



DEPARTMENT OF THE AIR FORCE  
HEADQUARTERS UNITED STATES AIR FORCE  
WASHINGTON, DC

DAFI25-301\_DAFGM2023-01  
18 October 2023

MEMORANDUM FOR DISTRIBUTION C  
MAJCOMs/FLDCOMs/FOAs/DRUs

FROM: HQ USAF/A4L  
1030 Air Force Pentagon  
Washington, DC 20330-1030

SUBJECT: Department of the Air Force Guidance Memorandum (DAFGM) to Department of the Air Force Instruction (DAFI) 25-301, *Acquisition and Cross-Service Agreements*.

By Order of the Secretary of the Air Force, this Department of the Air Force Guidance Memorandum immediately re-designates AFI 25-301, *Acquisition and Cross-Service Agreements*, as a Department of the Air Force Instruction (DAFI) and implements changes to DAFI 25-301. This publication applies to all civilian employees and uniformed members of the Regular Air Force, the Air Force Reserve, the Air National Guard, the United States Space Force (USSF), the Civil Air Patrol when conducting missions as the official Air Force Auxiliary, and those with a contractual obligation to abide by the terms of DAF issuances.. Compliance with this Memorandum is mandatory.”

It incorporates guidance provided in DAFI 21-150, *Aircraft Repairs and Maintenance Cross-Servicing*, updates the requirements for maintenance interoperability, and clarifies the requirement for Implementing Arrangements in line with the Chairman of the Joint Chief’s Instruction 2120.01D, *Acquisition and Cross-Servicing Agreements*.

Ensure all records created as a result of processes prescribed in this publication are maintained in accordance with AFI 33-322, Records Management and Information Governance Program, and disposed of in accordance with the Air Force Records Disposition Schedule (RDS) located in the Air Force Records Management System.

This Memorandum becomes void after one year from the date of this Memorandum, upon incorporation by interim change, or rewrite of the publication whichever comes soonest.

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LINDA S. HURRY, Maj Gen, USAF  
Director of Logistics, DCS/Logistics,  
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## DAFI25-301\_DAFGM2023-01

### ATTACHMENT

### Interim Guidance to DAFI 25-301, Acquisition and Cross-Servicing Agreements

#### Title Page (Bottom, Centered)

(Add) THIS PUBLICATION CONTAINS COPYRIGHTED MATERIAL

#### Opening Paragraph

**(Replace)** This publication implements Department of the Air Force Policy Directive (DAFPD) 25-3, *Allied Logistics Support* and DAFPD 21-1, *Maintenance of Military Materiel*. It provides guidance and procedures on Acquisition and Cross-Servicing Agreements (ACSAs), the basic framework and guidance for aircraft repair and maintenance services, a sub-category of logistics support, supplies, or services, and establishes the mandatory requirement to use the ACSA Global Automated Tracking and Reporting System (AGATRS) for processing and recording all official AF ACSA transactions. This publication does not cover agreements with other United States (US) military services or other government agencies, US or foreign non-military organizations, or commercial contractors. This publication applies to all civilian employees and uniformed members of the Regular Air Force, the Air Force Reserve, the Air National Guard, the United States Space Force (USSF), the Civil Air Patrol when conducting missions as the official Air Force Auxiliary, and those with a contractual obligation to abide by the terms of DAF issuances. Refer recommended changes and questions about this publication to the office of primary responsibility (OPR) using the DAF Form 847, *Recommendation for Change of Publication*; route DAF Form 847s from the field through the appropriate functional chain of command. The authorities to waive wing, unit, and delta level requirements in this publication are identified with a Tier (“T-0, T-1, T-2, T-3”) number following the compliance statement. See DAF Manual (DAFMAN) 90-161, *Publishing Processes and Procedures*, for a description of the authorities associated with the tier numbers. Submit requests for waivers through the chain of command to the appropriate tier waiver approval authority. For non-tiered compliance items in this publication, submit requests to AFDPO Policy Branch (SAF/AAIPX) (SAF.AA.AFDPO-PPX.Workflow@us.af.mil). Ensure all records generated as a result of processes prescribed in this publication adhere to AFI 33-322, Records Management and Information Governance Program, and are disposed in accordance with the Air Force Records Disposition Schedule, which is located in the Air Force Records Information Management System. The use of the name or mark of any specific manufacturer, commercial product, commodity, or service in this publication does not imply endorsement by the AF.

#### SUMMARY OF CHANGES

**(Replace)** This rewrite changes AFI 25-301 to DAFI 25-301, adds requirement to appoint a senior officer from both Logistics and Financial Management functional communities in the grade of O6/GS-15 or above to oversee the management of the component ACSA program, and changes the requirement for Implementing Arrangements (IA) between partner nations from

“mandatory” for all aircraft repair and maintenance services to “where required by the terms of the ACSA or upon request by a partner nation.”

**(Replace)** 1.1.1. ACSA is primarily a Combatant Command (CCMD) program. USAF Major Commands (MAJCOM), C-MAJCOMs, USSF Field Commands (FLDCOM) and National Guard Bureau (NGB), or lower-level components, will execute ACSA programs IAW an assigned Geographic CCMD or Functional CCMD for Air Mobility Command (AMC) and Air Force Special Operations Command (AFSOC). See AFI 13-103, *Air Component Headquarters AFFOR Staff Operations, Readiness and Structures*, Table 3.1, *Air Component Headquarters*, for combatant command and DAF organizational relationships.

**(Delete)** 1.1.1.1.

**(Delete)** 1.1.1.2.

**(Delete)** 1.1.1.3.

**(Replace)** 1.1.2. Units operating in an AOR as a chopped, transient, or deployed force should execute ACSA transactions IAW with the deployed installation’s guidance first.

**(Add)** 1.1.2.1. If an ACSA program manager is not available locally, units will reach-back to their assigned NAF, MAJCOM, or FLDCOM for support. For example, an AF unit deployed to Al Udeid AB should execute ACSA transactions using the 379 Air Expeditionary Wing (AEW) ACSA program (AFCENT-USCENTCOM).

**(Add)** 1.1.2.2. USSF personnel will manage ACSA orders through United States Space Command (USSPACECOM) who will coordinate with the Geographic Combatant Command where operations are required.

**(Replace)** 1.2.1. AGATRS will be used by all DAF units, as directed by MAJCOM, FLDCOM, Numbered Air Force (NAF), or CCMD Service Component; to create, record, track, report on, and otherwise manage ACSA transactions. **(T-0)**.

**(Replace) 1.3. Eligible Foreign Nations.** Only foreign militaries and international organizations with which the US has concluded ACSAs are eligible for cross-servicing (acquisition and sale or transfer of LSSS) using ACSA authority. Eligible countries and international organizations from which the US may acquire LSSS under the acquisition-only authority are those that meet the criteria in paragraph 4.2 of DoDD 2010.9.

**(Replace)** 1.3.1. Negotiation and conclusion of ACSAs must be accomplished per AFI 51-403, *International Agreements* and DoDD 5530.03, *International Agreements*. **Note:** A list of current ACSAs and IAs can be downloaded from the Joint Staff J-4 intellipedia site (<https://intellipedia.intelink.gov/wiki/ACSA>), as well as AGATRS database. Only trained and authorized personnel have access to AGATRS; contact respective MAJCOM/FLDCOM ACSA manager for access to AGATRS. Additionally, the Joint Staff J-4 intellipedia site provides all information necessary to educate personnel and execute ACSA transactions in accordance with

JS policy. Contact respective MAJCOM/FLDCOM ACSA manager for specific procedures or guidance prior to conducting ACSA exchanges.

**(Replace)** 1.4.3. Equal-Value-Exchange (EVE).

**(Delete)** 1.4.4.

**(Replace)** 1.4.5. Guidance for pricing reimbursable transactions for ACSAs is found in CJCSI 2120.01D and DoD 7000.14-R, DoD Financial Management Regulations (FMR), Volume 11A, Chapter 8. MAJCOM/FLDCOM FM ACSA POCs will oversee and provide MAJCOM /FLDCOM ACSA managers with ACSA billing and payment policies and procedures.

**(Replace) 2.3. Maintenance Interoperability Implementing Arrangements.** Only nations or organizations with an established ACSA are authorized to exchange aircraft repair and maintenance services. IAs, MOAs, and MOUs can be used to further clarify common objectives and expectations.

**(Replace)** 2.3.1. Maintenance Interoperability is defined as maintenance performed by a Supplying Participant on a Receiving Participant's assets, such as component removal/replacement, inspections, as well as all maintenance cross-servicing criteria.

**(Add)** 2.3.2. Commands having like airframe repair and maintenance capability establish an Implementing Arrangement where required by the terms of the ACSA or where otherwise requested by the partner nation. The negotiation and conclusion of Implementing Arrangements must be accomplished in accordance with DoDI 5530.03 and AFI 51-403. Where an Implementing Arrangement is not required or requested, Memorandum of Agreement (MOA) may be established in accordance with DoDI 5530.03, AFI 51-403 and DoDI 4000.19, *Support Agreements*, or a non-legally binding Memorandum of Understanding (MOU) may be established in accordance with DoDI 4000.19.

**(Add)** 2.3.2.1. MAJCOM/FLDCOM ACSA program managers are the lead for establishing an IA through the appropriate Combatant Command.

**(Add)** 2.3.2.2. MOAs and MOUs may be developed by DAF units, joint services, or partner nations at the organizational level for maintenance interoperability where maintenance will be performed, such as a joint exercise or operation. MOAs and MOUs will be forwarded to the MAJCOM/FLDCOM ACSA program manager once established and will be reviewed annually for currency."

**(Add)** 2.3.2.3. The following items will be considered for inclusion in any documented agreement:

**(Add)** 2.3.2.3.1. Maintenance documentation requirements should be established in accordance with current DAF guidance.

**(Add)** 2.3.2.3.2. Personnel performing maintenance on an aircraft will meet all qualifications, certifications, and clearance requirements for owner nation aircraft prior to performing maintenance on that MDS. **(T-2)**

**(Add)** 2.3.2.3.3. Exclude tasks related to national security/sensitive systems, such as communication security systems, survival systems, propulsion management, etc.

**(Replace)** **3.2. The DAF ACSA Program.** AF/A4L is the OPR for DAF ACSA matters and will appoint a DAF ACSA manager.

**(Replace)** 3.2.1. The DAF ACSA manager is delegated authority by AF/A4L to:

**(Replace)** 3.2.1.1. Act as the single focal point for this DAFI and resolve disputes regarding its implementation.

**(Replace)** 3.2.1.2. Represent the DAF at the CJCS/J4 annual ACSA worldwide workshop.

**(Replace)** 3.2.1.3. Chair a DAF ACSA working group, held in conjunction with the CJCS/J4 annual ACSA worldwide workshop.

**(Replace)** 3.2.1.4. Convene and chair Headquarters Air Force (HAF) level ACSA working groups to resolve cross-functional issues (supply, maintenance, financial, legal, etc.) as required.

**(Replace)** **3.7. HAF, MAJCOM/FLDCOM, NAF, USSF Delta or Wing/Installation/Garrison Financial Manager (FM).** The FM community provides valuable information when dealing with international financial issues. For PIK ACSA transactions, the ACSA manager will coordinate with the appropriate FM office or the designated FM POC to ensure all financial concerns are addressed.

## **Attachment 1**

### **Glossary of References and Supporting Information**

#### ***References***

**(Delete)** DoDD 5530.3, International Agreements

**(Add)** DoDI 5530.03, International Agreements, 4 December 2019

**(Add)** AFI 10-1801, Foreign Governmental Aircraft Landings at USAF Installations, 25 September 2018

**(Add)** AFI 13-103, Air Component Headquarters AFFOR Staff Operations, Readiness and Structures, 19 November 2020

**(Add)** AFI 23-101, Air Force Materiel Management, 29 January 2016

**(Add)** AFI 33-322, *Records Management and Information Governance Program*, 23 Mar 2020

**(Delete)** AFI 36-2651, *Air Force Training Program*, 3 Jan 2019

**(Add)** AFI 36-2670, *Total Force Development*, 25 Jun 2020

**(Delete)** AFMAN 33-363, *Management of Records*, 1 Mar 2008

**(Delete)** AFPD 51-7, *International Law*

**(Add)** AFI 51-403, *International Agreements*, 8 February 2019

### ***Abbreviations and Acronyms***

**(Add)** DAFI – Department of the Air Force Instruction

**(Add)** FLDCOM—Field Command

**(Add)** USSPACECOM—United States Space Command

**(Add)** USSF—United States Space Force

### **Office Symbols**

**(Add)** JS/J-4—Joint Staff/Logistics Directorate

### ***Terms***

**(Add)** Aircraft Maintenance Cross-Servicing—Basic non-invasive aircraft maintenance, such as aircraft launching/recovering, fluid servicing, or refueling/defueling, provided by the Supplying Participant at the request of the Receiving Participant when there are no task-qualified maintainers present from the Receiving Participant. In this instance, the Supplying Participant is responsible for maintenance quality and documentation as previously agreed upon.

**(Add)** Lead Command—Designated major command, field command, Air Staff two-letter, field operating agency subordinate to the Air Staff, direct reporting unit, SAF/AA, or other organization leader providing input and advocacy for developing and maintaining assigned weapon systems, non-weapon systems, and activities during their life cycle.

**(Add)** Maintenance Interoperability—Maintenance performed by a Supplying Participant on a Receiving Participant's assets such as component removal/replacement, inspections, as well as all maintenance cross-servicing criteria.

**(Add)** Using Command—A command, agency or unit identified in relation to an assigned weapon system, non-weapon system, or activity.

**BY ORDER OF THE  
SECRETARY OF THE AIR FORCE**

**AIR FORCE INSTRUCTION 25-301**

**3 JUNE 2016**

**Logistics Staff**



**ACQUISITION AND CROSS-  
SERVICING AGREEMENTS**

**COMPLIANCE WITH THIS PUBLICATION IS MANDATORY**

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**RELEASABILITY:** There are no releasability restrictions on this publication.

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Certified by: AF/A4L  
(Brig Gen William R. Kountz)

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This publication implements AF Policy Directive (AFPD) 25-3, *Allied Logistics Support*. It provides guidance and procedures on Acquisition and Cross-Servicing Agreements (ACSAs) and establishes the mandatory requirement to use the ACSA Global Automated Tracking and Reporting System (AGATRS) for processing and recording all official AF ACSA transactions. This publication does not cover agreements with other United States (US) military services or other government agencies, US or foreign non-military organizations, or commercial contractors. This instruction applies to individuals at all levels who prepare ACSA Standard Operating Procedures (SOPs) and/or processes official AF ACSA transactions to include the Air National Guard (ANG) and Air Force Reserve Command (AFRC). Refer recommended changes and questions about this publication to the office of primary responsibility (OPR) using the AF Form 847, *Recommendation for Change of Publication*; route AF Form 847s from the field through the appropriate functional chain of command. The authority to waive wing or unit-level requirements in this publication is identified by a Tier (“T-0, T-1, T-2, and T-3”) number following the compliance statement. See AFI 33360, *Publications and Forms Management*, Table 1.1 for a description of the authorities associated with the Tier numbers. Submit requests for waivers through the chain of command to the appropriate Tier waiver approval authority, or alternately, to the Publication OPR for non-tiered compliance items. Ensure that all records created as a result of processes prescribed in this publication are maintained in accordance with (IAW) AF Manual (AFMAN) 33-363, *Management of Records*, and disposed of IAW Air Force Records Disposition Schedule (RDS) in the Air Force Records Information Management System (AFRIMS). The use of the name or mark of any specific manufacturer, commercial product, commodity, or service in this publication does not imply endorsement by the AF.

***SUMMARY OF CHANGES***

This rewrite of this AFI is in response to customer feedback, process improvements, Department of Defense (DoD) publication changes, and the SAF/AA compliance statement review effort. Changes include: (1) additional requirement to use AGATRS and upload all applicable documents for all ACSA transactions, (2) identified roles and responsibilities for Major Command/Financial Management (MAJCOM/FM) ACSA point of contacts (POCs) and ACSA managers, (3) revisions to ACSA financial policies and procedures, and (4) incorporation of approved recommendations from the Secretary of the Air Force/Administrative Assistant (SAF/AA) Compliance Statement Review action.



## Chapter 1

### GENERAL GUIDANCE AND LIMITATIONS

**1.1. Definition and Purpose.** An Acquisition and Cross-Servicing Agreement (ACSA) refers to a legal instrument entered into under the authority of Title 10, US Code (USC), Subtitle A, Part IV, **Chapter 138**, Subchapter I, *Acquisition and Cross-Servicing Agreements*, which authorizes the acquisition and reciprocal provision of logistics support, supplies, or services (LSSS). An ACSA is also sometimes referred to as a Logistics Support Agreement (LSA), Mutual Support Agreements (MSA), or Mutual Logistics Support Agreement (MLSA). ACSAs allow for the reimbursable exchange of LSSS between the Armed Forces and military forces of nations or international organizations with which the US has a concluded ACSA. They are used primarily during combined exercises, training, deployments, or unforeseen circumstances or exigencies, including wartime, contingency operations, humanitarian or foreign disaster relief, and peace operations conducted under Chapter VI or VII of the United Nations (UN) Charter, in which there is a need to acquire and/or transfer LSSS.

1.1.1. The Secretary of Defense (SecDef) implements ACSA authorities from 10 USC Section 2341 through DoD Directive 2010.9, *Acquisition and Cross-Servicing Agreements*. The Under SecDef for Acquisition, Technology, and Logistics (USD AT&L), IAW DoDD 2010.9, paragraphs 5.1.2 and 5.1.3; designates countries eligible for cross-servicing agreements, authorizes the Chairman of the Joint Chiefs of Staff (CJCS) to conclude ACSA agreements, and issues implementing ACSA policy and program management guidance to the military departments. Respective responsibilities of the secretaries of the military departments and the combatant commanders (CCDRs) are found in DoDD 2010.9. The AF implements DoDD 2010.9 with AFPD 25-3.

1.1.1.1. ACSA is primarily a Combatant Command (CCMD) program. AF MAJCOMs, CMAJCOMs and NGB, or lower level components, will execute ACSA programs IAW an assigned Geographic CCMD or Functional CCMD for AMC and AFSOC.

1.1.1.2. AF CCMD execution:

<b>MAJCOM/C-MAJCOM/or NAF/C-NAF</b>	<b>CCMD</b>
Air Combat Command (ACC) 1 AF/AFNORTH 9 AF/AFCENT 12 AF/AFSOUTH	US Northern Command (USNORTHCOM) US Central Command (USCENTCOM) US Southern Command (USSOUTHCOM)
Air Education & Training Command (AETC) 2 AF 19 AF	USNORTHCOM
AF Global Strike Command (AFGSC) 8 AF 20 AF	USNORTHCOM
AF Materiel Command (AFMC)	USNORTHCOM
	<b>CCMD</b>

<b>MAJCOM/C-MAJCOM/or NAF/C-NAF</b>	
AF Reserve Command (AFRC) 4 AF 10 AF 22 AF	USNORTHCOM
AF Space Command (AFSPC) 14 AF 21 AF 24 AF	USNORTHCOM
AF Special Operations Command (AFSOC)	US Special Operations Command (USSOCOM) and USNORTHCOM
Air Mobility Command (AMC) 18 AF/AFTRANS	US Transportation Command (USTRANSCOM) and USNORTHCOM
Air National Guard Bureau (ANGB)	USNORTHCOM
Pacific Air Forces (PACAF) 5 AF 7 AF 11 AF	US Pacific Command (USPACOM)
US Air Forces Europe-Air Forces Africa (USAFE-AFAFRICA) 3 AF	US European Command (USEUCOM), US Africa Command (USAFRICOM)

1.1.1.3. Units operating in an AOR as a chopped, transient, or deployed force should execute ACSA transactions IAW with the deployed installation's guidance first, and if a program management is not available locally, reach-back to their assigned NAF or MAJCOM for support. For example, an AF unit deployed to Al Udeid AB should execute ACSA transactions using the 379 Air Expeditionary Wing (AEW) ACSA program (AFCENT-USCENTCOM).

1.1.2. An ACSA is not the primary means for obtaining LSSS. It does not replace national responsibilities for planning and acquiring logistics requirements. The intent of an ACSA is to provide commanders with a flexible tool to obtain or provide LSSS when mission needs prevent self-support.

1.1.3. There are other statutory authorities, programs and international agreements that allow US Forces to provide support to foreign forces. Determining which statutory authority is

appropriate is scenario dependent. Supporting legal offices and AF Component ACSA managers can provide guidance on alternatives.

**1.2. ACSA Global Automated Tracking and Reporting System (AGATRS).** AGATRS is DoD's accountable property system of record (APSR) for the SecDef, Joint Staff (JS), CCMDs, and Service Components to manage and track all ACSA transactions. This system also serves as the world-wide library for concluded ACSAs and Implementing Arrangements (IA). AGATRS is an unclassified web-based system that can be accessed world-wide. See Chairman of the Joint Chief of Staff Instruction (CJCSI) 2120.01D, *Acquisition and Cross-Servicing Agreements*, Enclosure A, paragraph 5.k for additional information on AGATRS.

1.2.1. AGATRS will be used by all AF units, as directed by MAJCOM, Numbered Air Force (NAF), or CCMD Service Component; to create, record, track, report on, and otherwise manage ACSA transactions. **(T-0)**.

1.2.2. Documentation recorded in AGATRS will include transactional information that reflects the transfer, purchase and/or sale of material sufficient to provide a complete audit trail, fully compliant with Undersecretary of Defense (Comptroller) *Financial Improvement and Audit Readiness (FIAR) Guidance*, April 2015, and DoDI 5010.40, *Managers' Internal Control Program Procedures*, 30 May 2013. **(T-0)**. See DoD Financial Management Regulation (FMR) 7000.14-R, Volume 11A, *Reimbursable Operations Policy*, Chapter 8 and paragraphs 2.4 and 4.1 of this instruction for additional guidance on ACSA documentation.

**1.3. Eligible Foreign Nations.** Only foreign militaries and international organizations with which the US has concluded ACSAs are eligible for cross-servicing (acquisition and sale or transfer of LSSS) using ACSA authority. Eligible countries and international organizations from which the US may acquire LSSS under the acquisition-only authority are those that meet the criteria in paragraph 4.2 of DoDD 2010.9.

1.3.1. Negotiation and conclusion of ACSAs must be accomplished per AFPD 51-7, *International Law* and DoDD 5530.3, *International Agreements*.

1.3.2. A list of current ACSAs and IAs can be downloaded from the Joint Staff J-4 intellipedia site (<https://intellipedia.intelink.gov/wiki/ACSA>), as well as AGATRS database. Only trained and authorized personnel have access to AGATRS; contact your MAJCOM/A4 ACSA manager if you require access to AGATRS. Additionally, the Joint Staff J-4 intellipedia site provides all information necessary to educate personnel and execute ACSA transactions in accordance with JS policy. Contact your MAJCOM ACSA manager for specific procedures or guidance prior to conducting ACSA exchanges.

**1.4. Reimbursement Methods.** ACSAs and IAs allow for reimbursement in one of three ways:

1.4.1. Payment-in-Kind (PIK) including electronic funds transfer (EFT), cash or check.

1.4.2. Replacement-in-Kind (RIK).

1.4.3. Equal-Value-Exchange (EVE). Guidance for pricing reimbursable transactions for ACSAs is found in DoD FMR 7000.14-R, Volume 11A, Chapter 8.

1.4.4. All ACSA transactions will be processed using AGATRS.

1.4.5. PIK transactions are billed/paid in accordance with CJCSI 2120.01D, DoD FMR 7000.14R. MAJCOM/FM ACSA POCs will oversee and provide MAJCOM ACSA managers with ACSA PIK billing and payment policies and procedures.

**1.5. Categories of Support.** CJCSI 2120.01D, page GL-4, defines LSSS that may be exchanged using ACSA authority as: food, water, billeting, transportation (including airlift), petroleum, oils, lubricants, clothing, communications services, medical services, ammunition (with limitations), base operations support (and construction incident to base operations support), storage services, use of facilities, training services, spare parts and components, repair and maintenance services, calibration services, and air and sea-port services. The term also includes temporary use (lease or loan) of general purpose vehicles and other items of non-lethal military equipment not designated as significant military equipment on the United States Munitions List (USML) promulgated pursuant to Title 22, USC, Part 1, subchapter M, Part 121, *The United States Munitions List*.

1.5.1. As outlined in 10 USC § 2350, base operations support allowable under ACSA includes minor construction under 10 USC § 2854, 2805, and 2803 incident to base operations support. Further guidance on minor construction projects is found in AFI 32-1023, *Designing and Constructing Military Construction Projects*.

1.5.2. For guidance on control and transfer of USML and combat configured load assets, refer to AFI 23-101, *Air Force Materiel Management* and AFI 21-201, *Conventional Munitions Management*.

1.5.3. ACSAs may not be used to transfer items that are subject to the Atomic Energy Act of 1954 (42 USC § 2011 et seq). If it is unclear whether a contemplated category of LSSS is permissible, consult your higher headquarters ACSA manager and the servicing Staff Judge Advocate for specific guidance.

**1.6. Guidance for ACSA Use.** Before providing any LSSS, including repair services, maintenance services or spares support to a foreign military under an ACSA, the ACSA POC must ensure release of the requested LSSS is authorized. Release of classified or sensitive materiel must be carefully examined and specifically approved by the appropriate Foreign Disclosure release authority. Transfer of publications, regulations, technical orders and similar documents is not authorized under this program. An ACSA does not bind either party to providing support. Support must be denied if requested support is not authorized, negatively impacts US military appropriations or current operations, and/or requires an increase in US inventory levels for the sole purpose of supporting foreign LSSS requests.

1.6.1. The Defense Logistics Agency-Energy (DLA-E) oversees and executes the majority of Petroleum, Oils and Lubricants (POL) transfers using ACSA IAs, Fuel Exchange Agreements, Offset Billing Agreements, or Direct Billing Agreements in accordance with DoD 4140.25-M, Volume II, **Chapter 17**, *DoD Management of Bulk Petroleum Products, Natural Gas, and Coal*, and in accordance with AFI 23-201, *Fuels Management*. AF organizations requiring fuel support and related services from foreign governments shall forward their requirements to DLA-E via the respective CCMD Joint Petroleum Office.

1.6.2. In accordance with AFI 10-1801, *Foreign Government Aircraft Landings at USAF Installations*, “routine airport services” are provided on a non-reimbursable basis for military and state aircraft of foreign countries. AFI 10-1801 identifies standard non-reimbursable

support, such as use of runways, ground services, baggage on/off loading, and other routine airport services, that may be provided to all foreign militaries transiting US installations, whether or not they are NATO members. AFI 10-1801 is only applicable to transient forces and does not apply to locations having a permanent or semi-permanent foreign military mission/presence or planned operational missions, either transiting or operating from that location. AFI 10-1801 does not permit the provision of consumable items (i.e., petroleum, oil, lubricants, repair parts, etc.) on a non-reimbursable basis.

1.6.3. In accordance with paragraph 4.7 of DoDD 2010.9, US Transportation Command (USTRANSCOM) is the approval authority for ACSA requests for airlift operated by AMC. Applicable combatant command ACSA managers are the approval authorities for airlift requests using CCMD organic assets. Airlift ACSA requests are processed from the foreign military requestor through appropriate command levels to the appropriate CCMD ACSA manager. When requesting airlift from a foreign military, the MAJCOM ACSA manager will coordinate the request through the appropriate CCMD ACSA manager who may consult with USTRANSCOM as needed.

1.6.4. When properly approved, and consistent with the law and DoDD 2010.9, vehicles and equipment end items may be provided as a loan/lease under the provisions of ACSA. There are circumstances such as exercises, contingencies, and transient support to foreign forces where it is appropriate to loan/lease vehicles or equipment end items. AF Component ACSA managers should refer to CCMD directives, instructions, or guidance to ensure any loan/lease is in compliance with CCMD policy. Functional area managers must confer with Financial Management (FM) personnel to determine fair lease rates. Guidance for pricing for the use (lease) of equipment provided under an ACSA is found at paragraph 080601.B of Volume 11A, [Chapter 8](#), of DoD FMR 7000.14-R.

1.6.5. AF organizations may not negotiate the provision of support inherently controlled or owned by another AF organization, without the prior approval of that organization and/or appropriate headquarters elements.

1.6.6. LSSS acquired from the AF through an ACSA may not be transferred by the recipient country or organization to a third party without the permission of the US government. Requests for such transfers must be forwarded through the applicable CCMD to Office of the Secretary of Defense (OSD).

## Chapter 2

### ACQUISITION AND CROSS-SERVICING AGREEMENT (ACSA) AUTHORITIES AND RELATED DOCUMENTS

**2.1. Acquisition and Cross-Servicing Authorities.** ACSAs are authorized per Title 10 of the United States Code, **Chapter 138**, Subchapter I. This chapter of law provides for two distinct ACSA authorities: Acquisition-Only Authority and Cross-Servicing Authority.

2.1.1. Acquisition-Only Authority. In situations where no Cross-Servicing Agreement exists, acquisition-only authority may be implemented either through contract using the authority of Federal Acquisition Regulation (FAR), or through international agreements (acquisition-only agreements) that rely on the authority of 10 USC § 2341.

2.1.2. Cross-Servicing Authority. 10 USC Section 2342 authorizes the establishment of Cross-Servicing Agreements under which the US may transfer LSSS to the military services of a foreign country on a reciprocal/reimbursable basis.

**2.2. Acquisition and Cross-Servicing Agreements (ACSA).** The SecDef implements ACSA authority in DoDD 2010.9. ACSAs are normally negotiated by the applicable geographic CCMD with OSD approval. IAW AFD 25-3, authority to negotiate and conclude cross-servicing agreements must be requested from the Secretary of the AF on a case by case basis. Procedures used for negotiating and concluding implementing arrangements must be IAW AFD 51-7 and AFI 51-701, *Negotiating, Concluding, Reporting and Maintaining International Agreements*. ACSAs form the foundation for follow-on Implementing Arrangements (IA), if such arrangements are required.

**2.3. Implementing Arrangements (IA).** IAs define specific roles and responsibilities for executing LSSS transfers, specify additional terms and conditions, identify types of support and payment methods, and provide key points of contact for logistical and financial concerns.

2.3.1. An IA is often negotiated at the same time as the ACSA and is normally incorporated into the ACSA. It may also be a separate document, usually annexed and subordinate to the ACSA. The IA is normally generic in scope and multi-service applicable. POCs for each signatory are listed, allowing direct contact between POCs in initiating and conducting transactions. Development, negotiation and conclusion of any IA require delegated authority and must be coordinated through the appropriate CCMD ACSA manager.

**2.4. Requests for Support.** Requests for support processed under the authority of an ACSA or an ACSA IA are treated as “orders” however, providing support is not mandatory and each request must be evaluated for legal sufficiency and operational impacts. All approved ACSA orders will be loaded into AGATRS, with proof of reimbursement support, to ensure AF has full auditability from the placement of an approved order to the payment for that order.

2.4.1. IAW AFD 25-3 approved transactions (orders accepted and filled) will be documented.

2.4.1.1. Agreed upon forms of documentation are normally identified within the applicable ACSA and/or IA. The Form 1-3a, *Acquisition and Cross-Servicing Agreement (ACSA)/Mutual Logistics Support (MLS) Order Form*, produced in AGATRS is the DoD standard ACSA order/receipt/invoice form and will be used by AF forces whenever

possible. Attach any applicable forms or Implementing Instructions (II) as necessary to the primary transaction form.

2.4.1.2. If AGATRS is unavailable, or if use of the Form 1-3a is otherwise precluded, an alternate form of documentation is acceptable as long as it contains all minimum essential data elements and proper/authorized signatures from both parties to the transaction.

2.4.1.3. Required data elements are listed in every ACSA/IA. See CJCSI 2120.01D, *Acquisition and Cross-Servicing Agreements*, Enclosure D, Appendix A for additional information regarding minimum essential data elements and a sample Form 1-3a.

2.4.2. ACSA managers will use AGATRS to maintain a record of all completed ACSA transactions. **(T-0)**. AGATRS is the official DoD system of record and all ACSA transactions must be inputted, along with electronic copies of forms and supporting documents applicable to the transaction (i.e., ledgers, spreadsheets, forms, formulas, e-mails or other correspondence used to justify the transaction, establish pricing, verify quantity/quality of support, or provide evidence of receipt or consumption). Supporting documentation may include, but will not be limited to:

2.4.2.1. Signed ACSA forms

2.4.2.2. Records of meals consumed

2.4.2.3. Personnel status report or billeting headcounts

2.4.2.4. Fuels dispensation or receipt records

2.4.2.5. Standard supply system issue/receipt/turn-in documents

2.4.2.6. Civil engineer work orders

2.4.2.7. Records of utilities provision or consumption

2.4.2.8. Record of medical visit; provision of medical support; consumption of medical materiel

2.4.2.9. Contracts or record of contracting action

2.4.2.10. Shipping documents; bills of lading

2.4.2.11. Invoice and payment documentation (bills, receipts, cash collection vouchers)

2.4.2.12. Records of coordination or negotiation

**2.5. Implementing Instructions (II).** IIs are used, as necessary, to define the details of a complicated transaction or to identify administrative procedures. IIs may be written as an attachment to an ACSA order form or as a stand-alone enduring document that can be routinely applied at a forward operating location or combined exercise. Contact AF Component ACSA managers for examples and templates.

2.5.1. Stand-alone IIs are developed and published by AF personnel, units or agencies and are not signed by foreign force representatives. Such IIs are not considered international agreements and therefore the requirements and restrictions of AFI 51-701 do not apply. Care must be taken, however, to ensure the IIs are fully consistent with, and do not exceed, the scope of the ACSA or IA. To that end, a review of stand-alone IIs by the local Staff Judge Advocate (SJA) office is recommended.

2.5.2. The authority to write IIs rests with the appropriate ordering authorities listed in the ACSA or IA, or their designated POCs. This authority may be further delegated to levels appropriate to ensure transaction visibility and accountability.

2.5.3. Foreign ACSA managers or POCs may have different procedures for establishing the terms of exchange when they are the transaction supplying agent. The use of IIs should be promoted as the preferred method of detailing ACSA exchanges involving AF units.



## Chapter 3

### FUNCTIONAL AREA RESPONSIBILITIES AND AUTHORITIES

**3.1. Combatant Commands (CCMDs).** CCMDs generally serve as the DoD executive agent for ACSAs concluded with countries or organizations within their geographic area of responsibility (AOR). In this capacity they are responsible for establishing policies and procedures governing the use of those ACSAs for which they are executive agent, and managing the overall ACSA program within the AOR.

3.1.1. CCMD ACSA responsibilities are delineated in DoDD 2010.9 and CJCSI 2120.01D.

**3.2. AF ACSA Manager.** AF/A4L is the OPR for AF ACSA matters and will appoint an AF ACSA manager.

3.2.1. The AF ACSA manager is delegated authority by AF/A4L to:

3.2.1.1. Act as the single focal point for this AFI and resolve disputes regarding its implementation.

3.2.1.2. Represent AF at the CJCS/J4 annual ACSA worldwide workshop.

3.2.1.3. Chair an AF ACSA working group, held in conjunction with the CJCS/J4 annual ACSA worldwide workshop.

3.2.1.4. Convene and chair Headquarters Air Force (HAF) level ACSA working groups to resolve cross-functional issues (supply, maintenance, financial, legal, etc.) as required.

**3.3. MAJCOM, C-MAJCOM, or NGB ACSA Manager.** The MAJCOM/A4 Directors are delegated ACSA authorities and will appoint an ACSA manager from the logistics plans functional area IAW CJCSI 2120.01D, Enclosure A, paragraph 9. MAJCOM ACSA managers must be cognizant of their CCMD ACSA policies and procedures and should establish a working relationship with the CCMD ACSA manager, typically located in the logistics directorate (J4).

3.3.1. The MAJCOM ACSA manager is delegated authority by their MAJCOM/A4 to:

3.3.1.1. Execute transactions on behalf of the AF in accordance with DoD and CCMD guidance.

3.3.1.2. Ensure compliance with applicable directives and instructions.

3.3.1.3. Maintain ACSA transaction records in AGATRS.

3.3.1.4. Delegate ACSA transaction authority, within the parameters of pertinent IAs, to subordinate units when appropriate.

3.3.1.5. Provide MAJCOM guidance to the field.

3.3.1.6. Provide ACSA awareness training to MAJCOM/NAF staff and functional area managers, as required.

3.3.1.6.1. Use Joint Knowledge Online (JKO) courses P-US1293, *Acquisition and Cross-Servicing Agreements (ACSA) Overview* and P-US1295, *AGATRS Essentials* for staff officers supporting the ACSA program.

3.3.1.6.2. Use JKO course P-US1294, *Acquisition and Cross Servicing Agreements (ACSA) FOGO Essentials Course*, for senior leaders with an ACSA program under their Command.

3.3.1.7. Provide ACSA training and related materials to MAJCOM, NAF or wing-level ACSA Managers, as required.

3.3.1.8. Represent their MAJCOM's interests at the CJCS/J4 annual worldwide ACSA workshop and HAF ACSA working groups.

**3.4. NAF ACSA Manager.** The NAF/A4 will serve as the ACSA authority within the NAF and should appoint an ACSA manager from the logistics plans functional area IAW CJCSI 2120.01D, Enclosure A, paragraph 9.

3.4.1. NAF/A4 may delegate the appointed ACSA manager the authority to:

3.4.1.1. Execute transactions on behalf of the AF IAW DoD, CCMD, and MAJCOM guidance.

3.4.1.2. Ensure compliance with applicable directives and instructions.

3.4.1.3. Maintain ACSA transaction records in AGATRS.

3.4.1.4. Delegate ACSA transaction authority, within the parameters of pertinent IAs, to subordinate units as appropriate.

3.4.1.5. Provide NAF guidance to the field.

3.4.1.6. Provide ACSA awareness training using the applicable JKO courses (i.e., P-US1294) to NAF staff and functional area managers as required.

3.4.1.7. Provide ACSA training using the applicable JKO courses (i.e., P-US1293 and PUS1295) and related materials to wing-level ACSA managers as required.

**3.5. Wing/Installation Level ACSA Manager.** When ACSA authority is delegated to an installation where the USAF is the host, the host Wing will appoint an Installation ACSA Manager to execute the program on behalf of all USAF host and tenant organizations. **(T-1)**. At Joint Bases where the USAF is not the host (e.g., Joint Base Lewis-McChord) the USAF Wing will appoint a Wing ACSA Manager to execute the ACSA program. **(T-1)**. The Wing/Installation Level ACSA Manager will:

3.5.1. Execute the ACSA program as directed and delegated by MAJCOM and/or NAF. **(T-1)**.

3.5.2. Provide ACSA awareness training using the applicable JKO courses (i.e., P-US1293, P-US1294, and P-US1295) to the wing/installation commander, command staff, and squadron-level personnel, as required. **(T-1)**.

**3.6. Staff Judge Advocate (JA).** The MAJCOM/JA and/or AF component JA of the applicable CCMD equivalent provides a valuable source of knowledge and experience in dealing with international issues. All proposed ACSAs, IAs, IIs, or contentious issues will be coordinated with the servicing staff judge advocate to ensure all legal concerns are addressed.

3.6.1. Unresolved MAJCOM/JA ACSA legal issues should be forwarded from MAJCOM/JA to either the CCMD legal office or SAF/GCI for resolution, with copy to AF/JAO.

3.6.2. The MAJCOM/JA will provide a legal memorandum for all specific IAs negotiated at the MAJCOM level per the requirements of AFI 51-701.

**3.7. MAJCOM, NAF or Wing/Installation Financial Manager (FM).** The FM community provides valuable information when dealing with international financial issues. For PIK ACSA transactions, the ACSA manager will coordinate with the appropriate FM office or the designated FM POC to ensure all financial concerns are addressed.

3.7.1. Each appropriate level FM will appoint a single POC to coordinate with the commensurate-level ACSA manager on pricing and reimbursement activities. Financial POCs coordinate with appropriate Defense Accounting and Finance Service office concerning ACSA-related reimbursements.

3.7.2. The FM POC will coordinate, as needed, on ACSA orders prior to final signature to validate cost estimates and reimbursement procedures.

3.7.3. In accordance with MAJCOM policy, the FM POC will provide documents reflecting payment or collection data for upload into AGATRS.

3.7.4. The FM POC will ensure compliance with DoD FMR, Volume 11A, Chapter 8 guidance on payment and pricing of ACSA transactions.

**3.8. Functional Area Managers.** Functional area managers and subject matter experts will coordinate directly with ACSA managers to procure support under ACSA. In addition, the ACSA managers will coordinate foreign support orders with the appropriate functional managers prior to approving the provision of LSSS.

3.8.1. Appropriate functional managers must review relevant ACSA transactions. This review is required to ensure funding is available when receiving support, and to ensure there is no operational impact when providing support. Until funds have been identified, AF units cannot request support, and if there are negative operational impacts, support should not be provided to foreign militaries.

3.8.2. Functional area experts at the staff and installation level will assist ACSA Managers in the development of IIs that establish costs and procedures and will help resolve other issues as needed.

## Chapter 4

### DOCUMENTATION AND REPORTING REQUIREMENTS

**4.1. Agreement Files.** The ACSA manager will maintain local files and original documents on all ACSA transactions.

4.1.1. ACSA managers may use electronic or on-line forms, spreadsheets or programs for transactional filing, accounting and tracking; however, AGATRS is the DoD accountable property system of record (APS) and all transactions will be recorded within this system. See paragraphs 1.2.2 and 2.4.2 of this instruction for additional information regarding required documentation and AGATRS use.

4.1.2. AGATRS will also be used to satisfy the requirement for a quarterly summary report of ACSA transactions and relevant program information found in DoDD 2010.9. See the DoD FMR 7000.14-R, Volume 11A, [Chapter 8](#), for additional guidance on reporting and documentation.

4.1.3. ACSA managers and IA POCs will keep current signed copies of all pertinent ACSAs and IAs. Concluded ACSAs and IAs can be found in AGATRS or obtained from the JS, Multinational Logistics Division.

JOHN B. COOPER  
Lieutenant General, USAF  
DCS/Logistics, Engineering & Force Protection

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

- AFI 10-1801, *Foreign Governmental Aircraft Landings at USAF Installations*, 27 January 2009
- AFI 21-201, *Conventional Munitions Management*, 3 June 2015
- AFI 23-101, *Air Force Materiel Management*, 29 January 2016
- AFI 32-1023, *Designing and Constructing Military Construction Projects*, 19 November 2015
- AFI 33-360, *Publications and Forms Management*, 1 December 2015
- AFI 51-701, *Negotiating, Concluding, Reporting and Maintaining International Agreements*, 5 February 2009
- AFMAN 33-363, *Management of Records*, 1 March 2008
- AFPD 25-3, *NATO and Allied Logistics Support*, 26 June 2012
- AFPD 51-7, *International Law*, 27 March 2012
- CJCSI 2120.01D, *Acquisition and Cross-Servicing Agreements*, 21 May 2015
- DoDD 2010.9, *Acquisition and Cross-Servicing Agreements*, 28 April 2003
- DoDD 5530.3, *International Agreements*, 21 November 2003
- DoD FMR 7000.14-R, Volume 11A, *Reimbursable Operations Policy*, November 2014
- DoDI 4140.25-M, Volume II, **Chapter 17**, *DoD Management of Bulk Petroleum Products, Natural Gas, and Coal*, 25 June 2015
- DoDI 5010.40, *Managers' Internal Control Program Procedures*, 30 May 2013
- Title 10, United States Code, Subtitle A, Part IV, **Chapter 138**, Subchapter I, *Acquisition and Cross-Servicing Agreements*, 2 Jan 2013
- Title 22, United States Code, Part 1, **Chapter 1**, Subchapter M, Part 121, *The United States Munitions List*, 1 Apr 2002
- Joint Publication (JP) 4-08, *Logistics in Support of Multinational Operations*, 21 February 2013
- Financial Improvement and Audit Readiness (FIAR) Guidance, April 2015

***Prescribed Forms***

None

***Adopted Forms***

- AF Form 847, *Recommendation for Change of Publication*
- Form 1-3a, *Acquisition and Cross-Servicing Agreement (ACSA)/Mutual Logistics Support (MLS) Order Form*, (generated by AGATRS)

*Abbreviations and Acronyms*

**ACC**—Air Combat Command  
**ACSA**—Acquisition and Cross-Servicing Agreement  
**AETC**—Air Education & Training Command  
**AEW**—Air Expeditionary Wing  
**AFAFRICA**—Air Forces Africa  
**AFCENT**—Air Forces Central Command  
**AFGSC**—Air Force Global Strike Command  
**AFI**—Air Force Instruction  
**AFPD**—Air Force Policy Directive  
**AFMAN**—Air Force Manual  
**AFRIMS**—Air Force Records Information Management System  
**AFMC**—Air Force Materiel Command  
**AFNORTH**—Air Forces Northern  
**AFSPC**—Air Force Space Command  
**AFSOC**—Air Force Special Operations Command  
**AFSOUTH**—Air Forces Southern  
**AGATRS**—ACSA Global Automated Tracking and Reporting System  
**AMC**—Air Mobility Command  
**NGB**—National Guard Bureau  
**AOR**—Area of Responsibility  
**AMC**—Air Mobility Command  
**C-NAF**—Component Numbered Air Force  
**CCDR**—Combatant Commander  
**CCMD**—Combatant Command  
**CJCSI**—Chairman of the Joint Chiefs of Staff Instruction  
**DoD**—Department of Defense  
**DoDD**—Department of Defense Directive  
**DoDI**—Department of Defense Instruction  
**DoDM**—Department of Defense Manual  
**EFT**—Electronic Funds Transfer  
**EVE**—Equal-Value-Exchange

**FAQ**—Frequently Asked Questions  
**FAR**—Federal Acquisition Regulation  
**FIAR**—Financial Improvement and Audit Readiness  
**FM**—Financial Management  
**FMR**—Financial Management Regulation  
**FOGO**—Flag Officer/General Officer  
**HAF**—Headquarters Air Force  
**IA**—Implementing Arrangement  
**IAW**—In Accordance With  
**II**—Implementing Instruction  
**JA**—Judge Advocate  
**JKO**—Joint Knowledge Online  
**JS**—Joint Staff  
**LSSS**—Logistics Support, Supplies, or Services  
**LSA**—Logistics Support Agreement  
**MAJCOM**—Major Command  
**MLSA**—Mutual Logistics Support Agreement  
**NAF**—Numbered Air Force  
**NATO**—North Atlantic Treaty Organization  
**OPR**—Office of Primary Responsibility  
**OSD**—Office of the Secretary of Defense  
**PACAF**—Pacific Air Forces  
**PIK**—Payment-In-Kind  
**POC**—Point of Contact  
**POL**—Petroleum, Oils and Lubricants  
**RDS**—Records Disposition Schedule  
**RIK**—Replacement In Kind  
**SecDef**—Secretary of Defense  
**SOP**—Standard Operating Procedures  
**UN**—United Nations  
**US**—United States  
**USAFE**—United States Air Forces in Europe

**USC**—United States Code

**USAFRICOM**—US Africa Command

**USCENTCOM**—US Central Command

**USML**—United States Munitions List

**USNORTHCOM**—US Northern Command

**USPACOM**—United States Pacific Command

**USSOCOM**—United States Special Operations Command

**USSOUTHCOM**—US Southern Command

**USTRANSCOM**—United States Transportation Command

### *Terms*

**Acquisition-Only Agreement**—A legal instrument entered into under the authority of 10 USC § 2341 to acquire logistic support, supplies, or services. An acquisition agreement is an international agreement.

**Cross-Servicing Agreement**—A legal instrument entered into under the authority of 10 USC § 2342 that authorizes the reciprocal provision of logistic support, supplies, or services. A Cross-Servicing Agreement is an international agreement.

**Implementing Arrangements (IA)**—A supplementary arrangement that prescribes details, terms, and conditions to implement an ACSA in more defined levels of activity than ACSAs themselves. They must be completely consistent with associated ACSAs and DoDD 2010.9. Implementing arrangements that do not involve the obligation of funds may extend for an indefinite period of time. An implementing arrangement is an international agreement.

**Implementing Instructions (II)**—IIs address the type of support exchanged, units involved, the duration required, any limitations involved, costs incurred, fund cite(s) to which payment will be transferred, billing cycles, and so on. IIs are distributed to all organizations identified in the II, to include applicable foreign POCs. Since IIs primarily address in-house administrative procedures and responsibilities for handling transactions, they are not international agreements and are not signed by both national forces.