



DEPARTMENT OF THE AIR FORCE  
WASHINGTON DC

OFFICE OF THE UNDER SECRETARY

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MEMORANDUM FOR SEE DISTRIBUTION

FROM: SAF/IAPX  
1080 Air Force Pentagon  
Washington DC 20330-1080

SUBJECT: Air Force-Sponsored Exercises, Competitions, Evaluations and Deployments  
(IAPX03014)

The attached policy guidance pertains to international participation in Air Force-sponsored exercises, competitions, evaluations, and deployments which take place in US-controlled airspace. It is forwarded for your information and appropriate action. This guidance will be included in the next revision of AFMAN 16-101. In addition to this guidance, we are currently staffing and will publish expanded guidance addressing staffing procedures for responding to "self-invited" foreign unit requests--involving CONUS deployments outside the scope of USAF sponsored formal exercises (e.g. Red Flag).

SAF/IAPX POCs are Lewis Witt, (703) 588-8960, and Cynthia Sparkman, (703) 588-8905.

//Signed//  
TERRY L. BATES  
Chief, Security Assistance Policy Division  
Deputy Under Secy, Int'l Affairs

Attachment:  
Policy Guidance

## **2.21. Air Force-Sponsored Exercises, Competitions, Evaluations and Foreign Unit Deployments to USAF Units.**

2.21.1. Many Air Force-sponsored exercises, competitions, and evaluations involve international participation. The following list is representative (not all-inclusive) of Air Force-sponsored events that involve potential international participation (with MAJCOM Sponsor listed in parentheses).

2.21.1.1. Red Flag (ACC/DO).

2.21.1.2. Air Warrior (ACC/DO).

2.21.1.3. Combat Archer (ACC/DO).

2.21.1.4. Combat Hammer (ACC/DO).

2.21.1.5. Readiness Challenge (AFCESA) (Air Force Civil Engineer Support Agency/Field Operating Unit).

2.21.1.6. AMC RODEO (AMC/DOV).

2.21.1.7. Cope Thunder (PACAF/XP).

2.21.2. Focal Point: SAF/IARW is the established SAF/IA focal point for interfacing with MAJCOMs on selected exercises/evaluations (e.g., Red Flag, Cope Thunder, etc.). SAF/IA focal points for other exercises are determined based on exercise, competition, and evaluation requirements.

### **2.21.3. Program Goals.**

2.21.3.1. USAF-sponsored exercises, competitions, evaluations, and foreign unit deployments to US units are an excellent opportunity for both USAF and international participants to enhance operational capabilities, interoperability, and coalition operations. The following policy guidance pertains to USAF-sponsored exercises, competitions, evaluations, and foreign unit deployments which take place in US-controlled airspace. This does not include JCS or Allied (Allied or joint US/Allied) sponsored events outside US-controlled air space.

2.21.3.2. The USAF security assistance (SA) community's primary goals are to effectively support sponsoring MAJCOMs (i.e., to enable MAJCOMs meet event/program requirements) and participating international air forces (AFs) (e.g., developing Letters of Offer and Acceptance (LOAs)). Some key sub-goals/requirements include:

2.21.3.2.1. Goals. The following are general goals and may not be appropriate for all exercises, competitions, evaluations:

2.21.3.2.1.1. SAF/IA country directors will announce opportunities for participation in USAF exercises, competitions, and evaluations to appropriate foreign air forces and/or prioritized if required (e.g., limited quotas) to support MAJCOM participation requirements.

2.21.3.2.1.2. International participation conforms to applicable FMS legislative requirements (e.g., legitimate costs for international participation are properly recouped through FMS cases).

2.21.3.2.1.3. Applicable FMS cases are processed/coordinated/signed well in advance of exercise/competition dates.

2.21.3.2.2. Requirements. Ensure that:

2.21.3.2.2.1. MAJCOM Sponsors establish and advise SAF/IA country directors/ AFSAC of prerequisites for international participants. SAF/IA country directors will ensure participating countries are made aware of established prerequisites while MAJCOM sponsors enforce the established prerequisites. Prerequisites for aircrews will include experience requirements, normally based on minimum requirements for USAF personnel, and English language fluency. For pilot/co-pilots and AWACS controllers directly managing air and ground assets, English language fluency requirements will be a minimum of English Comprehension Level (ECL) 85 for events conducted in a highly dynamic flying environment (e.g. Red Flag) and a 80 minimum for all other flying events. MAJCOM's will establish appropriate English language fluency standards, if required, for other aircrew members and exercise participants. International participants not meeting the minimum ECL may participate in flying events if they achieve an Oral Proficiency Interview (OPI) score of 1+ in speaking and 1+ in listening skills. MAJCOM Commanders may waive the minimum ECL at their discretion or may delegate this authority to the general officer responsible for the exercise.

2.21.3.2.2.2. Only those English speaking countries exempt from both in-country and CONUS language testing under the annual SECDEF/USDP/DSCA message identifying ECL and OPI testing waivers are exempt from language testing. SAF/IAPX will publish this annual message under a SAF/IAPX policy memo. For all other countries, language testing will be conducted in-country prior to arrival at the location of the exercise/ flying event. Testing must be completed Not Earlier Than (NET) 105 days and provided to the sponsoring command Not Later Than (NLT) 30 days from exercise start date.

2.21.3.2.2.3. MAJCOM Sponsors must ensure foreign participants meet the established prerequisites.

2.21.3.2.2.4. International visit requests are properly submitted 30 days before, and approved well in advance of, exercise/competition dates.

2.21.3.2.2.5. Munitions required for participation in an exercise is the responsibility of the international participant, and normally will not be provided through an exercise case. Countries must supply the required munitions from their national stock or from an established munitions case. If munitions are requested under the LOA, the Sponsoring MAJCOM will determine availability during the planning conference

2.21.3.2.2.6. COMBAT ARCHER evaluations require a separate SAF/AQ managed line in the LOA. SAF/AQ in conjunction with AFMC, controls drone assets.

2.21.4. Key Process Areas. While actual processes will vary for each event, the following key process areas highlight Air Force SA community involvement in supporting both MAJCOMs and the international participants.

2.21.4.1. Invitation/announcement process. MAJCOMs normally coordinate announcements and invitations through SAF/IA to ensure legitimacy (e.g., validate vs. FMS suspensions/political-military concerns). Country Directors will be expected to concur in

MAJCOM-proposed attendees, and may also be expected to forward event announcements to applicable Security Assistance Officers (SAOs)/foreign counterparts to determine interest and/or distribute actual invitations. A courtesy copy of the invitation will be provided to the sponsoring MAJCOM OPR. Participation in some exercises/competitions (e.g., AMC RODEO, Readiness Challenge, etc.) will be determined simply by the acceptance of the foreign air force. Other exercises/competitions (e.g., Red Flag) may require a selection process (SAF/IARW OPR) to resolve conflicting participation interest (e.g., two allies competing for same exercise mission type).

2.21.4.2. Selection process. Selection processes may vary slightly depending on the event; however, the following selection process (established for Red Flag) is typical.

2.21.4.2.1. ACC/DO announces exercise dates and periods.

2.21.4.2.2. SAF/IA announces opportunities to embassies (attachés).

2.21.4.2.3. Countries submits request to participate.

2.21.4.2.4. SAF/IA and ACC/DO match countries' participation request to Red Flag dates and openings.

2.21.4.2.5. ACC/DO approves final schedule with allied participation.

2.21.4.2.6. SAF/IAR country director notifies foreign counterparts in writing of invitation to participate to include type/number of aircraft, mission, participant prerequisite, and other details. An information copy of the notification will be provided to ACC/DOTS and AFSAC/GB.

2.21.4.2.7. Countries accept invitation and submit Letter of Request (LOR) to AFSAC/GB (Command Country Manager).

2.21.4.2.8. Exercise planning conference is held.

2.21.4.2.9. AFSAC presents Letter of Offer and Acceptance (LOA).

2.21.5. LOA development. AFSAC develops LOAs to recoup all FMS costs associated with international air force participation in Air Force-sponsored exercises, competitions, evaluations and deployments. FMS cases written to support international participation in such activities are normally N-cases.

2.21.6. Event-planning conferences/documents. In conjunction with MAJCOM POCs, SAF/IA Country Directors ensure that their foreign air force counterparts are aware of, and participate in the applicable planning conference.

2.21.7. Program performance measurements. SA community performance measures associated with Air Force-sponsored exercises include the following.

2.21.7.1. Selection/invitation process. Country selection not later than (NLT) six months prior to event.

2.21.7.2. FMS regulations. All applicable programs/events are properly supported with FMS cases.

2.21.7.3. Letter of Request (LOR). Country selected to participate in the exercise must submit an LOR 30 days prior to the exercise planning conference.

2.21.7.4. Letter of Offer and Acceptance (LOA) Offer. AFSAC must offer the requested LOA NLT 30 days after the planning conference.

2.21.7.5. LOA signatures. Country LOA signature NLT 30 days prior to event (foreign units attempting to deploy to an event prior to LOA signature are an indication of inefficient case processing by the Air Force and/or foreign air forces).

2.21.7.6. Visit requests. Visit requests are properly submitted as soon as possible (ASAP) but NLT 30 days prior to arrival of the first personnel (planning conference(s)/event (Air Force coordination/approval to follow ASAP)).

2.21.7.7. MAJCOM event success indicator. MAJCOM POCs submit/elevate no issues for resolution prior to event or in after-action reports (i.e., SAF/IA ensures successful country participation in accordance with MAJCOM requirements).