



DEFENSE SECURITY COOPERATION AGENCY

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MEMORANDUM FOR DEPUTY UNDER SECRETARY OF THE AIR FORCE FOR
INTERNATIONAL AFFAIRS
DEPUTY ASSISTANT SECRETARY OF THE ARMY FOR
DEFENSE EXPORTS AND COOPERATION
DEPUTY ASSISTANT SECRETARY OF THE NAVY FOR
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SERVICE, INDIANAPOLIS OPERATIONS
DIRECTOR OF CYBERSECURITY DIRECTORATE AND DEPUTY
NATIONAL MANAGER FOR NATIONAL SECURITY
SYSTEMS, NATIONAL SECURITY AGENCY

SUBJECT: Defense Security Cooperation Agency Policy Memorandum 26-75, Foreign Military
Sales Metrics Security Assistance Management Manual Update [SAMM E-Change
845]

- References:
- (a) [Executive Order #14268](#) "Reforming Foreign Defense Sales to Improve Speed and Accountability," April 9, 2025
 - (b) Defense Security Cooperation Agency (DSCA) Plan to Improve the Transparency of U.S. Defense Sales to Foreign Partners by Developing Metrics for Accountability, July 15, 2025
 - (c) Defense Security Cooperation Agency [Policy Memorandum 25-104](#), Performance Standards for Letter of Request Actionable, October 22, 2025 (CAC-SAMM, DoW CAC Holders Only)
 - (d) Defense Security Cooperation Agency [Policy Memorandum 25-103](#), Performance Standards for Case Development from Letter of Request Actionable to Letter of Offer and Acceptance Offer, January 16, 2026 (CAC-SAMM, DoW CAC Holders Only)
 - (e) Defense Security Cooperation Agency [Policy Memorandum 25-110](#), Metrics for the Case Implementation Phase, March 16, 2026 (CAC-SAMM, DoW CAC Holders Only)

- (f) Defense Security Cooperation Agency [Policy Memorandum 26-01](#), Performance Standards for Foreign Military Sales Case Closure, March 30, 2026 (CAC-SAMM, DoW CAC Holders Only)
- (g) Defense Technology Security Administration Memorandum, Establishing Time Standard Preferences for Technology Release and Foreign Disclosure Metrics, April 1, 2026
- (h) Office of the Assistant Secretary of War for Acquisition Memorandum, Performance Standards and Metrics for Foreign Military Sales Acquisitions, April 30, 2026
- (i) Defense Security Cooperation Agency [Policy Memorandum 26-07](#), Foreign Military Sales Metrics for Constructive and Physical Delivery, May 27, 2026 (CAC-SAMM, DoW CAC Holders Only)

This memorandum updates SAMM Chapters 3, 5, 6, 7, and 16 with substantive changes and guidance pertaining to Foreign Military Sales (FMS) metrics, in accordance with the references. It also introduces [Appendix 11](#), which summarizes authoritative FMS metrics in a single location in furtherance of the requirement to achieve greater speed, transparency, and accountability in FMS.

If you have questions on this memorandum, please contact DSCA (Office of Administration, Performance, Improvement, and Effectiveness Directorate (ADM/PIE)) at dsca.ncr.pie.list.rads-civ-mil@mail.mil. Please reference DSCA policy number 26-75 and memorandum subject. For general questions about the SAMM, please contact DSCA (Office of Strategy, Plans, and Policy, Execution Policy and Analysis Directorate (SPP/EPA)) at dsca.ncr.spp.mbx.epa@mail.mil.



Mary Beth Morgan
Acting Director

Attachment: SAMM E-Change 845 - Defense Security Cooperation Agency Policy Memorandum 26-75, Foreign Military Sales Metrics Security Assistance Management Manual Update

Security Assistance Management Manual E-Change 845

Defense Security Cooperation Agency Policy Memorandum 26-75, Foreign Military Sales Metrics Security Assistance Management Manual Update

1. Add SAMM Section C3.1.3. "Technology Release and Foreign Disclosure Metrics" as follows:

C3.1.3. Technology Release and Foreign Disclosure Metrics. Per section 918(c)(1)(B) of the National Defense Authorization Act for FY24 (Public Law 118-31), the Defense Technology Security Administration (DTSA) oversees Technology Release and Foreign Disclosure (TR/FD) reform. While technology security is the comprehensive framework of policies, practices, and procedures designed to protect U.S. military and dual-use technologies from unauthorized access, transfer, or exploitation by adversaries, technology release refers to the formal U.S. Government decision processes that seek approval to transfer specific defense items, technical data, or defense services to a foreign partner pursuant to Foreign Military Sales, Direct Commercial Sales, or Cooperative Agreements. To monitor these release processes, MILDEPs and TR/FD process owners are required to provide monthly metrics on specific TR/FD processes to DTSA on a quarterly basis. DTSA consolidates this information and provides TR/FD metrics data to DSCA on a quarterly basis for the purposes of centralized tracking, reporting, and the promotion of greater speed, transparency, and accountability within FMS.

2. Update SAMM Section C5.2.5. as follows:

From:

C5.2.5.1. Letter of Request Receipt and Acknowledgement. After receiving the LOR, the IA enters the LOR data in the DSAMS as a Customer Request and acknowledges receipt of the LOR to the FMS purchaser. Both the "LOR Date" (the date included on the actual request from the purchaser) and the "LOR Receipt" date (the date the IA received the LOR, independent of any validation or assessment of whether it is actionable) must be entered into DSAMS. A Customer Request will be created in DSAMS for each LOR received. This includes creating separate Customer Requests for multiple LOA documents that are developed based upon one LOR. Creating a separate Customer Request for each LOA document will enable DSAMS to accurately measure the LOA development processing time of each document. IAs will forward LORs to other applicable IAs when the recipient IA is not authorized to offer some or all items on the LOR. Example: Air Force receives an LOR which contains a request for some communications security (COMSEC) products which must be offered on a National Security Agency (NSA) LOA, such as "S" type devices. In this instance, the Air Force will forward the LOR to NSA requesting case development for specific LOR item(s).

NSA will provide their case identifier to the Air Force who will notify the FMS purchaser of both case identifiers and LOR details split between the IAs.

C5.2.5.2. Letter of Request Assessment. Upon receipt of an LOR, the IA will assess the LOR to determine if the request/requirement submitted by the purchaser meets the actionable criteria as defined in Table C5.T4A. The "LOR Date" and the "LOR Receipt" dates must be entered in the DSAMS customer request window prior to assessment of the LOR. A milestone entry for "LOR Assessment" date, including multiple iterations, is planned for a future DSAMS release. When this "LOR Assessment" milestone is available in DSAMS, the SAMM will be updated to reflect its availability and any requirements for mandatory use of the milestone in DSAMS. In the interim, the IAs are encouraged to track the LOR Assessment period to capture and analyze the time it takes for this activity. The "LOR Assessment" date is defined as the date the LOR Assessment period begins. While it is expected that this date will be close to the "LOR Receipt" date, there may be legitimate reasons (e.g., holidays and weekends) why the dates do not match exactly. The LOR Assessment period ends at either "LOR Insufficient" or "LOR Actionable," whichever occurs first. Category C cases will be required to use the "LOR Assessment" milestone in DSAMS, and therefore, will always have an LOR assessment period that ends with either "LOR Actionable" or "LOR insufficient." The use of the "LOR Assessment" milestone in DSAMS will be optional for all other case categories (A, B, or D cases).

C5.2.5.2.1. Letter of Request Insufficient. If an LOR does not meet the mandatory requirements found on Table C5.T4A., it is considered insufficient, and case development activities (to include case initialization) cannot be started until more information is obtained or clarified with the purchaser. The "LOR Insufficient" date is defined as the date that the LOR Assessment process has determined that the LOR does not meet the mandatory actionable criteria as defined in Table C5.T4A. Requests for Information will be sent to the purchaser to address information needed prior to the start of case development. A milestone entry for "LOR Insufficient" date, including capability for multiple iterations, is planned for a future DSAMS release. In the interim, the IAs are encouraged to track this date to capture and analyze the time it takes for an LOR to reach actionable status. When the new milestone is available in DSAMS, the SAMM will be updated to reflect its availability and any requirements for mandatory use.

C5.2.5.2.2. Letter of Request Actionable. Once an LOR, to include any additional information provided by the purchaser, meets the mandatory requirements found on Table C5.T4A., it is considered actionable and the IA may proceed with case development actions. An "LOR Actionable" milestone must be entered into DSAMS before case development activities may begin for Category C documents. The "LOR Actionable" milestone is defined as the date that the LOR Assessment process has determined that the LOR meets, at a minimum, the mandatory actionable criteria as defined in Table C5.T4A. To enter the "LOR Actionable" milestone in the Case Milestone Window, the case must first be initialized. The "LOR Actionable" milestone should then be entered upon case initialization. This milestone is mandatory for Category C documents (since it is the starting point for the case development clock) and optional for all other categories. The time period between "LOR Receipt" and "LOR Actionable"

should be minimized to the extent possible. While no performance standard is set for this time period, IAs are encouraged to conduct additional research or follow-up with purchasers if an LOR does not reach actionable status within 30 days of receipt. Even though the LOR is considered actionable, further information may be needed to complete LOA document processing. "LOR Complete" criteria can be found in Table C5.T4B. and these criteria must be fully met, in addition to the criteria located in Table C5.T4A., for an LOR to be considered complete. Requests for Information will be sent to the purchaser to address remaining issues prior to entry of the "LOR Complete" date in DSAMS. The "LOR Actionable" milestone may be entered more than once on a case document if there is a significant change to previously provided requirements, in accordance with Section C5.2.5.3.

To:

C5.2.5.1. Letter of Request Receipt and Acknowledgement. Upon receiving the LOR, the IA promptly enters the LOR data in the DSAMS as a Customer Request and immediately acknowledges receipt of the LOR to the FMS purchaser. Both the "LOR Date" (the date included on the actual request from the purchaser) and the "LOR Receipt" date (the date the IA received the LOR, independent of any validation or assessment of whether it is actionable) must be promptly entered into DSAMS upon receipt of an LOR. A Customer Request will be created in DSAMS for each LOR received. This includes creating separate Customer Requests for multiple LOA documents that are developed based upon one LOR. Creating a separate Customer Request for each LOA document will enable DSAMS to accurately measure the LOA development processing time of each document. IAs will forward LORs to other applicable IAs when the recipient IA is not authorized to offer some or all items on the LOR. Example: Air Force receives an LOR which contains a request for some communications security (COMSEC) products which must be offered on a National Security Agency (NSA) LOA, such as "S" type devices. In this instance, the Air Force will forward the LOR to NSA requesting case development for specific LOR item(s). NSA will provide their case identifier to the Air Force who will notify the FMS purchaser of both case identifiers and LOR details split between the IAs.

C5.2.5.2. Letter of Request Assessment. The LOR Assessment is the period of time during which the IA determines an LOR's actionability, as defined in Table C5.T4A. Upon receipt of an LOR, the IA will assess the LOR to determine if the request/requirement submitted by the purchaser meets the actionable criteria as defined in Table C5.T4A. ~~The "LOR Date" and the "LOR Receipt" dates must be entered in the DSAMS customer request window prior to assessment of the LOR. A milestone entry for "LOR Assessment" date, including multiple iterations, is planned for a future DSAMS release. When this "LOR Assessment" milestone is available in DSAMS, the SAMM will be updated to reflect its availability and any requirements for mandatory use of the milestone in DSAMS. In the interim, the IAs are encouraged to track the LOR Assessment period to capture and analyze the time it takes for this activity. The "LOR Assessment" date is defined as the date the LOR Assessment period begins. While it is expected that this date will be close to the "LOR Receipt" date, there may be legitimate~~

~~reasons (e.g., holidays and weekends) why the dates do not match exactly. The LOR Assessment period begins immediately upon receipt of the LOR (at "LOR Receipt"). The LOR Assessment period ends at either "LOR Insufficient" or "LOR Actionable," whichever occurs first, for Categories A, B, and C. Category C cases will be required to use the "LOR Assessment" milestone in DSAMS, and therefore, will always have an LOR assessment period that ends with either "LOR Actionable" or "LOR insufficient." The use of the "LOR Assessment" milestone in DSAMS will be optional for all other case categories (A, B, or D cases).~~ IAs may work with partners to gather information during the LOR assessment period, as necessary. Performance standards for the LOR Assessment, i.e., the determination by the IA whether the LOR is actionable or insufficient, are as follows:

- Category A – 10 days
- Category B – 10 days
- Category C – 45 days

C5.2.5.2.1. The performance standards apply only to the initial LOR Assessment, i.e., the first determination that an LOR is either actionable or insufficient. While the performance standards only apply to the first LOR Assessment, all LOR actionable and insufficient dates must be captured and reviewable in DSAMS. The IA notifies the partner of the outcome of the LOR Assessment in a timely manner and records the partner notification date in DSAMS. The country notification date is the date that the partner was notified. This date should often match, or be as close as possible to, the LOR Actionable milestone date or LOR Insufficient date, as applicable. Performance standards for the LOR Assessment are authoritative metrics within the FMS case lifecycle. For the full list of authoritative FMS metrics, please see [Appendix 11](#).

C5.2.5.2.12. Letter of Request Insufficient. If an LOR does not meet the mandatory requirements found on [Table C5.T4A.](#), it is considered insufficient, and case development activities ~~(to include case initialization)~~ cannot be started until more information is obtained or clarified with the purchaser. The "LOR Insufficient" date is defined as the date that the LOR Assessment process has determined that the LOR does not meet the mandatory actionable criteria as defined in [Table C5.T4A.](#) The IA notifies the partner of insufficient determination in a timely manner and records the partner notification date in DSAMS. Additionally, the IA logs the reason for LOR insufficient in DSAMS using reason codes based on the criteria contained in [Table C5.T4A.](#) Requests for Information will be sent to the purchaser to address information needed prior to the start of case development. ~~A milestone entry for "LOR Insufficient" date, including capability for multiple iterations, is planned for a future DSAMS release. In the interim, the IAs are encouraged to track this date to capture and analyze the time it takes for an LOR to reach actionable status. When the new milestone is available in DSAMS, the SAMM will be updated to reflect its availability and any requirements for mandatory use.~~

C5.2.5.2.23. Letter of Request Actionable. Once an LOR, to include any additional information provided by the purchaser, meets the mandatory requirements found on [Table C5.T4A.](#), it is considered actionable and the IA may proceed with case

development actions. An "LOR Actionable" milestone must be entered into DSAMS before case development activities may begin for Category A, B, and C documents. The "LOR Actionable" milestone is defined as the date that the LOR Assessment process has determined that the LOR meets, at a minimum, the mandatory actionable criteria as defined in [Table C5.T4A](#). ~~The IA notifies the partner of the LOR actionable determination in a timely manner and records the partner notification date in DSAMS.~~ To enter the "LOR Actionable" milestone in the Case Milestone Window, the case must first be initialized. The "LOR Actionable" milestone ~~should then be entered upon case initialization. This milestone~~ is mandatory for Category A, B, and C documents (since it is the starting point for the case development clock) ~~and optional for all other categories. The time period between "LOR Receipt" and "LOR Actionable" should be minimized to the extent possible. While no performance standard is set for this time period, IAs are encouraged to conduct additional research or follow up with purchasers if an LOR does not reach actionable status within 30 days of receipt.~~ Even though the LOR is considered actionable, further information may be needed to complete LOA document processing. "LOR Complete" criteria can be found in [Table C5.T4B](#), and these criteria must be fully met, in addition to the criteria located in [Table C5.T4A](#), for an LOR to be considered complete. Requests for Information will be sent to the purchaser to address remaining issues prior to entry of the "LOR Complete" date in DSAMS. The "LOR Actionable" milestone may be entered more than once on a case document if there is a significant change to previously provided requirements, in accordance with [Section C5.2.5.3](#).

C5.2.5.2.34. Letter of Request Complete. Once an LOR, to include

3. Update SAMM Section C5.6.2. as follows:

From:

C5.6.2. Letter of Offer and Acceptance Document Preparation Timeframe. The time required to prepare LOA documents (LOAs, Amendments, and Modifications) varies with the complexity of the sale. Standards are established and tracked by specific case category as shown on [Table C5.T9](#). The Implementing Agency (IA) is responsible for assigning a case development category to each LOA document for tracking against the specific standard in accordance with guidance provided in [Table C5.T9](#). The IA must enter the applicable case development category into the Defense Security Assistance Management System (DSAMS) when the case is created. For Category A, B, and C documents, the IA sends a copy of the LOA document to the purchaser (through the MILGP as appropriate) once the LOA document has reached "OFFERED" status. For Category D documents, after DSCA has countersigned the LOA document, it is sent to the IA for USG signature and acceptance.

C5.6.2.1. Case Development Extenuating Factor. A Case Development Extenuating Factor (CDEF) identifies a reason why the processing time of an LOA document might exceed the standards from [Table C5.T8](#). Once the IA has determined that its ability to meet the case development standard will be impacted for a given LOA document, the IA

should enter a CDEF reason code in DSAMS. A CDEF can be applied to all preparation categories but is mandatory for LOA documents in Category C. One or more CDEFs can be applied to an LOA document. When entering a CDEF reason code, the IA must include an estimated number of days the CDEF will take to be resolved and once resolved, the IA must go back into DSAMS to enter the actual number of days that were required to resolve the CDEF issue. DSAMS will not allow the LOA document to be signed (e.g. MILSGN) until the actual number of days it took to resolve the CDEF is entered. This will enable the IA and DSCA to measure the impact of specific CDEFs on our ability to meet the case development standards. A list of CDEFs is identified in [Figure C5.F7](#). This list should also be used when determining what LOA documents should be tracked as Category C.

To:

C5.6.2. Letter of Offer and Acceptance Document Preparation Timeframe. The time required to prepare LOA documents (LOAs, Amendments, and Modifications) varies with the complexity of the sale. Standards are established and tracked by specific case category as shown on [Table C5.T9](#). The Implementing Agency (IA) is responsible for assigning a case development category to each LOA document for tracking against the specific standard in accordance with guidance provided in [Table C5.T9](#). ~~The performance standards shown in Table C5.T9, are authoritative metrics within the FMS case lifecycle. For the full list of authoritative FMS metrics, please see Appendix 11.~~ The IA must enter the applicable case development category into the Defense Security Assistance Management System (DSAMS) when the case is created. For Category A, B, and C documents, the IA sends a copy of the LOA document to the purchaser (through the MILGP as appropriate) once the LOA document has reached "OFFERED" status. For Category D documents, after DSCA has countersigned the LOA document, it is sent to the IA for USG signature and acceptance.

C5.6.2.1. Case Development Extenuating Factor. ~~When a defined order case meets specific criteria indicating an anticipated significant impact to LOA document development processing time, it is assigned as Category C. This specific criteria is known as aA Case Development Extenuating Factors (CDEF) and allows for longer document development processing time, per identifies a reason why the processing time of an LOA document might exceed the standards from Table C5.T89.~~ Once the IA has determined that its ability to meet the ~~defined order case development standard for Category B~~ will be impacted for a given LOA document, the IA should enter a CDEF reason code in DSAMS, ~~thereby changing the case to Category C.~~ A CDEF ~~can be applied to all preparation categories but~~ is mandatory for LOA documents in Category C. One or more CDEFs can be applied to an LOA document. ~~When entering a CDEF reason code, the IA must include an estimated number of days the CDEF will take to be resolved and once resolved, the IA must go back into DSAMS to enter the actual number of days that were required to resolve the CDEF issue. DSAMS will not allow the LOA document to be signed (e.g. MILSGN) until the actual number of days it took to resolve the CDEF is entered. This will enable the IA and DSCA to measure the impact of specific CDEFs on our ability to meet the case development standards.—~~ A list of CDEFs is

identified in [Figure C5.F7](#). This list should also be used when determining what LOA documents should be tracked as Category C.

4. Add SAMM Section C5.6.2.1.1. “Reason Codes for Exceeding Case Development Standards” as follows:

C5.6.2.1.1. Reason Codes for Exceeding Case Development Standards. To increase accountability and support improvement in case development performance, IAs enter reason codes for exceeding case development standards in DSAMS when Category A, B, or C cases exceed the performance standards listed in [Table C5.T9](#). The DSAMS reason codes align with the codes and reasons listed in [Table C5.T10](#). While there is considerable overlap between the reasons for cases not meeting case development performance standards and CDEFs, they are not a one-to-one match: CDEFs are to be used exclusively to determine which cases should be assigned to Category C and are based largely on anticipated issues. By contrast, reason codes for exceeding case development performance standards should align to specific, concrete reasons why the performance standard was not actually met. At least one reason code for not meeting the applicable case development performance standard must be used for each late document regardless of case category. When reviewing case development performance, leaders at all levels across the enterprise are encouraged to explore the reasons for exceeding case development performance standards and to identify options to increase speed and efficiency.

5. Add new table C5.T10., as follows and renumber remaining tables in Chapter 5:

Table C5.T10. Reason Codes for Exceeding Case Development Standards

Case Development Performance Standard Reason Code	Reason
CD030	Extraordinary engineering, system integration, or special acquisition
CD050	Releasability (e.g., COMSEC, MTCR, NVD, or other technology/policy releasability)
CD060	Extraordinary Pricing Delays (USG)
CD061	Contractor Pricing Delays
CD071	Congressional Notification
CD072	Waiver Coordination (e.g., non-recurring cost (NC))
CD080	Changing Partner Requirements (must have occurred after LOR actionable)
CD090	Partner Funding Issues or Delays
CD100	Other (IAs use the free-text option to enter a 1-2 sentence explanation in DSAMS)

6. Update SAMM Figure C5.F7. as follows:

#	Factor	Definition or Examples
...	...	...
6	Complex pricing effort required 6a. Anticipated Contractor Pricing Delays Challenges	• Efforts on a major weapons platform which pulls many Major Defense Equipment (MDE), Significant Military Equipment (SME), or non-standard components in from various sources. • The Program Managers (PMs) have to ensure that the pricing efforts include the capability to meet all U.S. financial requirements and that they directly correlate with the purchaser requirements for delivery. • Includes (a) Anticipated Contractor Pricing delays Challenges.
...	...	...
8	Purchaser LOR Incomplete Anticipated or known instability in partner requirements 8a. Changing Requirements	• Changing Requirements. Anticipated or known instability in partner requirements.
9	Anticipated Funding Issues or Delays	• Anticipated instances where the purchaser does not have funding readily available to cover case requirements (such as when the purchaser has to wait for their yearly allotment of Foreign Military Financing (FMF) to be allocated). • Anticipated Billing issues, Obligation Authority adjustments, or over-commitment conditions on modifications and amendments where interface with the Defense Integrated Financial System (DIFS) is required.
...	...	...

7. Update SAMM Table C5.T9. to:

Category	Description	Standard	Clock Start	Clock Stop
A	Blanket order LOAs (including blanket order training); Cooperative Logistics Supply Support Arrangements (CLSSAs), and associated Amendments and Modifications. Note: Modifications for cases that were originally prepared as Category C documents will be prepared using Category A or B standards.	85% within 30 days	Letter of Request (LOR) Actionable	Offer
B	Defined order LOAs (including defined order training) and associated Amendments and Modifications. Notes: 1. An LOA document originally assigned to Category B can be re-assigned by the IA to Category C if the IA subsequently determines the document meets the requirements of Category C.	85% within 90 days	LOR Actionable	Offer

Category	Description	Standard	Clock Start	Clock Stop
	2. Modifications for cases that were originally prepared as Category C documents will be prepared using Category A or B standards.			
C	Defined Order LOAs, and associated Amendments with specific factors that are expected to significantly impact the LOA document development processing time. See Figure C5.F7 , for a list and definition of eligible factors. Note: Modifications for cases that were originally prepared as Category C documents will be prepared using Category A or B standards.	85% within 130 days	LOR Actionable	Offer
D	...	...	...	...

8. Update SAMM Section C6.1. as follows:

From:

C6.1.1. Routine Case Implementation. The Implementing Agency (IA) takes action to implement a case once the purchaser has signed the case and provided the USG with any required initial deposit. The Foreign Military Sales (FMS) case must be implemented in all applicable data systems (e.g., the Defense Security Assistance Management System (DSAMS), the Defense Integrated Financial System (DIFS), the Case Performance Reporting Solution (CPRS), and military department (MILDEP) systems) before case execution occurs. The IA should issue detailed implementing instructions to activities that are involved in executing the FMS case. Instructions must state that implementation is subject to receipt of Obligational Authority (OA) issued by the IA.

To:

C6.1.1. Routine Case Implementation. Case implementation begins when the purchaser accepts the LOA and satisfies applicable initial deposit requirements and continues through completion of required case implementation actions in DSAMS and other applicable systems. Case implementation ends when the case is financially implemented in DSAMS, as reflected by the applicable implementation milestone, unless otherwise authorized under emergency implementation procedures. For management and tracking purposes, “partner review” means the period beginning on the date the LOA is offered to the purchaser and ending on the date the purchaser accepts the LOA. Partner review is a measurement interval and is not a separate phase of the FMS case lifecycle. These metrics are associated with the FMS Case Implementation phase and the period of time outside the Department of War (DoW) control between the Case Development and Implementation phases. Metrics on partner review and case implementation are authoritative metrics within the FMS case lifecycle. For the full list of authoritative FMS metrics, please see [Appendix 11](#). The Implementing Agency (IA) takes action to implement a case once the purchaser has signed the case and provided the USG with any required initial deposit. The Foreign Military Sales (FMS) case must be implemented in

all applicable data systems (e.g., the Defense Security Assistance Management System (DSAMS), the Defense Integrated Financial System (DIFS), the Case Performance Reporting Solution (CPRS), and military department (MILDEP) systems) before execution occurs. The IA should issue detailed implementing instructions to activities that are involved in executing the FMS case. Instructions must state that implementation is subject to receipt of Obligational Authority (OA) issued by the IA.

9. Update SAMM Section C6.3.11.2. and add sections C6.3.11.3., C6.3.12., and C6.3.13. as follows:

From:

C6.3.11.2. Reporting. The DSCA (Office of Administration, Performance, Improvement, and Effectiveness Directorate (ADM/PIE)) will monitor IA use of the authority in order to measure effects on overall case performance. To that end, IAs must submit to DSCA (ADM/PIE) a quarterly report identifying the types of acquisition planning activities performed under this paragraph and the amount of time spent on each activity. Reports are due on the first Tuesday of the month following the end of a quarter. The reporting template is provided in [Figure C6.F2.](#)

Figure C6.F2. Quarterly Acquisition Planning Activities Reporting Template
*****Note, for space concerns, this table is not included in this memorandum.*****

To:

C6.3.11.2. Acquisition Strategies & Planning. Program Managers must ensure acquisition strategies and acquisition planning documents, including requirements packages, incorporate product support and sustainment planning, as appropriate, to enable interoperability, availability, credibility, and mission effectiveness.

C6.3.11.23. Reporting. The DSCA (Office of Administration, Performance, Improvement, and Effectiveness Directorate (ADM/PIE)) will monitor IA use of the authority in order to measure effects on overall case performance. To that end, IAs must submit to DSCA (ADM/PIE) a quarterly report identifying the types of acquisition planning activities performed under this paragraph and the amount of time spent on each activity. Reports are due on the first Tuesday of the month following the end of a quarter. The reporting template is provided in [Figure C6.F2.](#)

Figure C6.F2. Quarterly Acquisition Planning Activities Reporting Template
*****Note, for space concerns, this table is not included in this memorandum.*****

C6.3.12. Foreign Military Sales Acquisition Performance Standards and Metrics. Metrics for the acquisition of major defense equipment (MDE) and significant military equipment (SME) in support of Foreign Military Sales (FMS) cases are as follows: Required Award Date Variance (RADV) and Contractual Delivery Date Variance (CDDV). RADV measures discipline in executing an acquisition and awarded contracts on time. CDDV measures success of contractor delivery on schedule in accordance with

contractually required delivery dates. Military Departments and DoW components are required to meet the applicable performance standards associated with these metrics for cases they are executing and managing that include MDE and SME:

- RADV- 80 percent of contract awards for MDE/SME are awarded no later than 15 days from the Required Award Date
- CDDV- 80 percent of final MDE/SME items are delivered no later than 60 days from Contractual Delivery Date

C6.3.12.1. FMS acquisition performance standards are authoritative metrics within the FMS case lifecycle. CDDV and RADV data entry is required for applicable case lines implemented after June 1, 2026. For the full list of authoritative FMS metrics, please see [Appendix 11](#).

C6.3.13. Required Award Date Variance and Contractual Delivery Date Variance Reporting. All DoW components must adopt RADV and CDDV performance standards, as well as monitor and report performance data on a monthly basis to the Office of the Undersecretary of War for Acquisition and Sustainment (OUSW(A&S)) through the Defense Security Cooperation Agency (DSCA). All required reporting and performance data and reasons must be input into the Defense Security Assistance Management System (DSAMS) by the appropriate DoW component on a monthly basis, unless use of an alternative tracking system is coordinated with DSCA. Whichever system components employ, it must facilitate data linkage to the specific case and case line. Components must continually assess their acquisitions to determine if they are on track to meet RADV and CDDV standards. When applicable, for purposes of continual assessment and improvement, if a component assesses that an acquisition is at risk due to an internal policy, process, or regulatory barrier, then the component must identify and report the specific policy or regulatory change necessary to meet the performance standards.

C6.3.124. Contracts with Foreign Military Sales Case Funding. Contracts with FMS funding must comply with the requirement to....

10. Update SAMM Section C6.7.2.1. as follows:

From:

C6.7.2.1. Use of a Foreign Military Sales Case Amendment. All changes on an FMS case can be accomplished on an Amendment, including within-scope changes. An FMS case must be amended when there is a change in scope to a case line or note. Such changes require the FMS purchaser's acceptance. For limited changes in scope that can be accomplished through Concurrent Modifications, see [Section C6.7.3.2](#).

To:

C6.7.2.1. ~~Use of a Foreign Military Sales Case Amendment~~ Letter of Offer and Acceptance Amendment Overview. All changes on an FMS case can be accomplished on an Amendment, including within-scope changes. An FMS case must be amended when there is a change in scope to a case line or note. Such changes require the FMS purchaser's acceptance. **Case development performance standards also apply to amendments (see [Table C5.T9](#)).** For limited changes in scope that can be accomplished through Concurrent Modifications, see [Section C6.7.3.2](#).

11. Add new section C7.22. "Foreign Military Sales Metrics for Physical and Constructive Delivery" as follows:

C7.22.1. Physical Delivery Metrics. To comply with the establishment of physical delivery metrics, SCOs must confirm partner receipt of Major Defense Equipment (MDE) and Significant Military Equipment (SME) defense articles by entering the date the partner assumed physical possession of the materiel in the Enhanced Freight Tracking System (EFTS). In-transit visibility is also required within EFTS for all MDE and SME shipments. Physical delivery metrics must include a link between shipment data in EFTS and authoritative case line-level data traceable to DSAMS. Physical delivery metrics are authoritative metrics within the FMS case lifecycle. For the full list of authoritative FMS metrics, please see [Appendix 11](#).

C7.22.2. Constructive Delivery Metrics. Constructive delivery refers to the constructive proof of delivery via pertinent information obtained from shipping documents or from carriers. It is distinct from physical delivery only to the extent that constructive delivery may sometimes occur at a point in time prior to the physical possession of a shipment by the partner at its final destination. For greater speed, transparency, and accountability within FMS, metrics for both the constructive and physical delivery of defense articles are necessary. Constructive delivery metrics are defined as the on-time transfer rate (OTTR) of MDE and SME case lines as primarily compared to the number of months contained on the basic LOA. The OTTR metric compares the upper end of the range of months provided for each MDE/SME line on the basic LOA to the last transfer date listed for the case line as recorded in case execution systems and will, as data engineering capabilities continue to advance, include changes in scope (i.e., the OTTR calculation will include any additional quantities or lines added via amendment as technical capabilities in IT systems of record improve). OTTR Measurement begins at the applicable case line implementation dates of the LOA and ends at the last transfer date for a given MDE/SME line. The "last transfer date" refers to the date at which the full quantity of materiel for a given MDE/SME case line on the basic LOA has been constructively delivered. Comparison to the current implemented version of the LOA may also occur, however, comparison to the number of months listed, where applicable, on the basic LOA is mandatory. This ensures that DSCA is able to measure and improve upon the estimates provided to the partner on the basic LOA for availability of the materiel on the MDE/SME case line. Constructive delivery metrics are

authoritative metrics within the FMS case lifecycle. For the full list of authoritative FMS metrics, please see [Appendix 11](#).

12. Add SAMM Section C16.1.7. (and subsections) as follows:

C16.1.7. Foreign Military Sales Case Closure Metrics and Performance Standards.

FMS cases are subject to performance standards and metrics for closure in accordance with DoW FMS Reform Efforts. FMS cases implemented on or after October 1, 2017 (FY 2018) are further subject to specific case closure metrics and performance standards. These metrics and performance standards need to be met at the 85 percent level.

C16.1.7.1. Case Closure - Posting the Closure Milestone. The first case closure metric spans from when DSCA posts the Supply/Services Complete (SSC) CLOSHOLD milestone to when the Implementing Agency (IA) submits the case closure certificate to the Defense Finance and Accounting Service (DFAS). The case closure milestone “CLOSE” is posted in the Defense Security Assistance Management System (DSAMS) in accordance with estimated closure dates provided in [Section C16.3](#); 24 months for ACCP cases and 36 months for non-ACCP cases and ACCP training cases. DSAMS will create the CLOSE milestone based on a case closure transaction received by the Military Department’s (MILDEP) system indicating that the case closure certificate was submitted.

C16.1.7.2. Preparation for Final Closure. The second case closure metric spans from when the IA submits the complete case closure certificate to DFAS to when DFAS final-closes and accepts the “C8” closure transaction. DFAS posts the FINCLOSE milestone within 30 days of closure certificate in accordance with [Section C16.3](#). The FINCLOSE milestone is created when a transaction is received from DIFS indicating that the case is final closed.

C16.1.7.3. Reason Codes for Exceeding Case Closure Performance Standards.

When a case exceeds the case closure performance standards, IAs must enter reason codes in DSAMS aligned to the case closure metrics. For the reason code “other,” comments will be entered in the CLOSE milestone comment field for Case Closure Metric One and the FINCLOSE milestone comment field for Case Closure Metric Two. Remarks in the respective milestone comment fields should utilize reasons listed in [Table AP7.C4.T5](#). Other reasons not provided in [Table AP7.C4.T5](#), can be used, and may include but are not limited to:

- Contract delays (i.e., contract award delay, contract pending audit, etc.)
- Contracts in litigation
- Transportation delays (outside of U.S. Government control)
- Other (1-2 sentence explanation)

13. Add a new Appendix as follows:

Appendix 11 - Foreign Military Sales Metrics

AP11.1. Foreign Military Sales Metrics Overview.

Section	Title
AP11.1	Foreign Military Sales Metrics Overview
AP11.2	Case Lifecycle Metrics
AP11.3	FMS Metrics Management and Accountability

AP11.1. Foreign Military Sales Metrics Overview.

AP11.1.1. Foreign Military Sales (FMS) metrics enable speed, transparency, and accountability throughout the Security Cooperation (SC) enterprise and the FMS case lifecycle. The DSCA Director, in consultation with Implementing Agencies (IAs) and all FMS stakeholders, holds the authority for establishing and maintaining FMS metrics. FMS metrics are numbers that give information about a particular process or activity pertaining to FMS. FMS metrics often include defined standards of performance for the underlying process- or activity-owner to meet in order to maintain excellence and efficiency in the activity or process. Alternatively, FMS metrics can also be established in order to enable greater enterprise understanding and accelerated learning without a defined standard of performance, particularly for a process or activity that resides outside of U.S. Government control, or for nascent processes that are not yet well understood. Reports based on authoritative FMS metrics assist senior leaders in identifying structural impediments to the rapid provision of defense articles and services.

AP11.2. Case Lifecycle Metrics.

AP11.2.1. Metrics can be established to support a wide range of enterprise objectives or interests. For example, metrics can be established to increase efficiency, reduce cost or waste, improve quality, measure whether a particular outcome was achieved (e.g., return on investment), or aid in identifying process improvement. Within the FMS system, case lifecycle metrics are those metrics that focus specifically on the efficient, timely, and transparent execution of the process to develop, implement, execute, and close FMS cases. Authoritative metrics for the case lifecycle are summarized in [Table AP11.T1](#), and described in greater detail in the relevant SAMM chapters, which can be found at the links provided in [Table AP11.T1](#).

AP11.3. Foreign Military Sales Metrics Management and Accountability.

AP11.3.1. The establishment, management, and regular review of metrics, as well as organizational change, is an ongoing feature of all data-driven enterprises. DSCA (Office of Administration, Performance, Improvement, and Effectiveness Directorate (ADM/PIE)) carries out the FMS metrics management and analytics function on behalf of the DSCA Director. FMS metrics management duties include the requirement to continuously review FMS metrics, coordinate with IAs (to include reviews of metrics and

performance), and support the identification of process improvement opportunities, with an emphasis on efficiency, quality, and the reduction of waste. Ensuring appropriate accountability related to FMS metrics is inherent to the roles and responsibilities of the DSCA Director, in accordance with Section C1.3.2.2. In addition to supporting accountability, FMS metrics also enable the DSCA Director to identify structural impediments to the rapid provision of defense articles and services. FMS metrics are not solely limited to a view of past performance, but also include leading indicators so that leaders are capable of intervening where evidence suggests performance is at risk. DSCA (ADM/PIE) provides quarterly FMS metrics reporting to the DSCA Director in furtherance of both the management and accountability functions.

14. Add Table AP11.T1. “Authoritative Case Lifecycle Metrics” as follows:

Table AP11.T1. Authoritative Case Lifecycle Metrics

Case Lifecycle Phase	Metric – Short Title	Metric – Plain Description	Data Source(s)	Performance Standard	Start / End Milestones	SAMM Link
Development	LOR Assessment	Measures the time that elapses between when an LOR is received and when it is determined to be actionable or insufficient	DSAMS	10 days (Category A, B) 45 days (Category C)	LOR Receipt ¹ / LOR Actionable or LOR Insufficient	Section C5.2.5.2. & Table C5.T4A.
Development	LOA Development	Measures the length of time to prepare LOAs, amendments, and modifications from LOR actionable (receipt of an actionable LOR) to an offered LOA	DSAMS	85% within 30 days (Category A) 85% within 90 days (Category B) 85% within 130 days (Category C) 85% within 60 days (Category D)	LOR Actionable / Offer ²	Table C5.T9.
Between Development and Implementation	Partner Review Time	Measures from LOA offered to LOA accepted	DSAMS	Not Applicable	LOA Offer / LOA Accepted ³	Section C6.1.1.
Between Development and Implementation	Unaccepted LOAs and Amendments	A count of unaccepted LOAs, to include the subset of documents that are within 15 days of OED.	DSAMS	Not Applicable	Not Applicable	Section C6.1.1.
Between Development and Implementation	Expired LOAs and Amendments	A count of basic LOAs and amendments past OED	DSAMS	Not Applicable	Not Applicable	Section C6.1.1.

Case Lifecycle Phase	Metric – Short Title	Metric – Plain Description	Data Source(s)	Performance Standard	Start / End Milestones	SAMM Link
Between Development and Implementation	OED Extensions	A count of the number of OED extensions granted by unit of time	DSAMS	Not Applicable	Not Applicable	Section C6.1.1.
Between Development and Implementation	LOAs Accepted	A count of the number of LOAs and amendments accepted by unit of time	DSAMS	Not Applicable	Not Applicable	Section C6.1.1.
Between Development and Implementation	LOAs Cancelled	A count of the number of LOAs and amendments cancelled by unit of time	DSAMS	Not Applicable	Not Applicable	Section C6.1.1.
Between Development and Implementation	Restatements	A count of the number of restatements by unit of time	DSAMS	Not Applicable	Not Applicable	Section C6.1.1.
Implementation	Case Implementation Time	Measures the time from LOA accepted to implementation status	DSAMS	Not Applicable	LOA Accepted / Implementation Status (ISTATUS) ⁴	Section C6.1.1.
Implementation	Case Funding Time	Measures the time from LOA accepted to financial implementation	DSAMS	Not Applicable	LOA Accepted / Financial Implementation (FINIMP)	Section C6.1.1.
Implementation	LOAs and Amendments Signed	Number of basic LOAs and amendments signed by the partner but not yet implemented	DSAMS	Not Applicable	Not Applicable	Section C6.1.1.
Execution	Required Award Date Variance (RADV)	Measures discipline in executing an acquisition and awarding contracts on time, comparing the Actual Award Date to the Required Award Date (RAD)	DSAMS, unless use of an alternative tracking system is coordinated with DSCA	Contract awarded ≤15 days after the RAD. (Applies to ≥80% of applicable contract awards annually).	RAD / Actual Award Date	Section C6.3.12.

Case Lifecycle Phase	Metric – Short Title	Metric – Plain Description	Data Source(s)	Performance Standard	Start / End Milestones	SAMM Link
Execution	Contractual Delivery Date Variance (CDDV)	Measures the variance between the final item's Actual Delivery Date and the Contractual Delivery Date	DSAMS, unless use of an alternative tracking system is coordinated with DSCA	Final item delivered ≤60 days after the CDD. (Applies to ≥80% of applicable deliveries annually).	Contractual Delivery Date (CDD) / Actual Delivery Date	Section C6.3.12.
Execution	Constructive Delivery (OTTR)	Measures the On-Time Transfer Rate (OTTR) for MDE/SME case lines by comparing the maximum months estimated on the basic LOA to the actual last transfer date for the full quantity of the line item.	DSAMS / MILDEP FMS Case Execution Systems / DIFS	Not Applicable	MDE/SME End Date of Case Line Months Date / Last Transfer Date	Section C7.22.2.
Execution	Physical Delivery	Tracks in-transit visibility and confirmation of physical receipt of MDE/SME shipments by the partner.	EFTS	Not Applicable	Shipment / Physical Receipt Confirmation	Section C7.22.1.
Case Closure	Closure Reconciliation and Certification	Measures the time from Supply/Services Complete (SSC) to the submission of the IA case closure certificate to DFAS.	DSAMS / MILDEP Systems	ACCP non-training: 85% in 2 years; ACCP training: 85% in 3 years; Non-ACCP: 85% in 3 years	CLOSHOLD ⁵ / CLOSE	Section C16.1.7.
Case Closure	Final Financial Closure	Measures the time from the submission of a complete IA case closure	DSAMS / MILDEP	85% in 30 days	CLOSE / FINCLOSE ⁶	Section C16.1.7.

Case Lifecycle Phase	Metric – Short Title	Metric – Plain Description	Data Source(s)	Performance Standard	Start / End Milestones	SAMM Link
		certificate to DFAS to final case closure.	Systems / DIFS			
Notes: ¹ Start of the case development phase (“LORRECEIPT” in DSAMS) ² End of the case development phase (“OSTATUS” in DSAMS) ³ Start of the case implementation phase (“ASTATUS” in DSAMS) ⁴ End of the case implementation phase and start of the case execution phase (“ISTATUS” in DSAMS) ⁵ End of the case execution phase and start of the case closure phase is Supply/Services Complete (SSC); the CLOSHOLD milestone is loaded by the CFD to prevent further amendments and modifications from being processed against a case in SSC and provides a stable basis for the associated metric. ⁶ End of the case closure phase (“FINCLOSE” in DSAMS)						

15. Update the following terms and definitions in the SAMM glossary:

TERM	DEFINITION	LINK/SOURCE
Foreign Disclosure	The authorized release or transfer of classified or controlled unclassified information (CUI) from the U.S. government to foreign governments, international organizations, or foreign nationals. This process is governed by strict policies and procedures to ensure that the release of information aligns with U.S. national security and foreign policy objectives.	N/A
Metrics	A set of numbers that give information about a particular process or activity.	N/A
Performance Standard	A specific measure used to evaluate how well an activity or job is done, which includes a threshold to meet established objectives or requirements.	N/A
Technology Release	The formal U.S. Government decision processes that seek approval to transfer specific defense items, technical data, or defense services to a foreign partner pursuant to Foreign Military Sales, Direct Commercial Sales, or Cooperative Agreements.	N/A
Technology Security	The comprehensive framework of policies, practices, and procedures designed to protect U.S. military and dual-use technologies from unauthorized access, transfer, or exploitation by adversaries.	N/A

16. Update SAMM Acronyms Table as follows:

ACRONYMS	ACRONYM DESCRIPTION
CDD	Contractual Delivery Date
CDDV	Contractual Delivery Date Variance
OTTR	On-Time Transfer Rate
RAD	Required Award Date
RADV	Required Award Date Variance