community was added to provide the basic building blocks for program management and tailored delivery reporting.

Basic SAMIS functions fall under five major areas: case and financial management, materiel and services management, delivery generation and reporting, cooperative logistics management, and management indicators. Across these broad categories are unique support procedures for case negotiation, case management, repair/replace initiation and tracking, custom commitments (pseudo-requisitions for non-materiel requirements), system sale definitization, freight tracking, NIPARS, and FMS program assessment. Current processing improvements are focused on providing the support needed for SPOs and SAPMs.

For Command Country Managers and Case Managers, SAMIS provides visibility at all levels, from individual items and requisitions to the overall status of a country or even a group of countries managed by a specific organization. SAMIS processes requisitions automatically, identifying items, checking prices, committing funds, and providing routing to the proper source of supply. The system validates status, updates the database, and passes updated status on to the customer. SAMIS also provides controlled exceptions when data elements do not match or when threshold parameters are breached. Case Managers can establish or change these parameters on-line as case circumstances change or in response to customer requests. Tailored management reports can be created on-line by selecting from a menu of data elements and parameters.

The AFSAC International Systems Branch has developed a number of valued tools for use by our customers in the international community. The most widely used is STARR-PC which is currently in use by 18 countries (either overseas or by a CONUS representative), with two additional countries currently being activated, for a total of 32 active sites. STARR-PC is not directly linked to SAMIS but provides customers with the ability to download country-specific data from SAMIS to a personal computer with many of the basic SAMIS-type products available. Another AFSAC-developed tool being used by five current and three new customers is the Automated Inventory Management System (AIMS). Both of these systems have been adopted by the U.S. Army for installation in their security assistance customers' facilities. AFSAC provides the software and documentation.

SAMIS configuration is managed by a group of its users, resulting in a responsive, user-friendly, dynamic system focused on customer support and process improvement.

AFSAC Special Program Management. Although the FMS program makes up the vast majority of AFSAC's work, there are many related programs which require a special management approach. Among these are NIPARS, the Special Defense Acquisition Fund (SDAF), and the Technical Coordination Groups (TCGs).

- **NIPARS:** Items which the DoD does not manage for its own use are called nonstandard. The AFSAC has competed a contract to provide these kinds of items and has selected a contractor to serve as Item Manager. Lead time to get these items on contract has dropped from an average 260+ days to less than 30 days; and the cancellation rate has dropped from more than 50 percent to less than 2 percent. NIPARS has processed over 30,000 requisitions since its beginning in the Fall of 1990. Repair of non-standard items has also been initiated through this contract.

- **Special Defense Acquisition Fund (SDAF):** This is a revolving fund, managed by DSAA and used by the Services to buy long lead items in anticipation of future sales. Managed by AFSAC/XMXA for the USAF, there are currently ongoing SDAF programs for the engineering and procurement of modification kits for the F-5 aircraft, procurement of AGM-65 missiles, and long-lead CAD/PAD (aircraft egress) items. AFSAC is in the process of finalizing new procedures to ensure asset accountability and tracking, and to provide automated management reports.

- **Technical Coordination Groups (TCGs):** These groups provide engineering and technical services and are funded on a pro-rata share based on the number of aircraft a country owns. By sharing the burden across a wider fleet, each country can maximize its return on limited support dollars and get the latest operational and maintenance information.

Other unique programs managed by the AFSAC are the drug enforcement program; the various excess programs identified as Section 506A, Section 517, and Section 519 (after the section of the authorizing law—the Foreign Assistance Act of 1961); the Cooperative Logistics program for customers to buy equity in the AFMC supply system and receive better access to spares; and the Contractor Engineering and Technical Services (CETS) program to provide additional maintenance and hands-on training to customers.

Quality Process Improvement in Security Assistance. The AFSAC is committed to continual process improvement. The ILC Quality Council and Quality Steering Group provide a fora for new ideas and changes. These groups also charter the Process Action Teams (PATs) that explore program processes and lay out plans for improvements. Some of the recent or proposed improvements involve a tracking system for urgently needed requisitions, TDY travel management reporting, shipped-not-billed conditions, requisition follow-ups, and new methods for processing and controlling LOA data.

Not Mission Capable Supply (NMCS) requisitions are the most urgent requirements submitted by our security assistance customers. The NMCS PAT, a working level quality improvement group, developed standardized management procedures and automated tools to support them. Implemented in SAMIS on 1 June 1992, these tools will allow the AFSAC to respond more quickly to supply problems; reduce wasted reporting and follow-up; and track improvements in fill rates.

TDY travel against FMS case funds was not standardized and required paper records to be passed through several hands. The custom commitment process that the PAT team developed provides automated processing of the custom commitment, automated preparation of the Form 329, and a new SAMIS process that completes the transaction when all expected deliveries are posted. The team also created new interrogations and new delivery source codes to improve status visibility.

When materiel is shipped against a requisition but no billings are posted, a manual search and correction process is required. An employee group, concerned about the amount of time spent on these shipped-not-billed (SNB) transactions analyzed the process and identified the lack of edits in the system. The team came up with a method to ensure that only legitimate SNBs are referred for manual action, and it established a mechanized correction process within SAMIS. The PAT found the total value of requisitions in this situation to vary between \$41 million to \$75 million.

A Requisition Follow-up PAT was chartered to analyze the policy and procedures used in follow-ups to sources of supply, to reduce the number of required follow-ups, and to make them more effective. The team discovered that prior *ad-hoc* attempts to improve performance had only resulted in more check-points and more follow-ups, often overloading both ends of the process without any improvements. The team applied statistical process control techniques to actively manage the process, limited follow-ups to critical items, and automated the query process. The amount of time spent under the new process has been reduced by about 60 percent enabling more rapid clearing of requisitions.

Another employee group proposed, tested, and implemented a change in the division of work within the Program Control Offices to take advantage of the automated Case Management Control

System LOA model for processing LOA data. By using the Program Control offices to release and retrieve the data, training costs were reduced and consistency was improved.

A final example of the quality process at work in the AFSAC involves the entire AFMC command. As the plans for replacing AFLC and AFSC with AFMC began to develop, a group of eight cross-command process action teams were established to analyze processes and to integrate AFMC approaches. PAT #8, the Program Management PAT, analyzed the security assistance process as a subset of customer faces. This PAT, which included members from both AFLC and AFSC at both headquarters and field level and from the AFSAC, held many discussions with SAF/IA and SAF/AQ. The flow charts at Figures 3-7 resulted from this process analysis. Process analysis paper 21.1 was signed by General Yates, Commander Air Force Systems Command, on 10 June 1992, and by General McDonald, Commander, Air Force Logistics Command, on 19 June 1992.

Concurrently with the Program Management PAT effort, the AFSAC arranged a series of meetings with one of the largest security assistance weapon system offices, the F-16 SPO, between September 1991 and March 1992, to define roles and relationships. In addition to the overall agreements reached through this team-building process, a financial memorandum of understanding was completed and approved in July 1992.

CONCLUSION

Security assistance in the 1990s will require coordinated planning between the Air Force and each of its customer countries. The AFSAC is the primary agency focused on security assistance customers and their needs. We have met the *challenges of the past*, leading the USAF support effort for Desert Storm, providing faster support through NIPARS, and improving processes through quality management and state-of-the-art computer support. Agreements are now in effect to provide *today's support* with timely turnaround of requisitions through SAMIS and a direct pipeline through the TCGs to answer technical and operational questions. AFSAC Command Country Managers are *poised for the future* to provide leadership in planning for each country's needs.

In facing the future of rapid changes in technology, communications, and the international political environment, the AFSAC maintains its basic goals to promote the best possible customer support, the most effective country logistics process, and fast, reliable methods for two-way information flows with its customers. As the standard of excellence for Air Force security assistance, the AFSAC will continue to deliver timely, high quality, and supportable products and services to the friends and allies of the United States.

ABOUT THE AUTHOR

Donald R. Pugh is the former Director of Plans and Policy for the US Air Force's International Logistics Center (now the Air Force Security Assistance Center). With over 15 years of experience in security assistance, he has worked as a case negotiator, case manager, systems analyst, and procedures writer. Mr Pugh has also headed the Special Projects Division and Plans & Analysis Division in the ILC. He has represented the USAF in many tri-service and DSAA-sponsored security assistance initiatives from 1985 to 1992. He is now the Business Manager for Corporate Integration in the Joint Logistics Systems Center, as well as being the JLSC functional representative for security assistance.