

# MUNITIONS MIGRAINE

BY

George M. Farnell

Assistant Professor of Security Assistance Management  
Defense Institute of Security Assistance Management

## INTRODUCTION

A major area of interest in Security Assistance as it relates to the transfer of defense articles to friendly foreign nations is the procedures and problems associated with the transportation of munitions. This article will attempt to highlight some of those procedures and problems and will illustrate events by addressing actual situations. The material for this article was gathered from existing procedural requirements and from discussions with personnel stationed at Little Rock AFB, Arkansas, and personnel from the United States Army Armament Materiel Readiness Command (ARRCOM), Rock Island, Illinois. Although there are other modes of shipment, the article limits attention to concerns associated with the airlift of munitions.

## BACKGROUND

One of the most vital functional areas of International Logistics involves the delivery of articles to the customer country. Generally this transportation responsibility falls upon the purchaser. In accordance with U.S. Department of Defense Transportation Policy, the purchaser of U.S. defense articles is normally self-sufficient in providing transportation of those articles to the freight forwarder and then to the in-country destination. This self-sufficiency policy is reflected in certain codes in the DD Form 1513, US DoD Offer and Acceptance.

The Delivery Term Code (Block 20) and the Offer/Release Code (Block 19) appearing on the DD Form 1513 for an FMS case dictate certain action by the US government, the purchaser, and the freight forwarder, and also dictate certain cost estimates and billing percentages. Under the self-sufficiency policy for transportation, delivery occurs at origin, i.e., DoD storage facility or contractor's facility, and shipment of articles are automatic to the Freight Forwarder when they become available. (Delivery Term Code "4" and Offer/Release Code "A")

Foreign Military Sales directives provide for some exceptions to the self-sufficiency policy for transportation. These exceptions are reflected in the range of options for Delivery Term Codes and Offer/Release Codes. These options and their definitions are stated below:

Offer/Release Code. The Offer/Release code indicates when a shipment will be released. Code "A" indicates the shipping activity will automatically ship without any advance notice. Code "Y" is entered when the customer (usually the freight forwarder) wants advance notice of the shipment. Under Code "Y" the shipper will send out a Notice of Availability (NOA) advising his plan to ship in 15 days. The shipment will be released automatically at

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the end of 15 days whether or not a response to the NOA has been received. Code "Z" is entered when advance notice is required before the release of shipment. If the shipping activity has not received instructions by the 15th day after the original NOA, it sends a follow-up NOA. If the second notice also fails to provide instructions, the shipper will have to take additional actions to obtain shipping instructions. Code "X" is used when the appropriate U.S. service will sponsor the delivery of shipments. This is normally done through the Defense Transportation System (DTS).

Delivery Term Codes (DTC). The Delivery Term Code indicates the point in the transportation cycle where responsibility for physical movement of the FMS shipment passes from the US/DoD to the purchasing nation.

- 2 Delivery to Destination (normally inland origin to inland destination via GBL/DTS)
- 3 Delivery alongside vessel/aircraft at port of exit (normally GBL/DTS)
- 4 Delivery at origin (normally shipment to Freight Forwarder by commercial carrier on collect GBL)
- 5 Delivery to Port of Exit (normally GBL/DTS)
- 6 Delivery to overseas Port of Discharge (normally GBL/DTS)
- 7 Delivery to destination in recipient country (normally GBL/DTS)
- 8 Delivery to vessel (on-board) - Port of Exit (normally GBL/DTS)
- 9 Delivery to port of discharge (landed) (normally GBL/DTS)

The most commonly used Delivery Term Code and Offer/Release Code for munitions is: DTC "8" and Offer/Release Code "Z" or "X".

#### The United States Army Armament Materiel Readiness Command (ARRCOM)

ARRCOM is the primary Department of Defense agency for the acquisition and management of conventional munitions. The unique role of ARRCOM involves consolidating requirements from all users, both USG and purchaser country, contracting for the production of munitions to fill those requirements, and finally, providing the means of delivery to the customer. The sources for conventional munitions are generally either government-owned-contractor-operated (GOCO) facilities or purely commercial sources.

The main difficulty in the production of munitions is attempting to determine the quantity for economical purchase. A customer whose needs are below what is economically feasible to produce may have to wait until there are sufficient levels of need from a number of customers so that requirements can be consolidated to make production of a certain type of ammunition affordable. For example, an order of only 500 rounds of 7.62 calibre ammunition may be cost-prohibitive in terms of production start-up costs. The preferred quantity of economic order may be in the range of several hundred

thousand 7.62 rounds. Therefore, the customer who needs 500 rounds may either have to order the Economic Order Quantity (EOQ) or wait until the production lines are opened for the consolidated requirements of all customers. This requirement affects transportation considerations because what, at the outset, would have been a routine order requiring normal transportation methods, suddenly becomes a high priority order because of the time-delay for consolidation and production. The priority requirement may then qualify for airlift transportation. The most common reason for airlift, however, is that the country has negotiated air delivery as a part of the DD Form 1513 offer and acceptance process.

### The Aerial Port

Normally an aerial port is manned for airlift transportation because that is the primary mission. Many airlift sorties are dispatched and terminated each day at an aerial port. The main airlift effort is directed at the support of U.S. military doctrine through the employment of strategic and tactical airlift missions. The airlift of items from an aerial port to fulfill commitments for Foreign Military Sales normally represents only a small percentage of total airlift operations. This small percentage can be significant, however, when the organization performing as an aerial port for FMS has a primary mission as a training base and is not manned as an aerial port.

### Little Rock AFB, Arkansas

Little Rock AFB is a Military Airlift Command base and is the home of the 314th Tactical Airlift Wing. The basic mission of the 314th is the training of U.S. aircrews for tactical airlift. In addition, Little Rock regularly provides similar training for foreign personnel. The base is also the home of two Mobile Aerial Port Squadrons, both of which have been able to assume much of the support for the Special Assignment Airlift Missions (SAAMs) under FMS agreements.

Little Rock AFB is conveniently located for the support of munitions airlift requirements. There are numerous (GOCO) munitions production plants as well as commercial munitions facilities within reasonable ground transportation distances of Little Rock. Therefore, because of this proximity, most airlift requirements in the area are borne by Little Rock AFB.

### Items for Consideration

-- Landing Clearances. Clearances to land at CONUS military installations for both foreign purchaser owned aircraft as well as contract air carriers are granted by Headquarters USAF/CVA11. Coordination with the Major Air Command (MAJCOM) and the affected installations is a must for the SAAM to proceed most effectively. Requests for landing clearances are required to be submitted by the country at least 30 days prior to clearance need date and must be specific as to types and quantities of munitions to be picked up. There have been problems with some purchasers requesting clearances which are not specific as to purpose and which do not allow sufficient time for CVA11 to conduct the proper notification and coordination. Because CVA11 will not issue clearances until all requirements have been met, landing clearances have often been delayed, thereby causing scheduling, security, and storage problems at the point of airlift origin. It is extremely

important, therefore, that the purchaser understand the procedures for gaining landing clearances. Case Managers can help alleviate these problems by informing purchaser liaison personnel of the airlift restrictions and procedures for obtaining landing clearances for foreign sponsored aircraft.

-- Scheduling. Another consideration is accurate and timely scheduling of inbound aircraft to coincide with the receipt of munitions for airlift from the overland transportation sources. Inaccurate scheduling affects at least four other important aspects of effective munitions transfer.

(1) The availability of personnel is critical to any operation. Logisticians have historically recognized the impact of capable personnel levels and its relationship to success or failure in the operational equation. Also, the personnel factor has to be considered as a limited resource. This factor will be illustrated as we discuss the other three aspects affected by scheduling.

(2) Security is of prime concern when dealing with munitions. When munitions have arrived at the aerial port and an aircraft is not available for loading, transportation personnel have certain options.

a. Munitions must be convoyed and accompanied by security police to a secure storage area; or,

b. Munitions may remain on the transportation vehicle and parked in a specific area but must be guarded around-the-clock by security police.

Security for munitions means an extra investment in vehicles and in transportation and security personnel.



40K Loader with 5 pallets of 105mm cannon shells, positioned to onload Evergreen Airlines DC-8. Each pallet weighs 5,870 pounds.



Pallet of 105mm cannon shells being pushed into position aboard aircraft. This aircraft carried 88,050 pounds of cargo on 15 pallets and was loaded in 51 minutes.

(3) Storage of munitions is the third important aspect of the scheduling problem. If there is going to be a significant delay between the receipt of the munitions for airlift and the arrival of the transportation aircraft, a decision for temporary storage might be made. Again, this means a convoy to the storage facility or munitions bunker. After arrival at the storage facility, it is often necessary to down load and re-palletize the munitions for storage. This involves a further investment in personnel as well as cargo handling equipment. With the arrival of the aircraft, yet another investment of personnel time, vehicles, and equipment is in order to up-load and deliver the munitions to the ramp.

(4) The fourth aspect is the safety consideration. The more we are required by circumstances to move and handle any item, the greater the chance for accident. With munitions, the margin for error is significantly narrower than with any other materiel. The constant vigilance required when handling munitions creates stress on individuals and equipment, and unnecessary movement and handling exacerbates the stress variable. Accurate scheduling and safe execution of up-loading and down-loading procedures will insure safe aerial port handling of munitions.

-- Incompatible Munitions. The last concern to be discussed in this article is the topic of the airlift of incompatible explosives. Incompatible explosives are those articles of ammunition which when brought together under the proper circumstances will detonate. U.S. regulations prohibit the transport of incompatible explosives on the same aircraft unless emergency or extremely unusual circumstances exist. Even then, the Federal Aviation Administration (FAA) must grant a waiver before such transport is allowed in U.S. air space.

On one previous occasion, a foreign purchaser attempted to load and transport incompatible explosives aboard his own aircraft from a U.S. Air Force Base. The airlift would have resulted in these explosives being flown through considerable U.S. airspace. Needless to say, there was extensive delay before the purchaser was able to take delivery of the munitions.

The specifics and restrictions of U.S. transportation procedures must be considered and communicated to the purchaser in conjunction with the negotiations for the FMS case. If, as case managers, we erroneously assume that our customers know and understand munitions transportation restrictions, we are going to cause ourselves and our customers many support problems.

#### SUMMARY

It must be pointed out that this article is not an indictment of the system or of any of the players. Rather it represents the observations of some of the difficulties encountered when one is involved in providing airlift support for munitions. It is hoped this commentary will be read by those who are the players and will result in increased planning and communication concerning transportation for security assistance.

Specific and proper requests for landing clearance, accurate and realistic scheduling of aircraft to coincide with the arrival of munitions, and clear communications to foreign purchasers detailing U.S. transportation restrictions will help insure effective Special Assignment Airlift Missions. Resolving these problems, in turn, will alleviate the management headaches of having adequate available personnel to perform their tasks in a secure and safe environment.

It also must be pointed out that personnel representing ARRCOM and personnel performing the airlift loading function at Little Rock are doing an outstanding job of supporting U.S. military as well as purchaser country requirements for munitions. The day-to-day management effort of transportation and security personnel at Little Rock AFB is an example of professionalism at its ultimate.

#### ABOUT THE AUTHOR

Mr. George M. Farnell joined the DISAM Faculty in December 1980, and specializes in logistics aspects of security assistance management. He holds a Master of Arts degree in Counselling from Wayne State University. Mr. Farnell served for 12 years in the U.S. Air Force as a supply officer and logistician, and from 1977 to 1980 was an Assistant Professor of Logistics Management for the School of Systems and Logistics, Air Force Institute of Technology, Wright-Patterson AFB OH.