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The Security Assistance Ammunition Program — Helping Allies Help Themselves

Marcy Salmonson

Enabling friendly foreign countries and international organizations to acquire timely, quality conventional ammunition, operations support, training and related logistics support, in furtherance of U.S. national security policies.

Security Assistance Mission

The U.S. supports legitimate defense requirements of allies and friendly foreign countries to help them deter or defend themselves against aggression and to promote better interoperability with U.S. military forces. Here, 1LT Gabriel Scheinraux, 172nd Stryker Brigade Combat Team, coaches an Iraqi police officer at a weapons training course in Khidr Ilyas. (DOD photo by TSGT John M. Foster, 1st Combat Camera Squadron.)

The Security Assistance Ammunition Program (SAAP) was founded on, and remains today, an invaluable instrument of U.S. foreign policy. The arms trade and related services are reaching enormous dimensions and involve most nations as sellers, providers, buyers or recipients. At the U.S. Army Joint Munitions Command (JMC), security assistance is the means by which the U.S. government seeks to achieve national security and foreign policy objectives by enabling allied and friendly nations to acquire and maintain the capability to defend themselves. JMC provides the ammunition and equipment that allows our allies to carry out this objective.

Security Assistance Evolves as Part of U.S. Foreign Policy

The idea of security assistance began during the Cold War with concerns that war-torn countries would fall victim to the Soviet Union. The U.S. containment policy, which called for stopping the domino effect of nations

moving politically toward Soviet Union-based communism, began with a proclamation by former U.S. President Harry S. Truman on March 12, 1947, which became known as the *Truman Doctrine*. It was used effectively in Turkey and Greece and set a pattern for security assistance that developed through the next 4 decades.

The *Marshall Plan* (also referred to as the European Recovery Program) enactment on April 3, 1948, served as an emergency tool to stabilize Europe and marked a turning point for U.S. foreign policy following World War II (WWII). This enactment led to the establishment of the Economic Cooperation Administration (July 1948). When it ended in 1951, Congress was in the process of formulating a new foreign aid and containment policy designed to unite military and economic programs with technical assistance. The new policy became a factor in determining which countries would receive aid, what type and how much assistance would be

furnished, and whether it would be provided through a grant or sale.

In 1961, Congress passed the *Foreign Assistance Act (FAA)*, which reorganized the U.S. foreign assistance programs including separating military and non-military aid and putting primary emphasis on long-range economic and social development assistance efforts. A key *FAA* element was a provision for multiyear financing to allied countries that allowed for commitments beyond the year-to-year basis, while still allowing each year's appropriation to come before Congress. Congressional reviews of appropriated funds offered to international organizations and foreign countries are subject to certain conditions and requirements. This allows Congress its "checks and balances" on foreign-assistance policy. Through this and other military statutes, the Foreign Military Sales (FMS) Program was authorized with the security assistance organizations executing the program.

The U.S. reaffirmed its containment policy by joining formal security alliances, such as the United Nations and NATO. These alliances had significant influence on security assistance priorities and special accommodations, and every presidential administration has made those accommodations the foundation of their foreign policy.

The Middle East assumed a preeminent role in U.S. security assistance beginning in the 1980s. Because of countless border conflicts, international terrorism and invasions, and ultimately, the world dependence on the region's petroleum reserves, no other part of the world, with the exception of Southeast Asia, has commanded as much presidential attention since WWII.

Program Helps Allies Throughout the World

Today, the total funding of the JMC's SAAP is in excess of \$691 million in sales to foreign customers. The top 10 countries, including Egypt, Afghanistan, Iraq, Japan, Israel and Canada, account for \$626 million in sales.

The FMS Program is used by first-world allies, such as Greece, New Zealand, the United Kingdom, Australia and the Netherlands, but also by lesser known NATO and global war on terrorism partners such as Slovenia, Estonia, Senegal, Mauritania and Georgia, which struggle with their independence from the communist-socialist influence.

Georgia, for example, requested FMS assistance to train and equip its forces in support of *Operation Iraqi Freedom*. Items obtained through U.S. inventories included mines, simulators and signals. Foreign equipment was obtained through a U.S. contractor and supplied primarily by former *Warsaw Pact* nations. Those items included rockets, mortars and various small- and medium-

caliber arms. Logistics services and equipment, also provided by a U.S. contractor, included daily base operations, water purification and medical facilities.

The role FMS assistance plays in lesser-known countries such as Colombia is crucial. U.S. drug intervention in Colombia is intended to discourage the production, distribution and consumption of targeted substances. These counternarcotics efforts have been, and continue to be, supported by the U.S., which supplies rockets, launchers, grenades and medium- and small-caliber ammunition.

Goals Ensure Support to U.S. and Allied Forces

The benefits of U.S. and allied negotiations and sales go beyond the obvious — it includes sales by the U.S. government as well as the necessary partnering with U.S. contractors and private industry. Since the U.S. is not the only source of ammunition and related services on the world market today, JMC has a tremendous challenge to foster solid business relationships. With U.S. contractor and industry assistance, the U.S. government retains customers and obtains additional sales via improved ammunition acquisition, competitive prices and better delivery schedules.

Since 1961, the Security Assistance FMS Program ideals have not changed, yet the program has undergone significant changes in the way it does business. Export sales and transfers are complex transactions involving three primary stakeholders — the U.S. government, allied or friendly governments and U.S. defense companies. Industry marketing efforts, necessary to support cash sales, are intensifying.

A primary method by which foreign governments acquire U.S. defense articles and services is through government-

to-government FMS agreements using a Letter of Offer and Acceptance. Under FMS, the U.S. government uses its own procurement procedures and acts as its own procurement agent for foreign customers.

Because restraint is most important in arms transfer, the U.S. supports legitimate defense requirements of allies and friendly foreign countries with the following five goals:

- To ensure U.S. military forces continue to benefit most from technological advances over potential adversaries.
- To help allies deter or defend themselves against aggression, while promoting interoperability with U.S. forces when combined operations are required.
- To promote regional stability in areas critical to U.S. interests, while preventing the proliferation of weapons of mass destruction and their missile delivery systems.
- To promote peaceful conflict resolution and arms control, and protect human rights, democracy and other U.S. foreign policy objectives.
- To support the U.S. defense industrial base's ability to meet U.S. defense requirements and maintain long-term military technology superiority at lower costs.

Security assistance is dedicated to those efforts, ensuring that our Armed Forces have the best possible resources available — both at home and abroad.

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