

# U.S. Counter-Drug Assistance to Latin America: A Program-by-Program Overview

(Stars \*\*\*\*\* indicate, on a one-to-five scale, a program's relevance to counternarcotics.)

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## **\*\* Anti-Terrorism Assistance (ATA) / Nonproliferation, Anti-Terrorism, Demining, and Related Programs (NADR)**

### ***Stated rationale, goals and objectives***

The NADR account in the Foreign Operations budget supports four categories of programs: nonproliferation, anti-terrorism, regional stability, and humanitarian assistance. Two programs in this account have some overlap with counter-drug efforts: Anti-terrorism Assistance (ATA) and the Terrorist Interdiction Program (TIP).

According to the State Department's 2003 *Foreign Operations Congressional Presentation*, "ATA provides technical training and equipment to assist foreign countries in protecting facilities, individuals, and infrastructure. The TIP improves countries' capabilities to prevent the transit of terrorists and their materials between borders."<sup>1</sup> Those trained under both programs are normally law-enforcement and security officials, though civilian government officials occasionally receive instruction in such topics as crisis management or prevention of terrorist fund raising and money transfers. The *Congressional Presentation* continues, "Most recipients of ATA training are developing nations lacking sufficient resources to provide an effective anti-terrorism training program and infrastructure. ... ATA training includes a wide spectrum of 'traditional' courses (e.g., crisis management, hostage negotiation, explosives deactivation), as well as more recent courses aimed at countering developing threats (e.g., WMD, cyberterrorism)."

### ***Institutional apparatus***

Anti-terror assistance programs are authorized by Chapter 8 of Part II of the Foreign Assistance Act of 1961 (added in 1984) and managed by the State Department's Bureau of Diplomatic Security. (See <http://www.diplomaticsecurity.org/>)

### ***Budget trends and breakdown***

Until about 2002, this program was not a significant source of assistance to the Americas. In 2000, less than 20 percent of the worldwide ATA budget went to the Western Hemisphere (\$3.04 million out of \$15.94 million), most of that to Colombia.<sup>2</sup> The 2002 Emergency Supplemental appropriation would provide \$25 million to Colombia's police and military anti-kidnapping units, which would be by far the largest-ever ATA contribution to Latin America. Though not considered anti-drug assistance, the Colombia contribution would benefit some of the same units that receive aid through U.S. counter-narcotics programs.

The law governing the ATA program does not require the State Department to notify Congress of the recipient countries or the types of assistance provided. So far, we only have a detailed breakdown for 2000.

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<sup>1</sup> United States, Department of State, *FY 2003 Congressional Budget Justification for Foreign Operations* (Washington, DC: Department of State, April 15, 2002) <<http://www.state.gov/m/rm/rls/cbj/2003/>>.

<sup>2</sup> United States, Department of State, *Antiterrorism Assistance Program Annual Report – FY 2000* (Washington, DC: Department of State, 2000) <<http://www.diplomaticsecurity.org/annualrpt/annualrpt.pdf>>.

(Thousands of U.S. dollars)

Country	1998, actual	1999, actual	2000, actual	2001, actual	2002, estimate	2003, request
Entire hemisphere	1,995	1,200		4,744	4,373	8,442
Colombia			2,071		25,000	
Ecuador			<50			
El Salvador			80			
Mexico			<50			
Paraguay			740			
Peru			<50			
<b>Total</b>	<b>1,995</b>	<b>1,200</b>	<b>3,003</b>	<b>4,744</b>	<b>29,373</b>	<b>8,442</b>

### ***Congressional committees responsible for oversight***

The authorizing committees for the ATA program are the House International Relations Committee and Senate Foreign Relations Committee. The Foreign Operations Subcommittees of both houses' appropriations committees approve the program's funding.

### ***Presence and counterpart agencies in Latin America***

Beyond Colombia, the program's presence in Latin America is not large. In most cases, law enforcement agencies (police, not military) appear to be the main beneficiaries of this assistance.

## **\*\*\* Bases in Latin America**

### ***Stated rationale, goals and objectives***

The United States military has posted bases on Latin American countries' soil since the nineteenth century. The purpose of permanent bases (as opposed to temporary arrangements like Forward Operating Locations and radar sites, which are discussed elsewhere) is to ease U.S. military operations, training and other activities in the region, including counter-drug operations, as well as to project U.S. military power elsewhere in the hemisphere. As those operations have varied widely over the past century, the purpose of these bases has remained quite vague.

While counterdrug training and operations are among the roles played by personnel at these bases, they are not principal roles at any. Probably these bases' the most significant contribution to counter-narcotics is the Relocatable Over-the-Horizon Radar (ROTHR) based at Fort Allen and Vieques in Puerto Rico. The U.S. Southern Command's Special Forces component, SOCSOUTH, based at Roosevelt Roads, Puerto Rico, carries out most counter-drug training in the region.

### ***Institutional apparatus***

Bases are mostly administered by the U.S. Southern Command, which bases some of its components in Puerto Rico. Other military units operate at Puerto Rico bases as well, however (such as the Atlantic Command's use of Vieques for bombing practice).

### ***Budget trends and breakdown***

Budget information about U.S. bases in the region is unavailable. A 1995 GAO report estimated (roughly) that the Soto Cano facility in Honduras cost \$38.2 million to operate in 1994.<sup>3</sup>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

Permanent bases include:

- Several facilities in Puerto Rico (most relevant are the Fort Buchanan Army base, the Roosevelt Roads Naval Station, and the bombing range at Vieques);
- The Guantánamo Bay Naval Station in Cuba; and
- The Enrique Soto Cano air base in Honduras (actually a Honduran-owned facility "on loan" to the Southern Command's "Joint Task Force-Bravo").

Radar sites and Forward Operating Locations are discussed elsewhere in this report.

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<sup>3</sup> United States, General Accounting Office, Honduras: Continuing U.S. Military Presence at Soto Cano Base Is Not Critical, document number NSIAD-95-39, (Washington: GAO, February 8, 1995): 12.

## \* Center for Hemispheric Defense Studies (CHDS)

### ***Stated rationale, goals and objectives***

Based at the National Defense University at Fort McNair in Washington, the CHDS seeks to improve the capacity of Latin American civilians to manage defense and security issues. According to the Center's most recent report to Congress, "CHDS programs are designed to develop civilian expertise in security, defense, and military matters and to promote positive civil-military relations in the Western Hemisphere in support of U.S. objectives of strengthening democratic institutions throughout the region. These programs, which include courses, seminars and outreach activities, strengthen civilian and military capacity in management of the defense sectors of participating countries."<sup>4</sup>

The Center's "resident courses" are a three-week program focusing on "civilian leadership; defense organization; administration of budget, personnel and materiel; as well as oversight, interagency and executive-legislative relations," explains the annual report, adding that "active military personnel are limited to 25 percent to ensure a strong focus on developing civilian competencies."<sup>5</sup>

Counter-narcotics is not a major feature of the Center's curriculum.

### ***Institutional apparatus***

The Center is managed by the Defense Department, specifically the National Defense University. Its fiscal sponsor is the U.S. Army. The U.S. Southern Command participates in the CHDS but is not responsible for its operation. (See <http://www3.ndu.edu/chds/index.html>.)

### ***Budget trends and breakdown***

In 2001, nearly all of the Center's \$5.59 million budget came from the U.S. Army's operations and maintenance account; the Southern Command's Traditional CINC Activities program (discussed elsewhere) contributed \$103,000 and Argentina added \$150,000.

The CHDS budget had remained roughly steady since its founding in 1998, though participation and activities increased in 2001. Students' countries of origin appears to reflect U.S. strategic priorities more than counter-narcotics priorities (while drug-source countries send many participants, a similar amount comes from the southern cone region).

**CHDS Fellows, 1998-2001**

Country	1998	1999	2000	2001
Antigua and Barbuda	1	2	4	5
Argentina	9	9	9	21
Bahamas	2	0	1	1
Barbados	4	4	5	3

<sup>4</sup> Department of Defense, Center for Hemispheric Defense Studies, "Annual Report FY 2001" (Washington: CHDS, 2002), obtained via e-mail.

<sup>5</sup> *Ibid.*

Country	1998	1999	2000	2001
Belize	1	0	0	
Bolivia	8	6	7	17
Brazil	6	5	9	20
Canada		3	1	
Chile	4	9	5	15
Colombia	7	6	16	30
Costa Rica	4	7	2	8
Dominica	1	0	2	
Dominican Republic	4	5	3	2
Ecuador	7	4	7	14
El Salvador	5	5	10	10
Grenada	1	2	3	
Guatemala	4	5	4	11
Guyana	4	1	7	6
Haiti	0	0	0	7
Honduras	6	4	4	7
Jamaica	4	2	4	5
Mexico	3	7	4	13
Nicaragua	5	3	3	4
Panama	7	5	2	4
Paraguay	8	6	3	14
Peru	6	7	5	13
St. Kitts and Nevis	1	2	2	
St. Lucia	2	0	0	
St. Vincent and the Grenadines	0	2	1	
Suriname	3	3	4	3
Trinidad and Tobago	4	0	3	2
United States		2	3	
Uruguay	6	7	6	12
Venezuela	6	9	3	7
Total	133	132	142	254

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

The CHDS occasionally holds seminars in Latin American countries. Students and attendees include defense-ministry officials and civilians whose responsibilities require some knowledge of defense and security affairs (non-defense government officials, academics, non-governmental organizations, journalists, etc.). About one-quarter of fellows have been military and police officials.

## **\*\*\*\* Central Intelligence Agency (CIA)**

### ***Stated rationale, goals and objectives***

The CIA coordinates the U.S. government's intelligence activities, engaging in intelligence collection and analysis, counter-intelligence, and a variety of "other missions" that have often included paramilitary activities overseas.

During the post-cold war period, the agency has played a significant but secretive role in counter-narcotics operations. Activities include (but no doubt are not limited to) gathering intelligence on narcotics traffickers, estimating coca cultivation, assisting aerial interdiction efforts, and probably some training and arms transfers for local security forces.

The extent and nature of the CIA's activities in Latin America is largely unknown. Information tends only to emerge after the fact in response to scandal (such as the Bámaca case in Guatemala, the agency's relationship to Peru's Vladimiro Montesinos, or the shootdown of a planeload of missionaries over Peru in 2001) or high-profile operations (such as the manhunt that led to Pablo Escobar's killing in Colombia in 1993).

### ***Institutional apparatus***

An independent executive-branch agency, the CIA reports directly to the President. (www.cia.gov)

### ***Budget trends and breakdown***

The CIA budget is officially a secret, though in response to a lawsuit the agency made public the 1998 budget for the entire intelligence community: \$26.7 billion.<sup>6</sup>

Since even the CIA's annual appropriations authorization bill is heavily classified, current information about the agency's activities in Latin America is extremely difficult to uncover. The best method – Freedom of Information Act requests – often take over a year to fulfill, if granted at all.

### ***Congressional committees responsible for oversight***

The House and Senate Select Committees on Intelligence oversee the CIA's activities.

### ***Presence and counterpart agencies in Latin America***

The CIA's counterparts in Latin America include intelligence agencies, security forces, and potentially thousands of "human intelligence" sources within the region's states and societies.

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<sup>6</sup> Federation of American Scientists, lawsuit filed under Freedom of Information Act, June 12, 2002 <<http://www.fas.org/sgp/foia/2002int.html>>.

## **\* CINC Initiative Fund (CIF)**

### ***Stated rationale, goals and objectives***

The CIF is a \$25 million annual fund from which the commanders (or CINCs) of the U.S. military's six regional commands can draw for "emergent requirements." Unlike Traditional CINC Activities (TCA, a somewhat similar regional-command program described elsewhere), the CIF can provide small amounts of training and equipment to counterpart militaries.<sup>7</sup>

While the CIF can legally be used to support counter-drug activities, this rarely happens, as counter-drug aid budgets are literally hundreds of times larger than the Southern Command's annual share of CIF.

### ***Institutional apparatus***

In Latin America, the CIF is administered (with little outside oversight) by the U.S. Southern Command. It is governed by section 166a of Title 10, U.S. Code.

### ***Budget trends and breakdown***

The Southern Command's share of the fund's worldwide maximum of \$25 million per year is unknown. Southern Command staff stated in a recent interview that the fund is being used less now than in the past.

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

CIF funds may be used wherever the Southern Command has a presence (every country in the Americas but Cuba and Mexico). Host-nation militaries are the main counterparts.

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<sup>7</sup> Interview with Southern Command personnel, Miami, June 4, 2002.



## \*\*\*\* Coast Guard

### ***Stated rationale, goals and objectives***

As the primary enforcer of U.S. law on the high seas and in U.S. territorial waters, the Coast Guard plays a large drug interdiction role. The Coast Guard's anti-drug role also involves combined operations, training, technical assistance and maritime counter-drug arrangements with other countries' security forces.

Coast Guard officers are posted in several embassies worldwide to coordinate training, which focuses on maritime law enforcement programs, port security, and institutional strengthening.

The Coast Guard carries out several interdiction operations in the Caribbean and the eastern Pacific, in coordination with other countries' navies and coast guards. In many cases a host-country officer aboard U.S. Coast Guard craft, known as a "shiprider," represents the local government and carries out arrests.

Coast Guard officers travel to Latin American and Caribbean countries to negotiate bilateral maritime counterdrug agreements. These agreements normally follow a "six part" model, with clauses regarding shipboarding, shipriders, pursuit, entry to investigate, overflight, and orders to land.

### ***Institutional apparatus***

The Coast Guard is part of the Department of Transportation except in time of war, when it passes to the Department of Defense. ([www.uscg.mil](http://www.uscg.mil))

### ***Budget trends and breakdown***

Much of the Coast Guard's anti-drug operations in the Americas are funded through the Defense Department's Drug Interdiction and Counter-Drug Activities account (\$842,581,000 in 2002). Much funding for Coast Guard counter-drug training – an estimated \$500,000 in 2002 – comes from the State Department's International Narcotics Control program (described elsewhere) and other sources, as indicated in the table detailing technical assistance below.<sup>8</sup> The "war on terrorism" has caused many Coast Guard assets to be pulled out of the Americas to perform homeland-defense duties.

**Coast Guard technical assistance to the Americas, 2001-2002<sup>9</sup>**

2001					2002, proposed	
Country	Course Title	Start Date	Finish Date	Funding Source	Course Title	Funding Source
Antigua and Barbuda	Operational Information Management Mobile Training Team	23-Oct-00	3-Nov-00	Embassy	Maritime Commerce Control, Infrastructure Development Mobile Training Team	INL

<sup>8</sup> United States, Department of State, Bureau of International Narcotics and Law Enforcement Affairs, Fiscal Year 2002 Budget Congressional Justification (Washington: Department of State: April 2001) <<http://www.state.gov/g/inl/rls/rpt/cbj/fy2002/3707.htm>>.

<sup>9</sup> United States, Department of State, *International Narcotics Control Strategy Report 2001* (Washington: Department of State, April 2002) <<http://www.state.gov/g/inl/rls/nrcrpt/2001/>>. Information about USCG technical assistance may be viewed in the "U.S. Government Assistance" section of previous strategy reports at <http://www.state.gov/g/inl/rls/nrcrpt/>.

2001					2002, proposed	
Country	Course Title	Start Date	Finish Date	Funding Source	Course Title	Funding Source
Antigua and Barbuda	Operational Information Management Mobile Training Team	24-Jun-01	7-Jul-01	Embassy		
Antigua and Barbuda	Maritime Commerce Control, Infrastructure Development Mobile Training Team	1-Oct-00	30-Sep-01	INL		
Aruba					Instructor Course, Counter-Narcotics Maritime Law Enforcement Mobile Training Team	FMS
Bahamas	Advanced Counter Narcotics Maritime Law Enforcement Boarding Officer and Interdiction Planning Mobile Training Team	8-Jan-01	26-Jan-01	IMET	Counternarcotics Maritime Law Enforcement Mobile Training Team	IMET
Bahamas					Counternarcotics Maritime Law Enforcement, Instructor Course, Mobile Training Team	IMET
Bermuda	Assessment Team	10-Sep-01	14-Sep-01	DOD		
Belize					Counternarcotics Maritime Law Enforcement Mobile Training Team	IMET
Bolivia	Maritime Commerce Control, Infrastructure Development Mobile Training Team	1-Oct-00	30-Sep-01	Embassy	Maritime Commerce Control, Infrastructure Development Mobile Training Team	
Colombia	Advanced Port Security/ Port Vulnerability Mobile training team	29-Jan-01	9-Feb-01	FMS	Joint Boarding Officer Course, Counter-Narcotics Maritime Law Enforcement Mobile Training Team	IMET
Colombia	Counter Narcotics Maritime Law Enforcement Boarding Officer Mobile Training Team	22-Apr-01	5-May-01	INL		
Costa Rica	Counter Narcotics Maritime Law Enforcement Boarding Officer Mobile Training Team	19-Feb-01	2-Mar-01	INL	Engineering Mobile Training Team	INL
Costa Rica	Operational Training Program Development Mobile Training Team	4-Dec-00	8-Dec-00	IMET	Smallboat Operations Mobile Training Team	INL
Costa Rica	Maritime Commerce Control, Infrastructure Development Mobile Training Team	1-May-01	7-Dec-01	IMET	Interdiction Planning, Counternarcotics Maritime Law Enforcement Mobile Training Team	INL
Costa Rica					Small Boat Operational Training Program Development Mobile Training Team	IMET
Costa Rica					Maritime Commerce Control, Infrastructure Development Mobile Training Team	INL
Curacao					Instructor Course, Counter-Narcotics Maritime Law Enforcement Mobile Training Team	FMS
Ecuador	Counter Drug Training Support Mission	24-Sep-01	6-Oct-01	DOD	Assessment	TCA
Ecuador	Advanced Counter Narcotics Maritime Law Enforcement Boarding Officer Mobile Training Team	8-Jan-01	19-Jan-01	IMET	Boarding Officer, Counter-Narcotics Maritime Law Enforcement Mobile Training Team	FMS
El Salvador	Counter Narcotics Maritime Law Enforcement Boarding Officer Mobile Training Team	1-Oct-00	30-Sep-01	IMET	Boarding Officer, Counter-Narcotics Maritime Law Enforcement Mobile Training Team	IMET
El Salvador					Interdiction Planning, Counternarcotics Maritime Law Enforcement Mobile Training Team	IMET
El Salvador					Joint Boarding Officer, Counternarcotics Maritime Law Enforcement Mobile Training Team	IMET
Guyana	Small Boat Operations Mobile Training Team	20-Aug-01	31-Aug-01			
Haiti	Maritime Commerce Control, Infrastructure Development Mobile Training Team	1-Oct-00	3-Dec-00	IMET		
Honduras					Smallboat Assessment	TCA
Honduras					Smallboat Operations Mobile Training Team	INL
Jamaica	Maritime Law Enforcement Mobile Training Team	14-May-01	25-May-01	IMET	Boarding Officer, Counter-Narcotics Maritime Law Enforcement Mobile Training Team	IMET
Jamaica					Interdiction Planning, Counternarcotics Maritime Law Enforcement Mobile Training Team	IMET
Mexico	IONSCAN - Crime Scene Management Mobile Training Team	5-Nov-00	11-Nov-00	INL	Riverine Small boat Operations Mobile Training Team	DOD
Mexico	IONSCAN – Legal Aspects Mobile Training Team	18-Feb-01	24-Feb-01	INL		
Mexico	IONSCAN – Mobile Training Team	17-Sep-01	5-Oct-01	INL		
Mexico	IONSCAN – Mobile Training Team	19-Mar-01	23-Mar-01	INL		
Mexico	Port Security/ Port Vulnerability Mobile training team	15-Apr-01	21-Apr-01	INL		
Netherlands Antilles	Counter Narcotics Maritime Law Enforcement Boarding Officer Mobile Training Team	19-Mar-01	24-Mar-01	FMS		
Netherlands Antilles	Counter Narcotics Maritime Law Enforcement Boarding Officer Mobile Training Team	26-Mar-01	30-Mar-01	FMS	Assessment	DOD
Nicaragua	MLE Interdiction Planning, Advanced Counter Narcotics Law Enforcement Boarding Officer Mobile Training Team	7-May-01	26-May-01	IMET	Boarding Officer, Advanced, Counternarcotics Maritime Law Enforcement Mobile Training Team	IMET
Nicaragua					Interdiction Planning, Counternarcotics Maritime Law Enforcement Mobile Training Team	IMET
Nicaragua					Joint Counternarcotics Maritime Law Enforcement Boarding Officer Mobile Training Team	INL
Panama	Maritime Commerce Control, Infrastructure Development Mobile Training Team	1-Oct-00	30-Sep-01	INL	Maritime Commerce Control, Infrastructure Development Mobile Training Team	Embassy
Panama					Small Boat Operations Mobile Training Team	INL
Panama					Maritime Commerce Control, Infrastructure Development Mobile Training Team	DOS
Peru	Port Security Subject Matter Expert Exchange	27-Nov-00	1-Dec-00	TCA		
Peru	Maritime Commerce Control, Infrastructure Development Mobile Training Team	1-Oct-00	30-Sep-01	INL		
Uruguay	Pre-Training Survey	1-Apr-01	7-Apr-01	IMET		
Uruguay	Incident Command System Mobile Training Team	16-Jul-01	20-Jul-01	IMET		
Uruguay	Small Boat Maintenance Subject Matter Expert Exchange	24-Jun-01	30-Jun-01	TCA		
Venezuela	Assessment	10-Feb-01	16-Feb-01	TCA		

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Subcommittee on Coast Guard and Maritime

Transportation of the House Committee on Transportation and Infrastructure, the Senate Committee on Commerce, Science, and Transportation, the Armed Services Committees of both houses, the Transportation Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee, the Senate Foreign Relations Committee, the Defense and Foreign Operations Appropriations Subcommittees of both houses, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

### ***Presence and counterpart agencies in Latin America***

The Coast Guard's counterparts include the region's navies, coast guards and police forces. As of early 2000, Coast Guard officers were posted to U.S. embassies in The Bahamas, Barbados, Colombia, Dominican Republic, Haiti, Mexico, Panama, Peru, Trinidad and Tobago, and Venezuela.<sup>10</sup>

The following table, from a U.S. Southern Command document dated July 10, 2000, indicates the status of Coast Guard maritime agreements in the region.

#### **MARITIME COUNTERDRUG AGREEMENTS**

	Shipboarding	Shiprider	Pursuit	Entry-to-Investigate	Overflight	Relay Order-to-Land
Antigua & Barbuda	X	X	X	X	X	X
Bahamas		X			X	X
Barbados	X	X	X	X	X	X
Belize	X	X	X	X	X	
Canada						
Colombia	X					
Costa Rica	X	X	X	X	X	X
Cuba						
Dominica	X	X	X	X		
Dominican Republic	X	X	X	X		
Ecuador					* (FOL)	
El Salvador						
Grenada	X	X	X	X	X	X
Guyana						
Guatemala						
Haiti			X	X	X	
Honduras						
Jamaica	X	X	X	X	X	X
Netherlands Antilles & Aruba		X	X (CTG 4.4 control)	X (CTG 4.4 control)	X (CTG 4.4 control) / * (FOL)	
Nicaragua						
Panama		X				
St. Kitts & Nevis	X	X	X	X	X	X
St. Lucia	X	X	X	X	X	X
St. Vincent / Grenadines	X	X	X	X		
Suriname	X	X	X	X	X	X

<sup>10</sup> United States, Bureau for International Narcotics and Law Enforcement Affairs, Department of State, *International Narcotics Control Strategy Report*, Washington, March 2000  
<<http://www.state.gov/g/inl/rls/nrcrpt/1999/919.htm>>.

	Shipboarding	Shiprider	Pursuit	Entry-to-Investigate	Overflight	Relay Order-to-Land
Trinidad & Tobago	X	X	X	X	X	X
Turks & Caicos		X (air only)				
Venezuela	X		X (air only)			

**NOTE: Each Agreement has unique differences; this matrix is merely a shorthand guide as to types of provisions in each agreement and should not be relied upon as the sole authority as to what actions are authorized. When in doubt- read the agreement itself.**

“Shipboarding”: Standing authority or procedures for the USCG to stop, board and search foreign vessels suspected of illicit traffic located seaward of the territorial sea of any nation.

“Shiprider”: Standing authority to embark law enforcement (L/E) officials on platforms of the parties, which officials may then authorize certain law enforcement actions.

“Pursuit”: Standing authority or procedures for USG L/E assets to pursue fleeing vessels or aircraft suspected of illicit traffic into foreign waters or airspace. May also include authority to stop, board and search pursued vessels.

“Entry-to-investigate”: Standing authority or procedures for USG L/E assets to enter foreign waters or airspace to investigate vessels or aircraft located therein suspected of illicit traffic. May also include authority to stop, board and search such vessels.

“Overflight”: Standing authority or procedures for USG L/E assets to fly in foreign airspace when in support of CD operations.

“Relay Order-to-land”: Standing authority or procedures for USG L/E assets to relay an order to land in the host nation to aircraft suspected of illicit traffic.

### **\*\*\* Customs**

#### ***Stated rationale, goals and objectives***

The U.S. Customs Service processes all goods imported into and exported from the United States. Together with the State Department Bureau for International Narcotics and Law Enforcement Affairs, Customs offers anti-drug training and technical assistance to counterparts in the Americas. Along with the Coast Guard, DEA, CIA, and U.S. military, Customs operates surveillance flights out of U.S. Forward Operating Locations in the region (FOLs, discussed elsewhere).

#### ***Institutional apparatus***

The U.S. Customs Service is part of the Department of the Treasury. ([www.customs.treas.gov](http://www.customs.treas.gov))

#### ***Budget trends and breakdown***

The annual worldwide Customs counter-narcotics training budget is estimated at \$2.3 million for 2002. Funding levels have been increasing moderately in recent years.

#### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House Committee on Energy and Commerce, the Senate Committee on Commerce, Science, and Transportation, the House Appropriations Subcommittee on Treasury, Postal Service, and General Government, the Senate Appropriations Subcommittee on Treasury and General Government, and (to a lesser extent) the House International Relations Committee, the Senate Foreign Relations Committee, the Foreign Operations Appropriations Subcommittees of both houses, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

#### ***Presence and counterpart agencies in Latin America***

The Customs Service's main counterparts in the region are those bodies who carry out similar duties (customs services, Interior Ministries, port and border control agencies, and police forces).

## \* Direct Commercial Sales (DCS)

### ***Stated rationale, goals and objectives***

The State Department's Direct Commercial Sales (DCS) program regulates and licenses private U.S. companies' overseas sales of weapons and other defense articles, defense services, and military training. DCS should be distinguished from the Foreign Military Sales program (FMS, discussed elsewhere), which manages government-to-government sales. Items purchased through DCS or FMS are not bound by human rights and other restrictions.

### ***Institutional apparatus***

Export licenses are issued by the Office of Defense Trade Controls at the State Department's Bureau for Political-Military Affairs. ([pmdtc.org](http://pmdtc.org)) The DCS program is governed by Section 38 of the Arms Export Control Act (P.L. 90-269), as amended.

### ***Budget trends and breakdown***

The U.S. government issued DCS licenses totaling \$712 million to the Americas in 2001. This is a slight increase over the 2000 figure, but still below levels in the early and mid-1990s. Licensing does not appear to follow counter-drug priorities – the top five licensees in 2000 (Brazil, French Guiana [because of the European Space Agency's activities], Venezuela, Argentina and Costa Rica) did not overlap with the top five recipients of State Department International Narcotics Control assistance for that year.

### **DCS licenses, 1996-2000**

Country	1996	1997	1998	1999	2000
Antigua and Barbuda	12,363	1,250	13,775	649,071	2,635
Argentina	81,579,458	208,464,576	213,404,551	42,945,341	76,027,041
Aruba	190,871	61,966	36,640	150,078	53,762
The Bahamas	59,680	9,010	27,478,771	1,570,556	137,783
Barbados	45,993	94,713	0	66,492	124,142
Belize	1,411,548	108,920	41,991	5,472	125,138
Bermuda	1,071,319	68,217	49,545	95,717	29,620
Bolivia	2,158,361	1,666,343	3,365,755	874,921	2,488,283
Brazil	75,941,338	301,688,125	133,457,170	91,670,341	274,390,444
British Virgin Islands	346	4,350	0	0	288,000
Cayman Islands	0	7,193	6,327	146,510	10,999
Chile	44,527,076	36,856,028	37,814,721	21,213,278	31,823,447
Colombia	27,934,542	46,661,336	79,808,925	24,776,877	25,800,944
Costa Rica	6,614,808	1,650,173	2,018,709	2,865,331	42,926,151
Dominica	6,400	328	0	880	880
Dominican Republic	2,714,978	7,316,977	24,144,660	7,153,554	1,101,766
Ecuador	23,694,504	8,108,548	56,638,503	13,343,756	2,355,283
El Salvador	7,978,534	8,243,070	3,962,187	8,275,097	6,612,024
French Guiana	125,439,680	5,537,755	1,315,414	2,153,259	108,931,764
Grenada	0	67,834	12,872	31,275	56,369
Guatemala	3,011,536	2,108,420	808,206	1,174,823	2,569,717
Guyana	185,974	107,637	241,706	480,517	467,700

Country	1996	1997	1998	1999	2000
Haiti	157,487	60,484	21,559	196,684	31,200
Honduras	5,089,128	3,694,654	2,945,018	5,042,074	5,268,069
Jamaica	430,818	334,746	869,718	658,708	1,283,076
Martinique	0	0	0	0	0
Mexico	146,617,738	30,868,570	182,327,876	240,881,442	37,600,117
Montserrat	3,340	3,340	0	9,736	0
Netherlands Antilles	1,353,602	135,766	1,640,513	237,053	1,623,854
Nicaragua	21,685	80,409	7,864	2,818,493	1,238,878
Panama	9,148,361	11,951,826	3,574,289	1,527,844	4,151,767
Paraguay	102,712	141,705	303,819	118,141	26,085
Peru	31,293,666	5,507,126	19,284,136	11,204,948	4,102,220
St. Kitts and Nevis	5,824	879,524	10,723	36,941	699
St. Lucia	26,771	43,021	49,022	88,442	357,868
St. Vincent and the Grenadines	5,169	3,674	836	57,009	2,974
Suriname	135,761	138,610	198,222	98,482	16,732
Trinidad and Tobago	332,302	743,301	617,461	560,199	333,315
Turks and Caicos Islands	0	503	579	6,680	5,218
Uruguay	5,101,998	16,225,853	2,421,307	3,070,269	2,905,781
Venezuela	711,891,676	358,510,064	187,346,453	132,913,969	76,772,135
<b>Total</b>	<b>1,316,297,35</b>	<b>1,058,155,95</b>	<b>986,239,823</b>	<b>619,170,260</b>	<b>712,043,800</b>

(Visit <http://ciponline.org/facts/dcs.htm> to learn what each country was licensed to purchase.)

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

The DCS program requires little contact with counterparts in Latin America, though the region's militaries and police are the recipients of most licensed weapons transfers.

## \*\*\*\*\* Drawdowns (“Section 506”)

### ***Stated rationale, goals and objectives***

A "drawdown" is a transfer of weapons, parts, equipment, services or training that are not considered "excess." Drawdown provisions give the President a limited ability to shift resources from other agencies' budgets and inventories into security assistance. Section 506 of the Foreign Assistance Act of 1961 allows up to \$75 million per year in drawdowns for counter-narcotics purposes.

### ***Institutional apparatus***

The President makes the decision to draw down aid for foreign countries, which may come from the stocks of any U.S. agency (usually the Pentagon in the case of counter-narcotics drawdowns). Congress needs only to be notified fifteen days in advance, and has no legal power to disapprove a drawdown.

### ***Budget trends and breakdown***

Significant counter-narcotics drawdowns took place in 1996-1999, but have not occurred since. Colombia and Mexico were by far the largest recipients during that four-year period.

#### **Drawdowns, 1996-1999**

Country	1996	1997	1998	1999
Bolivia			\$12,000,000	
Brazil			\$2,000,000	
Colombia	\$40,500,000	\$14,200,000	\$41,100,000	\$58,000,000
Dominican Republic			\$550,000	
Eastern Caribbean	\$8,500,000	\$1,500,000	\$1,500,000	
Ecuador			\$1,800,000	\$4,000,000
Guatemala			\$600,000	
Honduras			\$2,050,000	
Jamaica			\$1,000,000	
Mexico		\$37,000,000	\$1,100,000	
Panama				\$450,000
Peru	\$13,750,000	\$2,300,000	\$5,300,000	\$4,000,000
Trinidad and Tobago			\$1,000,000	
Venezuela	\$12,250,000	\$1,000,000		
Transportation costs		\$1,000,000	\$5,000,000	\$6,000,000
<b>Total</b>	<b>\$75,000,000</b>	<b>\$57,000,000</b>	<b>\$75,000,000</b>	<b>\$72,450,000</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee, and (to a lesser extent) the Foreign Operations Appropriations Subcommittees of both houses, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.



***Presence and counterpart agencies in Latin America***

The only “counterparts” are the recipients of drawn down aid, normally military and police forces.

## **\*\*\*\*\* Drug Enforcement Administration (DEA)**

### ***Stated rationale, goals and objectives***

The Drug Enforcement Administration (DEA), within the Justice Department, is the U.S. government's "lead agency" for the enforcement of drug laws. Its 77 offices in 55 countries gather drug-enforcement intelligence, take part in host-country drug-related law enforcement operations, and train host-country law enforcement personnel.

The DEA divides its international activities among four roles, or "missions," all of which require contact with, or assistance to, foreign militaries and law enforcement agencies:<sup>11</sup>

- Conduct bilateral investigative activities: carrying out investigations of drug traffickers together with host-country Law Enforcement Agencies (LEAs),
- Coordinating Intelligence Gathering: with the aid of the various DEA intelligence programs, carrying out joint intelligence operations with host-country LEAs,
- Coordinate training programs for host country police agencies, and
- Assist in the development of host country drug law enforcement institutions and engage in foreign liaisons.

According to the agency's website, DEA training includes "initiation and development of narcotics investigations, surveillance techniques, pharmacology, intelligence collection and analytical methods, tactical safety, interviewing, drug identification, and an overview of current international trafficking trends and situations."<sup>12</sup>

### ***Institutional apparatus***

The DEA is an agency of the Department of Justice. ([www.usdoj.gov/dea](http://www.usdoj.gov/dea))

### ***Budget trends and breakdown***

The annual DEA budget is estimated at \$1.8 billion for 2002; after doubling in the past ten years, rapid growth continues: the Bush Administration is asking Congress for \$1.897 billion for 2003.<sup>13</sup> The amount of this budget that pays for foreign assistance is unknown. Some DEA training, however, is funded by the State Department's International Narcotics Control program (discussed elsewhere).

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Judiciary Committees of both houses, the Commerce, Justice, State, and Judiciary Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee, the Senate Foreign Relations Committee, the Foreign Operations Appropriations Subcommittees of both houses, the

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<sup>11</sup> United States, Department of State, International Narcotics Control Strategy Report 2001 (Washington: Department of State, April 2002) <<http://www.state.gov/g/inl/rls/nrcrpt/2001/>>.

<sup>12</sup> United States, Drug Enforcement Administration, "Training Opportunities" (Washington: Drug Enforcement Administration, 2002) <<http://www.dea.gov/programs/training.htm>>.

<sup>13</sup> United States, Drug Enforcement Administration, "DEA Staffing & Budget" (Washington: Drug Enforcement Administration, 2002) <<http://www.dea.gov/agency/staffing.htm>>.

Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

***Presence and counterpart agencies in Latin America***

The DEA maintains offices in twenty-four countries in the Americas: Argentina (Buenos Aires); Bahamas (Freeport, Nassau); Barbados (Bridgetown); Belize (Belize City); Bolivia (Cochabamba, La Paz, Santa Cruz, Trinidad); Brazil (Brasilia, Sao Paulo); Chile (Santiago); Colombia (Barranquilla, Bogota); Costa Rica (San Jose); Dom. Rep. (Santo Domingo); Ecuador (Guayaquil, Quito); El Salvador (San Salvador); Guatemala (Guatemala City); Haiti (Port-au-Prince); Honduras (Tegucigalpa); Jamaica (Kingston); Mexico (Ciudad Juárez, Guadalajara, Hermosillo, Mazatlán, Mérida, Mexico City, Monterrey, Tijuana); Netherlands Antilles (Curacao); Nicaragua (Managua); Panama (Panama City); Paraguay (Asuncion); Peru (Lima); Trinidad & Tobago (Port of Spain); and Venezuela (Caracas).<sup>14</sup>

DEA aerial surveillance operations are carried out by the agency's Office of Aviation, which has "posts of duty" in Peru, Colombia, Bolivia, Mexico, Puerto Rico, and the Bahamas. DEA training for foreign police takes place in host countries and at the DEA Training Academy in Quantico, Virginia.

Counterparts include all foreign police agencies, coast guards or other maritime law enforcement bodies, intelligence agencies (particularly drug-related intelligence agencies, where they exist), and armed forces charged with counter-drug responsibilities.

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<sup>14</sup> United States, Drug Enforcement Administration, "DEA Office Locations" (Washington: Drug Enforcement Agency, 2002) <<http://www.dea.gov/agency/domestic.htm>>.

### \*\*\* Excess Defense Articles (EDA)

#### ***Stated rationale, goals and objectives***

The Excess Defense Articles program serves as a sort of “cheap” grant arms-transfer program, allowing the U.S. government to transfer its used and surplus military equipment to foreign security forces. Defense articles no longer needed by the U.S. armed forces and eligible for transfer range from rations and uniforms to used vehicles, cargo aircraft, and ships. According to the State Department, "EDA articles are transferred in an 'as is, where is' condition to the recipient....with the recipient responsible for any required refurbishment and repair of the items as well as any associated transportation costs."<sup>15</sup>

#### ***Institutional apparatus***

The EDA program is authorized by section 516 of the Foreign Assistance Act of 1961 (P.L. 87-195, or the "FAA"), as amended. The State Department's Bureau of Political-Military Affairs sets policy for EDA, while the Defense Security Cooperation Agency (DSCA), within the Defense Department, manages it on a day-to-day basis. ([www.dsca.osd.mil/programs/eda/edamain.htm](http://www.dsca.osd.mil/programs/eda/edamain.htm)) Security Assistance Organizations (SAOs or “Milgroups”), military personnel in U.S. embassies overseas, manage EDA within recipient countries.

#### ***Budget trends and breakdown***

EDA is not considered an anti-narcotics program; the largest recipient for the past several years has been Argentina, the United States’ only “Major Non-NATO Ally” in the region but not among the region’s top drug source or transit countries. Some EDA has reflected anti-drug priorities, however, such as twelve Huey helicopters for Mexico in 1996 (53 others went as emergency drawdowns, a program discussed elsewhere) and several patrol boats for Eastern Caribbean countries.

#### **EDA offers, 1996-2001**

	1996		1997		1998		1999		2000		2001	
Country	Original value	Current value	Original value	Current value	Original value	Current value	Original value	Current value	Original value	Current value	Original value	Current value
Antigua and Barbuda					571,413.33	133,924	6,535	3,379				
Argentina	83,805,532	17,879,786	66,233,100	23,351,918	24,156,155	5,558,103	135,087,914	16,426,917	75,934,948	7,499,127	15,576,000	1,558,000
Bahamas							7,913,936	791,394				
Barbados							41,018	22,012				
Belize			208,216	41,640								
Bolivia	90,000	4,500			1,758,856.41	615,599.75	4,467,015	1,337,825	8,422,873	1,614,649		
Brazil											275,984,000	21,577,000
Chile	4,427,242	487,395			83,864,072	23,198,533	150,000	15,000	720,000	288,000	7,905,000	1,150,000
Colombia	151,827	7,591	1,857,000	91,950	12,453,840	1,208,634	47,130	23,565	6,607,208	2,124,868	3,795,000	1,025,000
Costa Rica	2,755	138					631,556	233,078	5,606,822	563,380	1,150,000	460,000
Dominica							1,900	1,000				
Dominican Republic	340,821	17,041	1,874,000	231,600	2,659,578	132,978.90	2,635,000	615,000	18,775,000	4,270,000		
Ecuador	281,860	14,213	375,000	77,250	1,875,000	375,000			7,530,690	391,606	1,350,000	526,000

<sup>15</sup> United States, Department of State, Congressional Presentation for Foreign Operations, Fiscal Year 2000 (Washington: February 1999): 1264.

Country	1996		1997		1998		1999		2000		2001	
	Original value	Current value	Original value	Current value	Original value	Current value	Original value	Current value	Original value	Current value	Original value	Current value
El Salvador											40,618,000	8,896,000
Grenada							10,100	5,200				
Guyana									4,027,498	604,125	480,000	192,000
Honduras					17,018	3,404	814,205	153,419	478,740	119,874	5,536,000	556,000
Jamaica	4,163,000	618,681			613,000	30,650	1,150,000	460,000				
Mexico	16,241,587	2,372,447	1,027,662	220,292							959,000	177,000
Nicaragua											720,000	288,000
Panama							7,673,208	2,491,963	1,150,000	460,000	15,000,000	6,000,000
Paraguay	75,700	3,784										
Peru	4,993,909	1,249,194					31,364,000	1,568,200	2,251,000	400,000		
St. Lucia					375,000	75,000	1,900	1,000				
St. Vincent and the Grenadines							1,900	1,000				
Trinidad and Tobago					9,063,936	1,136,394			575,000	230,000	575,000	230,000
Uruguay	24,220,884	4,002,700					1,440,000	492,000	1,045,661	232,181		
Venezuela	521,839	208,123			750,000	150,000	44,587,234	15,082,503	109,288	10,929	6,155,000	661,000
Regional Total	139,316,956	26,865,593	71,574,978	24,014,650	138,157,869	32,618,221	238,024,551	39,724,455	133,234,728	18,808,739	375,803,000	43,296,000

### ***Congressional committees responsible for oversight***

EDA is overseen by the House International Relations Committee and Senate Foreign Relations Committee. The Armed Services Committees and Foreign Operations Appropriations Subcommittees of both houses have some oversight responsibility as well.

### ***Presence and counterpart agencies in Latin America***

EDA recipients are usually host-country armed forces and police.

## **\* Exchanges**

### ***Stated rationale, goals and objectives***

The Defense Department is authorized to train foreign students at U.S. institutions at no charge, if part of an international agreement to train U.S. personnel at comparable foreign institutions. These “one-to-one” exchanges can involve individual military personnel or even entire units. Exchanges are not limited to counter-narcotics, and in fact counter-drug training only rarely takes place through exchanges.

### ***Institutional apparatus***

Exchanges are authorized by Section 544 of the Foreign Assistance Act, and carried out by the military departments (Army, Navy, Air Force, Marines) or Unified Commands (such as Southern Command).

### ***Budget trends and breakdown***

For budgeting purposes, exchanges are usually noted as no-cost items, as the other country is theoretically providing similar training for the same number of personnel.

The annual Foreign Military Training Report released in May 2002 reports 34 Latin American personnel trained through exchanges in 2001.<sup>16</sup> (This report should be comprehensive, but may not be.) Reliable information for past years is currently unavailable.

### ***Congressional committees responsible for oversight***

Exchanges are overseen by the House International Relations Committee and Senate Foreign Relations Committee and the Armed Services Committees of both houses. The Foreign Operations and Defense Appropriations Subcommittees of both houses have some oversight responsibility as well.

### ***Presence and counterpart agencies in Latin America***

In 2002, exchanges took place with Argentina, Bolivia, Brazil, Chile, Colombia, the Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Paraguay, Peru, Uruguay, and Venezuela. In all cases, according to the Foreign Military Training Report, they involved Army personnel attending the U.S. Military Academy at West Point.<sup>17</sup>

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<sup>16</sup> United States, Department of State, Department of Defense, *Foreign Military Training and DoD Engagement Activities of Interest* (Washington: State Department Bureau of Political-Military Affairs, May 2002) <<http://www.state.gov/t/pm/rls/rpt/fmtrpt/2002/>>.

<sup>17</sup> *Ibid.*

## **\*\* Exercises and Deployments**

### ***Stated rationale, goals and objectives***

Exercises are high-profile, short-term events in which U.S. military personnel are deployed for training, often through simulations of scenarios or conditions they might face as part of their operational duties.

The objectives of the exercise program in Latin America include:

- Training of U.S. military personnel;
- Training of Latin American military personnel;
- Fostering interoperability with potential military partners;
- Building interpersonal contacts and force collaboration;
- Serving as confidence-building measures among neighboring states; and
- When an exercise involves construction, providing "a tangible example of U.S. commitment to a country" and facilitating "subsequent U.S. deployments in response to regional crises."<sup>18</sup>

Exercises fall into three rough categories.

- Operational exercises normally do not include a foreign military. They involve U.S. personnel preparing for a scenario (such as a terrorist attack). The three operational exercises in 2002 are to take place in Honduras, Panama and Puerto Rico.<sup>19</sup>
- Foreign Military Interaction (FMI) exercises include foreign militaries, acting out a scenario such as peacekeeping, disaster relief, or counter-narcotics. Counter-narcotics FMI exercises are the only major example of exercises fulfilling an anti-drug objective.
- New Horizons exercises involve U.S. personnel building infrastructure or providing medical services.

### ***Institutional apparatus***

Exercises in the Western Hemisphere are planned and carried out by the U.S. Southern Command. ([www.southcom.mil](http://www.southcom.mil))

### ***Budget trends and breakdown***

The total annual cost of exercises is unknown, as it forms part of the Southern Command's annual training budget. Since U.S. personnel receive training, exercises are not considered "foreign military training" for budgetary purposes.

The U.S. Southern Command is to carry out sixteen exercises in 2002; this is roughly the same tempo as the past several years.<sup>20</sup>

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<sup>18</sup> United States, Department of Defense, National Defense University, "Chapter nine: Defense Engagement in Peacetime," Strategic Assessment 1996: Elements of U.S. Power, 1996, April 1998  
<<http://www.ndu.edu/ndu/inss/sa96/sa96ch09.html>>.

<sup>19</sup> United States Southern Command, "U.S. Southern Command Joint Exercise Program Overview" (Miami: Southern Command, June 2002).

<sup>20</sup> Ibid.

Fiscal Year 1996: 15 exercises	Fiscal Year 1997: 15 exercises	Fiscal Year 1998: 20 exercises	Fiscal Year 1999: 21 exercises	Fiscal Year 2000 (Projected): 17 exercises	Fiscal Year 2001	Fiscal Year 2002 (Projected): 16 exercises
<b>5 Operational exercises</b> <ul style="list-style-type: none"> <li>• Ellipse Echo</li> <li>• Noncombatant Evacuation Operations (NEO)</li> <li>• Fuertes Defensas (FD)</li> <li>• Rescue Forces</li> <li>• Eligible Receiver</li> </ul>	<b>4 Operational exercises</b> <ul style="list-style-type: none"> <li>• Ellipse Echo</li> <li>• "Fuerzas de Evacuación" Noncombatant Evacuation Operations (NEO)</li> <li>• Fuertes Defensas (FD)</li> <li>• Blue Advance</li> </ul>	<b>4 Operational Exercises</b> <ul style="list-style-type: none"> <li>• Ellipse Echo</li> <li>• Fuertes Defensas (FD)</li> <li>• Blue Advance</li> <li>• Blue Flag</li> </ul>	<b>3 Operational Exercises</b> <ul style="list-style-type: none"> <li>• Ellipse Echo</li> <li>• Fuertes Defensas (FD)</li> <li>• Blue Advance</li> </ul>	<b>2 Operational Exercises</b> <ul style="list-style-type: none"> <li>• Bow Drawn</li> <li>• Blue Advance</li> </ul>	Unknown	<b>3 Operational Exercises</b> <ul style="list-style-type: none"> <li>• Fuertes Defensas</li> <li>• Blazon Resolve</li> <li>• Blue Advance</li> </ul>
<b>1 Foreign Military Interaction (FMI) Field Training exercise (FTX)</b> <ul style="list-style-type: none"> <li>• UNITAS</li> </ul>	<b>2 Foreign Military Interaction (FMI) Field Training exercises (FTXs)</b> <ul style="list-style-type: none"> <li>• Cabanas</li> <li>• UNITAS</li> </ul>	<b>2 Foreign Military Interaction (FMI) Field Training exercises (FTXs)</b> <ul style="list-style-type: none"> <li>• Cabanas</li> <li>• UNITAS</li> </ul>	<b>3 Foreign Military Interaction (FMI) Field Training exercises (FTXs)</b> <ul style="list-style-type: none"> <li>• Cabanas</li> <li>• UNITAS</li> <li>• Tradewinds</li> </ul>	<b>3 Foreign Military Interaction (FMI) Field Training exercises (FTXs)</b> <ul style="list-style-type: none"> <li>• Cabanas</li> <li>• UNITAS</li> <li>• Tradewinds</li> </ul>	<b>4 Foreign Military Interaction (FMI) Field Training exercises (FTXs)</b> <ul style="list-style-type: none"> <li>• Tradewinds Maritime</li> <li>• Tradewinds Ground</li> <li>• Cabañas</li> <li>• Unitas</li> </ul>	<b>4 Foreign Military Interaction (FMI) Field Training exercises (FTXs)</b> <ul style="list-style-type: none"> <li>• Tradewinds Maritime</li> <li>• Tradewinds Ground</li> <li>• Cabañas</li> <li>• Unitas</li> </ul>
<b>6 Foreign Military Interaction (FMI) Command Post exercises (CPXs)</b>	<b>5 Foreign Military Interaction (FMI) Command Post exercises (CPXs)</b>	<b>4 Foreign Military Interaction (FMI) Command Post exercises (CPXs)</b> <ul style="list-style-type: none"> <li>• Fuerzas Aliadas Peacekeeping CentAm</li> <li>• Fuerzas Unidas Peacekeeping SouthAm</li> <li>• Fuerzas Aliadas Humanitarian</li> <li>• Tradewinds</li> </ul>	<b>1 Foreign Military Interaction (FMI) Command Post exercise (CPXs)</b> <ul style="list-style-type: none"> <li>• Fuerzas Unidas Peacekeeping South</li> </ul>	<b>1 Foreign Military Interaction (FMI) Command Post exercise (CPXs)</b> <ul style="list-style-type: none"> <li>• Fuerzas Aliadas Humanitarian</li> </ul>	<b>1 Foreign Military Interaction (FMI) Command Post exercise (CPXs)</b> <ul style="list-style-type: none"> <li>• PKO South</li> </ul>	<b>2 Foreign Military Interaction (FMI) Command Post exercises (CPXs)</b> <ul style="list-style-type: none"> <li>• PKO North</li> <li>• Fuerzas Aliadas Humanitarian</li> </ul>
		<b>1 Foreign Military Interaction (FMI) Seminar</b> <ul style="list-style-type: none"> <li>• United Counterdrug</li> </ul>	<b>4 Foreign Military Interaction (FMI) Seminars</b> <ul style="list-style-type: none"> <li>• United Counterdrug</li> <li>• Fuerzas Aliadas Chile</li> <li>• Fuerzas Aliadas Peacekeeping North</li> <li>• Fuerzas Aliadas Humanitarian</li> </ul>	<b>3 Foreign Military Interaction (FMI) Seminars</b> <ul style="list-style-type: none"> <li>• United Counterdrug</li> <li>• Fuerzas Aliadas Peacekeeping North</li> <li>• Fuerzas Unidas Peacekeeping South</li> </ul>	<b>2 Foreign Military Interaction (FMI) Seminars</b> <ul style="list-style-type: none"> <li>• PKO North</li> <li>• Fuerzas Aliadas Humanitarian</li> </ul>	<b>1 Foreign Military Interaction (FMI) Seminar</b> <ul style="list-style-type: none"> <li>• PKO South</li> </ul>
<b>3 Engineer exercises</b>	<b>4 Engineer exercises</b>	<b>9 Engineer exercises</b> <ul style="list-style-type: none"> <li>• New Horizons Bahamas</li> <li>• New Horizons Dominican Republic</li> <li>• New Horizons Ecuador</li> </ul>	<b>10 Engineer exercises</b> <ul style="list-style-type: none"> <li>• New Horizons Bahamas</li> <li>• New</li> </ul>	<b>8 Engineer exercises</b> <ul style="list-style-type: none"> <li>• New Horizons Antigua and Barbuda</li> </ul>	<b>6 Engineer exercises</b> <ul style="list-style-type: none"> <li>• NH Bahamas</li> <li>• NH Guatemala</li> </ul>	<b>6 Engineer exercises</b> <ul style="list-style-type: none"> <li>• NH Barbados</li> <li>• NH Dominica</li> </ul>



Fiscal Year 1996: 15 exercises	Fiscal Year 1997: 15 exercises	Fiscal Year 1998: 20 exercises	Fiscal Year 1999: 21 exercises	Fiscal Year 2000 (Projected): 17 exercises	Fiscal Year 2001	Fiscal Year 2002 (Projected): 16 exercises
		<ul style="list-style-type: none"> <li>• New Horizons El Salvador</li> <li>• New Horizons Haiti</li> <li>• New Horizons Honduras</li> <li>• New Horizons Jamaica</li> <li>• New Horizons Disease Intervention Peru</li> <li>• New Horizons St. Lucia</li> </ul>	<ul style="list-style-type: none"> <li>• Horizons Bolivia</li> <li>• New Horizons Dominica</li> <li>• New Horizons Dominican Republic (Hurricane Georges)</li> <li>• New Horizons El Salvador (Hurricane Mitch)</li> <li>• New Horizons Guatemala (Hurricane Mitch)</li> <li>• New Horizons Haiti</li> <li>• New Horizons Honduras (Hurricane Mitch)</li> <li>• New Horizons Nicaragua (Hurricane Mitch)</li> <li>• New Horizons St. Kitts and Nevis</li> </ul>	<ul style="list-style-type: none"> <li>• Barbuda</li> <li>• New Horizons Belize</li> <li>• New Horizons El Salvador</li> <li>• New Horizons Grenada</li> <li>• New Horizons Haiti</li> <li>• New Horizons Jamaica</li> <li>• New Horizons Nicaragua</li> <li>• New Horizons Trinidad and Tobago</li> </ul>	<ul style="list-style-type: none"> <li>• NH Honduras</li> <li>• NH Paraguay</li> <li>• NH St. Lucia</li> <li>• NH St. Vincent</li> </ul>	<ul style="list-style-type: none"> <li>• NH El Salvador</li> <li>• NH Jamaica</li> <li>• NH Nicaragua</li> <li>• NH Peru (canceled)</li> </ul>
	2 Skills Exchanges	4 New Horizons MED Skills Exchanges	4 New Horizons MED Skills Exchanges	4 New Horizons MED Skills Exchanges		
	3 "Caribbean EX"					

### ***Congressional committees responsible for oversight***

Exchanges are overseen by the House International Relations Committee and Senate Foreign Relations Committee and the Armed Services Committees of both houses. The Foreign Operations and Defense Appropriations Subcommittees of both houses have some oversight responsibility as well.

### ***Presence and counterpart agencies in Latin America***

Exercises have taken place with nearly every military in the region, as indicated in the above table. Police forces almost never take part.

## **\*\*\* Federal Bureau of Investigation (FBI)**

### ***Stated rationale, goals and objectives***

Though the FBI's role is overwhelmingly domestic, FBI agents do have a presence at some embassies, mainly to help host-country law enforcement agencies to investigate and apprehend criminals whose activities affect the United States. The FBI occasionally lends expertise, such as forensic or ballistic analysis, to investigations that do not involve U.S. interests. FBI officials also offer some training, which may be counter-narcotics training.

These activities take place through the bureau's Legal Attaché Program, which, according to its website, seeks "to help foster good will and gain greater cooperation with international police partners in support of the FBI's domestic mission. ... Legats not only help international police agencies with training activities, they facilitate resolution of the FBI's domestic investigations which have international leads. The Legat program focuses on deterring crime that threatens America such as drug trafficking, international terrorism, and economic espionage."<sup>21</sup>

More research on FBI activities in Latin America is urgently needed.

### ***Institutional apparatus***

The FBI is an agency of the Department of Justice. The Legal Attaché Program is overseen by the International Operations Branch of the Investigative Services Division at FBI Headquarters in Washington. ([www.fbi.gov](http://www.fbi.gov))

### ***Budget trends and breakdown***

The budget of the FBI's Legal Attaché program, as well as that for all overseas activities is unknown. It is currently unclear whether, and how much, Justice Department funds may be used to train foreign personnel.

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Judiciary Committees of both houses, the Commerce, Justice, State, and Judiciary Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee, the Senate Foreign Relations Committee, the Foreign Operations Appropriations Subcommittees of both houses, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

### ***Presence and counterpart agencies in Latin America***

The FBI maintains Legal Attaché offices in Argentina, Barbados, Brazil, Chile, Colombia, the Dominican Republic, Mexico, Panama, and Venezuela. Law enforcement agencies (rarely militaries) serve as counterparts in Latin America.

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<sup>21</sup> United States, Federal Bureau of Investigation, "Legats" (Washington, FBI, 2002) <<http://www.fbi.gov/contact/legat/legat.htm>>.

### \*\*\* Foreign Military Financing (FMF)

#### ***Stated rationale, goals and objectives***

The Foreign Military Financing (FMF) program provides grants and loans to help countries purchase U.S.-produced weapons, defense equipment, defense services and military training. FMF exists primarily to fund arms transfers, as military training is normally granted through the International Military Education and Training (IMET) program (discussed elsewhere). However, FMF does support a good deal of training. According to the annual Foreign Military Training Report released in May 2002, FMF paid for the training of 831 Latin American military personnel in 2001.

FMF is considered the main non-counternarcotics grant arms transfer program in the U.S. foreign aid budget. However, some FMF – especially when used for training – does occasionally benefit foreign units with anti-drug responsibilities.

#### ***Institutional apparatus***

The FMF program is authorized by sections 23 and 24 of the Arms Export Control Act (P.L. 90-269). The State Department's Bureau of Political-Military Affairs sets policy for FMF, while the Defense Security Cooperation Agency (DSCA), within the Defense Department, manages it on a day-to-day basis. Security Assistance Organizations (SAOs or “Milgroups”), military personnel in U.S. embassies overseas, manage FMF within recipient countries. Congress appropriates funds for FMF through the yearly Foreign Operations Appropriations Act.

#### ***Budget trends and breakdown***

Used heavily during the 1980s, FMF levels tapered off to nearly nothing by the mid-1990s. It appears to be making a comeback, however. FMF amounts have been increasing, and the Bush administration is asking Congress for \$104 million in FMF in 2002 and 2003 to help Colombia's military guard the Caño Limón-Coveñas oil pipeline. Several of Colombia's neighbors (Bolivia, Ecuador, Panama and Peru) are to receive FMF as part of a “Regional Stability” program aimed at containing spillover of Colombian instability.

Country	1996 actual	1997 actual	1998 actual	1999 actual	2000 actual	2001 actual	2002 estimate	2003 request
Antigua and Barbuda	\$50,000	\$225,000	\$310,000	\$410,000				
Argentina	\$0	\$0	\$1,250,000	\$1,850,000	\$450,000	\$998,000	\$1,000,000	\$2,000,000
Bahamas	\$75,000	\$75,000	\$140,000	\$130,000	\$50,000	\$139,000	\$100,000	\$100,000
Barbados	\$200,000	\$100,000	\$75,000	\$75,000				
Belize	\$75,000	\$75,000	\$100,000	\$100,000	\$100,000	\$200,000	\$200,000	\$300,000
Bolivia	\$0	\$0	\$0	\$17,253	\$0	\$0	\$500,000	\$2,000,000
Chile	\$0	\$0	\$300,000	\$400,000	\$278,671	\$0	\$500,000	\$1,000,000
Colombia	\$0	\$0	\$0	\$440,788	\$24,524	\$0	\$6,000,000	\$98,000,000
Dominica	\$50,000	\$100,000	\$115,000	\$145,000				
Dominican Republic	\$0	\$100,000	\$225,000	\$396,961	\$400,000	\$649,000	\$350,000	\$320,000
Ecuador	\$0	\$0	\$0	\$79,068	\$0	\$0	\$0	\$1,000,000
El Salvador	\$0	\$0	\$0	\$42,999	\$104,185	\$0	\$1,000,000	\$2,500,000
Grenada	\$350,000	\$100,000	\$145,000	\$190,000				
Guyana	\$75,000	\$0	\$100,000	\$100,000	\$100,000	\$124,000	\$200,000	\$400,000

Country	1996 actual	1997 actual	1998 actual	1999 actual	2000 actual	2001 actual	2002 estimate	2003 request
Haiti	\$0	\$225,000	\$650,000	\$390,000	\$300,000	\$0	\$300,000	\$400,000
Honduras	\$0	\$0	\$0	\$116,884	\$5,320	\$0	\$0	\$0
Jamaica	\$600,000	\$415,000	\$450,000	\$475,000	\$500,000	\$584,000	\$600,000	\$700,000
Nicaragua	\$0	\$0	\$0	\$0	\$0	\$0	\$500,000	\$500,000
Panama	\$0	\$0	\$0	\$595,036	\$0	\$0	\$0	\$1,000,000
Peru	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$1,000,000
St. Kitts and Nevis	\$50,000	\$100,000	\$130,000	\$155,000				
St. Lucia	\$50,000	\$100,000	\$160,000	\$195,000				
St. Vincent and the Grenadines	\$50,000	\$100,000	\$110,000	\$130,000				
Suriname	\$75,000	\$0	\$0	\$0	\$0	\$0	\$150,000	\$250,000
Trinidad and Tobago	\$300,000	\$285,000	\$290,000	\$225,000	\$250,000	\$300,000	\$300,000	\$400,000
Uruguay	\$0	\$0	\$800,000	\$800,000	\$4,602	\$0	\$1,000,000	\$1,000,000
Eastern Caribbean Regional					\$1,300,000	\$1,996,000	\$2,000,000	\$2,130,000
<b>Total</b>	<b>\$2,000,000</b>	<b>\$2,000,000</b>	<b>\$5,350,000</b>	<b>\$7,558,989</b>	<b>\$3,867,302</b>	<b>\$4,990,000</b>	<b>\$14,700,000</b>	<b>\$115,000,000</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee, and the Foreign Operations Appropriations Subcommittees of both houses.

### ***Presence and counterpart agencies in Latin America***

Weapons, equipment and training transferred through FMF benefits both militaries and police forces throughout the region. Police forces only qualify for FMF-funded training if the training meets one of the following descriptions.

- Training in maritime law enforcement and other maritime skills;
- Training of police forces participating in the regional security system (RSS) of the Eastern Caribbean;
- Training related to the monitoring and enforcement of sanctions;
- Training provided to help rebuild civilian police authority in post-conflict societies;
- "Professional public safety training," which includes training in human rights, the rule of law, anti-corruption, and "the promotion of civilian police roles that promote democracy"; or
- Training in countries which have longstanding democratic traditions, do not have standing armed forces, and do not engage in consistent patterns of gross human-rights violations.

## **\*\* Foreign Military Sales (FMS)**

### ***Stated rationale, goals and objectives***

The Foreign Military Sales (FMS) program manages government-to-government purchases of weapons and other equipment, defense services, and military training. A military buying weapons through the FMS program does not deal directly with the company that makes them. The Defense Department serves as an intermediary, usually handling procurement, logistics and delivery and often providing product support and training.

FMS should be distinguished from the Direct Commercial Sales program (DCS, discussed elsewhere), which oversees sales between foreign governments and private U.S. companies, and the Foreign Military Financing program (FMF, discussed elsewhere), which provides grants and loans for FMS and DCS purchases.

Some equipment that Latin American countries purchase gets used for counter-narcotics reasons; reporting on FMS even separates out “international narcotics” purchases by Bolivia, Colombia, Ecuador and Peru. Anti-drug purchases are relatively rare, however, since grant counter-narcotics aid programs provide large amounts of assistance for free. Items purchased through FMS or DCS are not bound by human rights and other restrictions.

### ***Institutional apparatus***

The FMS program is authorized by the Arms Export Control Act (P.L. 90-269). The State Department's Bureau of Political-Military Affairs sets policy, while the Defense Security Cooperation Agency (DSCA), within the Defense Department, manages it on a day-to-day basis. Security Assistance Organizations (SAOs or “Milgroups”), military personnel stationed at U.S. embassies, promote the sale of U.S.-produced defense items and carry out most tasks associated with managing FMS “cases,” or agreements to make a sale.

### ***Budget trends and breakdown***

Most countries have not registered significant increases in FMS, with two exceptions. Colombia has increased its purchases to fund its intensifying war, including the purchase of at least fourteen UH-60 Blackhawk helicopters since 2000. Chile’s purchase of F-16 aircraft is also taking place through FMS.

(Thousands of U.S. dollars)

Country	1996 actual		1997 actual		1998 actual		1999 actual		2001 actual	2002 estimate	2003 estimate
Antigua and Barbuda	0	174	262	140	2	341	0	214	450	50	50
Argentina	3,291	17,382	18,981	5,737	5,093	7,298	12,494	10,362	9,413	5,000	6,000
The Bahamas	0	0	51	0	60	47	36	18	0	50	150
Barbados	668	539	139	296	7,642	514	0	267	35	25	25
Belize	0	314	327	314	18	67	791	169	186	80	100
Bolivia	378	378	3	7	454	238	0	58	997	1,750	2,000
Bolivia, Int'l. Narcotics	5,662	10,265	9,124	6,949	1,120	7,035	1,787	4,409	1,259	680	100
Brazil	49,429	169,283	24,962	37,611	24,618	43,560	14,769	34,024	8,794	8,000	8,000

Country	1996 actual		1997 actual		1998 actual		1999 actual		2001 actual	2002 estimate	2003 estimate
Chile	2,559	2,512	2,322	2,370	1,371	2,110	4,206	2,462	2,608	541,000	2,000
Colombia	10,056	45,822	74,987	21,155	8,653	68,226	3,420	19,163	16,588	26,700	10,000
Colombia, Int'l. Narcotics	9,146	19,425	0	6,935	2,034	8,748	1,099	5,548	2,311	0	0
Costa Rica	117	916	175	120	0	138	0	37	0	30	50
Dominica	0	182	0	52	0	307	0	221	120	60	60
Dominican Republic	441	418	187	470	116	324	441	154	515	400	400
Ecuador	405	1,508	4,158	1,211	3,548	1,761	0	1,315	360	2,610	3,600
Ecuador, Int'l. Narcotics	1,167	168	1,812	942	76	345	655	371	135	150	100
El Salvador	4,159	19,173	6,703	7,062	7,723	7,016	337	4,601	1,643	2,010	1,860
Grenada	0	406	353	173	0	497	0	116	145	25	25
Guatemala	0	0	0	0	0	0	0	0	0	0	0
Guyana	0	10	70	47	0	3	0	67	415	200	200
Haiti	5,536	2,063	877	1,924	531	606	0	518	0	0	0
Honduras	7,778	19,173	910	5,077	3,315	4,659	566	4,658	754	350	750
Jamaica	870	2,374	50	614	217	591	165	136	499	500	500
Mexico	4,837	4,430	27,663	9,527	1,313	2,722	5,651	1,799	21,421	10,300	5,500
Nicaragua	0	0	0	<0.5	0	0	0	0	0	0	0
OAS Hqs.	561	173	601	395	0	151	0	643	0	0	0
Panama	170	146	0	195	0	16	222	48	155	500	100
Paraguay	0	204	31	16	116	193	30	30	26	169	50
Peru	5	125	285	252	4,220	1,013	30	1,943	3,125	1,125	800
Peru, Int'l Narcotics	0	885	100	899	472	928	157	310	392	50	50
St. Kitts and Nevis	80	228	187	22	0	216	212	150	105	25	25
St. Lucia	0	610	0	174	0	234	0	201	145	25	25
St. Vincent and the Grenadines	0	1,366	66	159	0	289	3	263	105	25	25
Suriname	0	0	0	0	0	0	0	0	0	0	0
Trinidad & Tobago	347	165	185	178	303	388	0	577	244	150	150
Uruguay	1,375	1,926	1,078	1,177	462	902	1,033	398	3,528	1,250	1,700
Venezuela	23,501	21,332	59,421	21,464	5,968	30,852	9,564	31,710	35,624	19,600	20,000
<b>Total</b>	<b>132,538</b>	<b>344,075</b>	<b>236,070</b>	<b>133,664</b>	<b>79,445</b>	<b>192,335</b>	<b>57,668</b>	<b>126,960</b>	<b>112,097</b>	<b>622,889</b>	<b>64,395</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee, and the Armed Services Committees of both houses.

### ***Presence and counterpart agencies in Latin America***

Nearly every country in the region participates in the FMS program. Military and police forces are the main beneficiaries.

## **\*\*\*\*\* Forward Operating Locations (FOLs) and radar sites**

### ***Stated rationale, goals and objectives***

U.S. military personnel on counter-drug missions maintain an operational presence at several sites in the region. Though they likely serve other anti-drug intelligence-gathering missions, these facilities' main purpose is to detect aircraft suspected of drug smuggling.

Under arrangements that the Defense Department calls "Forward Operating Locations," or "FOLs," U.S. aircraft on anti-drug detection and monitoring missions have access to three air bases that are formally owned and operated by the host countries. Small numbers of military, DEA, Coast Guard and Customs personnel are stationed at the FOLs to support the U.S. aircraft and to coordinate communications and intelligence.

Agreements for FOLs were signed in 1999 and 2000. An Andean region FOL is operating at the Eloy Alfaro International Airport in Manta, Ecuador. A "northern drug source zone" FOL is at the Reina Beatrix International Airport in Aruba and the Hato International Airport in nearby Curaçao, Netherlands Antilles. A third Central American FOL is at the International Airport in Comalapa, El Salvador.

Smaller numbers of U.S. personnel on anti-drug missions have access to several foreign air bases or "Forward Operating Sites" for refueling, repairs or shorter missions. More research is required about these locations.

The United States maintains about seventeen radar sites in the region to detect possible drug-smuggling flights. Seven of these are Ground Based Radars (GBRs), three in Peru (Iquitos, Andoas and Pucallpa) and three in Colombia (San José del Guaviare, Marandúa, Tres Esquinas and Leticia). The rest are mobile, in secret locations, or part of the Air Force's Caribbean Basin Radar Network, which operates in six countries.

Most radars are located on host-country military bases; within the stations themselves, however, U.S. personnel are in charge of their own security. The radar sites are usually manned by contractors or personnel from the U.S. military, including some National Guard and reserves. "A typical detachment," according to a Southern Command publication, "consists of 36 to 45 personnel. Perhaps 30 to 40 percent are radar technicians."<sup>22</sup>

The U.S. Navy has completed a new "Relocatable Over-the-Horizon Radar" (ROTHR) in Puerto Rico to detect narcotics smuggling flights in South America. The new site is located at Fort Allen in central Puerto Rico and on the small island of Vieques off the island's east coast.

### ***Institutional apparatus***

FOLs and radar sites are administered by the U.S. Southern Command, with the exception of the

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<sup>22</sup> Richard K. Kolb, "Tracking the Traffic. U.S. Southcom Counters Cocaine at the Source," Dialogo: The military forum of the Americas. (U.S. Southern Command: July-September 1997)  
<<http://www.allenwayne.com/dialogo/julsep97/frames/article.htm>>.

Caribbean Basin Radar Network, which is operated by the U.S. Air Force. DEA, CIA, Customs, Coast Guard and perhaps FBI personnel also participate at both FOLs and radar sites.

### ***Budget trends and breakdown***

Most costs of operating FOLs and radar sites are financed through the Defense Department's Drug Interdiction and Counter-Drug Activities account (\$842,581,000 in 2002). The exact amounts devoted to each are currently unknown.

Military construction costs to improve the FOLs totaled at least \$137.2 million, as indicated in an October 2000 White House report to Congress, which included the table below.<sup>23</sup> Much of this amount was financed by the "Plan Colombia" supplemental aid package passed in July 2000.

<b>1. Project</b>	<b>Cost</b>	<b>Status</b>
Plan and Design Aruba/Curacao/Manta	\$10.8M	Funded
Manta Runway, Taxiway, Ramp	\$38.6M	In CO Supl/MILCON Bill
Manta Vertical Construction	\$22.673M	In CO Supl/MILCON Bill
Curacao Ramp, Taxiway, Rinse Facility	\$29.5M	In CO Supl/MILCON Bill
Curacao Vertical Construction	\$14.4M	In CO Supl/MILCON Bill
Aruba Ramp/Rinse Facility	\$8.8M	In CO Supl/MILCON Bill
Aruba Hangar/Squadron Operations	\$1.45M	In CO Supl/MILCON Bill
Plan and Design El Salvador	\$1.1M	In CO Supl/MILCON Bill
El Salvador (CENTAM) Construction	\$9.87M	Unfunded
<b>GRAND TOTAL</b>	<b>\$137.193M</b>	<b>\$9.87M (Unfunded)</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee, the Senate Foreign Relations Committee, the Military Construction Appropriations Subcommittees of both houses, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

### ***Presence and counterpart agencies in Latin America***

Intelligence about suspicious flights gathered by FOLs and radar sites is shared with host-nation security forces, which carry out the "endgame operation" (contacting, forcing down or even shooting down suspected smugglers).

<sup>23</sup> United States, The White House, "Report On U.S. Policy And Strategy Regarding Counterdrug Assistance To Colombia And Neighboring Countries," (Washington: The White House, October 26, 2000) <<http://ciponline.org/colombia/102601.htm>>.



## \* Humanitarian and Civic Assistance (HCA)

### ***Stated rationale, goals and objectives***

Humanitarian Civic Assistance (HCA) is the Defense Department's term for relief and development activities that take place in the context of an overseas military exercise, training or operation. Under the HCA program, U.S. military personnel participating in overseas deployments carry out humanitarian activities such as road and school construction, vaccination of children and animals, and well digging. HCA programs are often executed with the involvement of host-country civilian and military personnel. U.S. National Guard or reserve units are involved in many HCA activities. Counter-narcotics is not an HCA objective, and deployments do not appear to reflect counter-drug priorities.

### ***Institutional apparatus***

Section 401 of Title 10, U.S. Code authorizes the Humanitarian and Civic Assistance program. The Southern Command administers HCA within Latin America.

### ***Budget trends and breakdown***

The HCA program has seen an increase in the number of recipient countries since the mid-1990s, and a jump in activity in the wake of Hurricanes Georges and Mitch. The program has undergone no dramatic changes, however, nor is it expected to do so.

Country	1996	1997	1998	1999	2000
Antigua and Barbuda					83,000
Bahamas			100,000	81,097	
Belize	263,859.53	389,141	153,998	100,650	1,049,276
Bolivia	21,300.92	148,849	159,900	569,490	165,941
Chile			10,000		
Colombia				56,966	34,045
Costa Rica	54,052.29	57,038	43,000	67,000	29,423
Dominica		65,000		123,081	
Dominican Republic		75,000	104,058	747,087	101,625
Ecuador	349,504.38	349,390	155,156	136,912	81,931
El Salvador	551,676.07	122,220	450,278	1,088,550	585,745
Grenada		80,975		22,638	420,737
Guatemala	49,844.99	117,851	154,165	777,170	98,912
Guyana	18,200.00	424,541	30,000	30,000	32,944
Haiti		536,737	316,303	208,812	524,755
Honduras	493,227.85	84,643	664,988	1,776,899	301,619
Jamaica		84,309			201,247
Nicaragua	21,941.64	24,787	48,181	668,189	209,945
Panama	748,395.27	536,361			
Paraguay	25,043.10	31,570	30,000		
Peru	92,045.10	82,451	229,659	126,747	246,021
St. Kitts				132,208	
St. Lucia			100,736		

Country	1996	1997	1998	1999	2000
Suriname			29,999		
Trinidad & Tobago		80,178	29,999		180,000
<b>Total</b>	<b>2,689,091.14</b>	<b>3,291,041</b>	<b>2,880,421</b>	<b>6,713,496</b>	<b>4,347,166</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

Foreign militaries occasionally participate in HCA exercises, but since the primary purpose of these activities is to train U.S. personnel, their role is usually limited to providing perimeter security while the exercise takes place.

## **\*\* Inter-American Air Forces Academy (IAAFA)**

### ***Stated rationale, goals and objectives***

The Inter-American Air Forces Academy (IAAFA), located at Lackland Air Force Base in San Antonio, Texas, defines its mission as providing “professional, technical, and managerial training in Spanish, to military forces and governmental agencies of Latin America and the Caribbean.”<sup>24</sup> Like the U.S. Army’s Western Hemisphere Institute for Security Cooperation (former School of the Americas, discussed elsewhere), the IAAFA is a major U.S. destination for Latin American military trainees.

Most courses offered at the IAAFA are technical (see the catalog on the academy’s website <http://www.lackland.af.mil/iaafa/>) and have little counter-drug content. However, the school does teach, in Spanish, courses covering maintenance and operation of several types of helicopters and fixed-wing aircraft flown on anti-drug missions. In addition, the State Department’s International Narcotics Control program (INC, discussed elsewhere) does fund some students.

### ***Institutional apparatus***

Legal authority for the Academy is located in Section 9415 of Title 10, U.S. Code. The IAAFA is operated by the U.S. Air Force’s Air Education and Training Command. The U.S. Southern Command plays an important role in the school’s management and selection of students. ([www.lackland.af.mil/iaafa](http://www.lackland.af.mil/iaafa))

### ***Budget trends and breakdown***

The fixed cost of running the Academy is not currently known. It is part of the Air Force’s operation and maintenance budget and is not considered part of “security assistance.” Students’ costs are paid through security assistance programs such as Foreign Military Financing, International Narcotics Control or International Military Education and Training (FMF, INC and IMET, discussed elsewhere). In some cases, students’ countries buy IAAFA training through the Foreign Military Sales program (FMS, discussed elsewhere).

**IAAFA students**

	1996		1997		1998	
	No. of students	% of total	No. of students	% of total	No. of students	% of total
Argentina	7	1.1%	19	2.2%	<u>28</u>	3.1%
Belize	0	0%	2	0.2%	<u>1</u>	0.1%
Bolivia	61	9.7%	91	10.3%	<u>26</u>	2.9%
Brazil	2	0.3%	24	2.7%	<u>7</u>	0.8%
Chile	5	0.8%	3	0.3%	<u>7</u>	0.8%
Colombia	92	14.6%	128	14.5%	<u>98</u>	10.8%
Costa Rica	21	3.3%	32	3.6%	<u>36</u>	4.0%
Dominican Republic	15	2.4%	27	3.1%	<u>26</u>	2.9%
Ecuador	65	10.3%	69	7.8%	<u>32</u>	3.5%

<sup>24</sup> United States, Department of Defense, Inter-American Air Forces Academy, web page <<http://www.lackland.af.mil/iaafa/>>.

	1996		1997		1998	
	No. of students	% of total	No. of students	% of total	No. of students	% of total
El Salvador	85	13.5%	31	3.5%	<u>16</u>	1.8%
Guatemala	0	0%	4	0.5%	<u>10</u>	1.1%
Honduras	29	4.6%	18	2.0%	<u>49</u>	5.4%
Mexico	141	22.4%	260	29.5%	<u>336</u>	37.2%
Panama	24	3.8%	13	1.5%	<u>10</u>	1.1%
Paraguay	1	0.2%	10	1.1%	<u>5</u>	0.6%
Peru	22	3.5%	61	6.9%	<u>111</u>	12.3%
Uruguay	17	2.7%	40	4.5%	<u>27</u>	3.0%
Venezuela	43	6.8%	49	5.6%	<u>79</u>	8.7%
<b>Total</b>	<b>630</b>	<b>100%</b>	<b>881</b>	<b>100%</b>	<b>904</b>	<b>100%</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

The academy's students appear to come overwhelmingly from the region's air forces, though members of other armed services attend as well. Little or no police are trained at the IAAFA.

## **\* International Criminal Investigations and Training Assistance Program (ICITAP)**

### ***Stated rationale, goals and objectives***

ICITAP seeks to:

- Enhance investigative and forensic capabilities;
- Assist in development of training curricula for law enforcement personnel;
- Improve administrative capabilities of law enforcement agencies;
- Improve police relationships with communities; and
- Improve capabilities to respond to new criminal justice issues.

ICITAP is not a military training program; it is a program for training civilian police and judicial functionaries. Its purpose is not explicitly anti-narcotic, though it helps improve capacities of police forces in some major drug-producing and drug-transit countries.

### ***Institutional apparatus***

ICITAP is authorized by section 534(b)(3) of the Foreign Assistance Act of 1961 (P.L. 87-195). ICITAP is managed and administrated by the Justice Department, but its funding passes through the U.S. Agency for International Development and the State Department is responsible for policy guidance. ([www.usdoj.gov/criminal/icitap/](http://www.usdoj.gov/criminal/icitap/))

### ***Budget trends and breakdown***

The 2001 ICITAP budget in Latin America totaled \$6.985 million; it is estimated at \$10 million in 2002 and \$11 million in 2003.<sup>25</sup> A current budget breakdown is presently unavailable.

#### **ICITAP request for 2000<sup>26</sup>**

Country	Program goals	2000 estimate
Bolivia	Assist police in implementing new criminal procedure code	\$750,000
Colombia	Unify training curricula and structures of three investigative police organizations	\$750,000
Dominican Republic	Modernize criminal justice system	\$1,000,000
Ecuador	Assist development of investigative / prosecutive task forces	\$500,000
El Salvador	Refine new police force's procedures for preventing and responding to the most commonly committed crimes	\$1,500,000
Guatemala	Support the new police force's development, emphasizing its Criminal Investigations Service	\$2,000,000
Honduras	Support implementation of the 1998 Police Law which separated the police from military control	\$1,000,000
Nicaragua	Support police in implementation of new criminal and criminal procedure codes	\$1,000,000
Panama	Integrate Technical Judicial Police into the criminal justice process	\$500,000
Venezuela	Support implementation of new criminal procedure code	\$1,000,000

<sup>25</sup> United States, Department of State, *FY 2003 Congressional Budget Justification for Foreign Operations* (Washington, DC: Department of State, April 15, 2002) <<http://www.state.gov/m/rm/rls/cbj/2003/>>.

<sup>26</sup> United States, Department of State, *Congressional Presentation for Foreign Operations, Fiscal Year 2000*, (Washington: Department of State: March 1999): 936-7.

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee, both houses' Judiciary Committees, and both houses' Foreign Operations Appropriations Subcommittees.

### ***Presence and counterpart agencies in Latin America***

ICITAP currently maintains police assistance programs in Bolivia, Colombia, El Salvador, Guatemala, Honduras, and Nicaragua.<sup>27</sup> "Political and legislative developments permitting," reads the State Department's 2003 Congressional Presentation for foreign aid, "it is possible that programs would also be initiated in Argentina, Venezuela, Ecuador, the Dominican Republic, and the English Caribbean."<sup>28</sup>

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<sup>27</sup> United States, Department of Justice, ICITAP home page (Washington: 2002) <<http://www.usdoj.gov/criminal/icitap/index.html>>.

<sup>28</sup> United States, Department of State, *FY 2003 Congressional Budget Justification for Foreign Operations* (Washington, DC: Department of State, April 15, 2002) <<http://www.state.gov/m/rm/rls/cbj/2003/>>.

### **\*\*\* International Law Enforcement Academy (ILEA)**

#### ***Stated rationale, goals and objectives***

The Department of State began the ILEA program in 1995, establishing regional centers for training of law enforcement officials. The training focuses on skills needed to fight international crime networks. ILEAs are currently operating in Budapest, Hungary, Bangkok, Thailand, and Gaborone, Botswana, and a Latin American ILEA will begin operation in San Jose, Costa Rica in late 2002.

According to the U.S. Drug Enforcement Administration's website:

In 2002, Costa Rica was selected as the permanent site for the newly established ILEA South. An agreement between the Department of State, Bureau of International Narcotics and Law Enforcement Affairs (INL) and the government of Costa Rica was recently formalized providing international law enforcement training to law enforcement personnel in Central and South America. DEA has been appointed to serve in the position of Deputy Director of ILEA Costa Rica, which will become operational in late 2002.<sup>29</sup>

ILEA training "consists of both general law enforcement training as well as specialized training for mid-level managers in police and other law enforcement agencies," according to the State Department's 2003 Congressional Presentation for foreign aid.<sup>30</sup>

Another ILEA at Roswell, New Mexico, will open in late 2002. This facility will provide advanced training for graduates of the four regional academies.

#### ***Institutional apparatus***

The International Narcotics and Law Enforcement affairs bureau of the State Department plays a leading role in managing and funding the ILEAs. The Department of Justice, particularly the DEA, plays a key role in the academies' management and curriculum.

#### ***Budget trends and breakdown***

Budget figures for the new institutions are currently unknown.

#### ***Congressional committees responsible for oversight***

Responsible congressional committees probably include the House International Relations Committee and the Senate Foreign Relations Committee, both houses' Judiciary Committees, and both houses' Foreign Operations Appropriations Subcommittees.

#### ***Presence and counterpart agencies in Latin America***

The academies' intended students are members of law enforcement agencies, particularly police forces and investigative services.

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<sup>29</sup> United States, Drug Enforcement Administration, "Training" (Washington: 2002) <<http://www.dea.gov/programs/training.htm>>.

<sup>30</sup> United States, Department of State, *FY 2003 Congressional Budget Justification for Foreign Operations* (Washington, DC: Department of State, April 15, 2002) <<http://www.state.gov/m/rm/rls/cbj/2003/>>.

## \* International Military Education and Training (IMET)

### *Stated rationale, goals and objectives*

IMET is often considered to be the "traditional" U.S. military training program. It pays for the training or education of foreign military and a small number of civilian and police personnel. A wide variety of courses at U.S. military training facilities – some 2,000, including topics ranging from counterintelligence to helicopter repair to military justice systems – qualify for IMET funding. On occasion, IMET-funded programs are conducted in the recipient country by mobile education and training teams, U.S. instructors who go to foreign countries to teach courses to groups of students in their native language.

About 30 percent of IMET funding in Latin America goes to "expanded IMET" (E-IMET). A subset of IMET, E-IMET funds non-combat courses that are available to some foreign civilians as well as to military personnel.

Counter-narcotics training is not a main IMET objective. Indeed, most counter-drug courses are funded through the State Department's International Narcotics Control (INC) program and the Defense Department's "Section 1004" account (both discussed elsewhere). Some overlap occurs, however, and IMET occasionally pays for a counter-drug course.

### *Institutional apparatus*

Chapter 5 of Part II of the Foreign Assistance Act of 1961 (P.L. 87-195), as amended, authorizes the IMET program. It is funded through the foreign aid budget. The State Department's Bureau of Political-Military Affairs sets policy for IMET, while the Defense Security Cooperation Agency (DSCA), within the Defense Department, manages it on a day-to-day basis. Security Assistance Organizations (SAOs or "Milgroups"), military personnel in U.S. embassies overseas, manage IMET within recipient countries.

### *Budget trends and breakdown*

Regional IMET funding is increasing substantially, with the 2003 request about 50 percent over mid-1990s levels. This trend, however, is not unique to Latin America – the IMET program is growing at a similar rate worldwide.

(Thousands of U.S. dollars)

Country	1996		1997		1998		1999		2000		2001		2002 est.		2003 req.	
Antigua & Barbuda	\$100	11	\$93	13	\$123	16	\$109	16	\$113	12	\$130	14	\$675 (shared with eastern Caribbean)	15	\$700 (shared with eastern Caribbean)	59 (shared with eastern Caribbean)
Argentina	\$542	186	\$603	179	\$607	211	\$613	197	\$740	191	\$846	210	\$1,000	248	\$1,000	248
Bahamas	\$100	19	\$107	12	\$110	16	\$127	17	\$112	10	\$110	12	\$140	15	\$140	15
Barbados	\$100	12	\$103	9	\$60	6	\$57	6	\$71	9	\$80	10	\$675 (shared with eastern Caribbean)	15	\$700 (shared with eastern Caribbean)	59 (shared with eastern Caribbean)
Belize	\$250	81	\$208	49	\$258	32	\$175	33	\$161	20	\$223	18	\$275	22	\$175	14
Bolivia	\$535	133	\$509	163	\$570	66	\$533	76	\$548	88	\$665	73	\$700	77	\$800	88
Brazil	\$200	38	\$222	41	\$220	19	\$206	30	\$223	22	\$241	26	\$440	47	\$500	54
Chile	\$366	187	\$395	167	\$453	187	\$478	174	\$499	201	\$550	348	\$570	361	\$600	380
Colombia	\$147	32	\$0	0	\$885	261	\$917	611	\$900	763	\$1,040	513	\$1,180	582	\$1,180	582
Costa Rica	\$198	69	\$200	92	\$241	101	\$240	53	\$280	69	\$297	51	\$350	60	\$400	69



Country	1996		1997		1998		1999		2000		2001		2002 est.		2003 req.	
Dominica	\$40	6	\$32	5	\$40	7	\$50	6	\$58	7	\$65	8	\$675 (shared with eastern Caribbean)	9	\$700 (shared with eastern Caribbean)	59 (shared with eastern Caribbean)
Dominican Republic	\$500	70	\$622	70	\$556	47	\$493	47	\$487	36	\$513	58	\$500	57	\$500	57
Ecuador	\$500	135	\$425	118	\$534	141	\$569	162	\$518	94	\$550	107	\$625	122	\$650	126
El Salvador	\$541	207	\$455	234	\$512	241	\$491	181	\$523	143	\$653	243	\$800	298	\$900	335
Grenada	\$40	9	\$49	7	\$58	10	\$59	6	\$47	6	\$70	9	\$675 (shared with eastern Caribbean)	10	\$700 (shared with eastern Caribbean)	59 (shared with eastern Caribbean)
Guatemala	\$0	0	\$205	122	\$223	83	\$253	103	\$228	19	\$291	33	\$350	40	\$350	40
Guyana	\$214	31	\$178	72	\$181	17	\$216	20	\$168	16	\$192	15	\$275	21	\$275	21
Haiti	\$250	9	\$275	125	\$290	107	\$160	2	\$222	39	\$0	0	\$0	0	\$50	2
Honduras	\$500	213	\$425	164	\$500	197	\$560	221	\$548	208	\$546	111	\$625	127	\$650	132
Jamaica	\$450	73	\$487	66	\$504	87	\$472	57	\$461	118	\$465	70	\$600	90	\$600	90
México	\$1,000	221	\$1,008	192	\$921	165	\$918	194	\$865	95	\$1,000	116	\$1,150	133	\$1,250	145
Nicaragua	\$0	0	\$57	4	\$74	26	\$200	55	\$194	135	\$222	76	\$375	128	\$400	137
Panama	\$0	0	\$0	0	\$0	0	\$87	2	\$117	12	\$131	17	\$170	7	\$200	8
"Panama Canal Area Military School"	\$500		\$520		\$530		\$0									
Paraguay	\$182	10	\$284	42	\$216	22	\$215	57	\$210	42	\$238	38	\$300	48	\$300	48
Peru	\$400	75	\$483	133	\$462	99	\$478	44	\$455	55	\$509	60	\$500	59	\$600	71
St. Kitts & Nevis	\$48	11	\$56	10	\$65	8	\$63	26	\$67	9	\$75	10	\$675 (shared with eastern Caribbean)	12	\$700 (shared with eastern Caribbean)	59 (shared with eastern Caribbean)
St. Lucia	\$46	9	\$42.50	5	\$44	8	\$57	6	\$79	9	\$70	8	\$675 (shared with eastern Caribbean)	10	\$700 (shared with eastern Caribbean)	59 (shared with eastern Caribbean)
St. Vincent & the Grenadines	\$46	10	\$44	6	\$50	7	\$49	8	\$52	5	\$70	7	\$675 (shared with eastern Caribbean)	8	\$700 (shared with eastern Caribbean)	59 (shared with eastern Caribbean)
Suriname	\$79	138	\$149	100	\$82	18	\$100	86	\$102	72	\$107	86	\$110	88	\$150	121
Trinidad & Tobago	\$57	8	\$95	12	\$133	18	\$148	15	\$132	12	\$122	8	\$135	9	\$150	10
Uruguay	\$330	85	\$332	65	\$321	72	\$364	78	\$326	74	\$398	127	\$415	132	\$450	144
Venezuela	\$430	114	\$388	100	\$400	92	\$400	182	\$384	93	\$485	119	\$500	123	\$700	172
<b>Total</b>	<b>\$8,691</b>	<b>2,202</b>	<b>\$9,052</b>	<b>2,377</b>	<b>\$10,223</b>	<b>2,387</b>	<b>\$9,857</b>	<b>2,771</b>	<b>\$9,890</b>	<b>2,684</b>	<b>\$10,954</b>	<b>2,601</b>	<b>\$12,760</b>	<b>2,973</b>	<b>\$13,670</b>	<b>3,168</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee, and the Foreign Operations Appropriations Subcommittees of both houses.

### ***Presence and counterpart agencies in Latin America***

Nearly every country in the region receives IMET support. Armed forces account for the vast majority of recipients, though roughly 10 to 15 percent are police or civilians. Police forces only qualify for IMET-funded training if the training meets one of the following descriptions.

- Training in maritime law enforcement and other maritime skills;
- Training of police forces participating in the regional security system (RSS) of the Eastern Caribbean;
- Training related to the monitoring and enforcement of sanctions;
- Training provided to help rebuild civilian police authority in post-conflict societies;
- "Professional public safety training," which includes training in human rights, the rule of law, anti-corruption, and "the promotion of civilian police roles that promote democracy"; or
- Training in countries which have longstanding democratic traditions, do not have standing armed forces, and do not engage in consistent patterns of gross human-rights violations.

## **\*\*\*\*\* International Narcotics Control and Law Enforcement (INC or INCLE)**

### ***Stated rationale, goals and objectives***

INC is the largest source of counter-narcotics assistance to Latin America. The program provides aid and training to the governments and security forces of countries in which drugs are produced or transported. INC combines economic and security assistance, aiding civilian and military agencies with counternarcotics responsibilities. Types of aid include – but are not limited to – training, technical assistance, equipment and arms transfers, development assistance (particularly to encourage cultivation of legal crops), and aid to administration of justice and domestic drug demand-reduction programs.

The program's counter-drug objectives, according to its 2003 *Congressional Budget Justification*, are to:

- Reduce drug crop cultivation through a combination of bilateral enforcement, eradication, and alternative development programs;
- Strengthen the ability of foreign law enforcement and judicial institutions to investigate and prosecute major drug trafficking organizations, and to seize and block their assets; and
- Improve the capacity of host nation police and military forces to attack narcotics production and trafficking centers.<sup>31</sup>

In addition to assistance, INC includes an Interregional Aviation program, the so-called "State Department air wing." This arrangement uses U.S.-owned aircraft, and contractor or host-country pilots, to perform aerial counter-drug reconnaissance and crop eradication.

The INC program includes a regional Narcotics Law Enforcement Training fund, which supports training programs carried out by the Drug Enforcement Administration (DEA), the U.S. Customs Service, and the U.S. Coast Guard.

The INC program accounts for most aid to "Plan Colombia," the United States' billion-dollar anti-drug effort in Colombia, and its successor, the "Andean Regional Initiative," which includes large aid increases for Colombia's neighbors. Legislation nearing approval in Congress will allow Colombia to use all past INL aid, which includes over 70 helicopters just since 2000, to fight illegal armed groups as well as drugs.

### ***Institutional apparatus***

The INC program is authorized by section 481 of the Foreign Assistance Act of 1961 (P.L. 87-195). Section 481 authorizes the President "to furnish assistance to any country or international organization, on such terms and conditions as he may determine, for the control of narcotic and psychotropic drugs and other controlled substances, or for other anticrime purposes." The law makes the Secretary of State responsible for coordinating this assistance.

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<sup>31</sup> United States, Department of State, Bureau of International Narcotics and Law Enforcement Affairs, *Fiscal Year 2003 Budget Congressional Justification* (Washington: Department of State, April 2002) <<http://www.state.gov/g/inl/rls/rpt/cbj/fy2003/>>.

The State Department's Bureau for International Narcotics and Law Enforcement Affairs (INL) designs and carries out international counternarcotics policy, and manages the INC program. INL personnel make up the Narcotics Affairs Sections of U.S. embassies, which implement the program in the region. ([www.state.gov/g/inl/](http://www.state.gov/g/inl/))

INL may manage assistance programs directly, or INC funds may be transferred to other government agencies like USAID, the Defense Department or the Justice Department.

### ***Budget trends and breakdown***

The INC program's growth since the mid-1990s has been astonishingly rapid. Though Plan Colombia accounts for much of this growth, nearly every recipient country has seen an increase over the past several years. It is not clear whether a leveling off is likely over the next few years, as the drug-related crisis in the Andes is continuing to worsen.

The figures in this table combine military/police and economic aid. To view a breakdown for each country, visit [ciponline.org/facts/inl.htm](http://ciponline.org/facts/inl.htm).

Program	1996 actual	1997 actual	1998 actual	1999 actual	2000 actual	2001 actual	2002 estimate	2003 request
The Bahamas	700,000	800,000	500,000	1,000,000	1,000,000	1,200,000	1,200,000	1,200,000
Bolivia	30,000,000	45,500,000	35,000,000	54,000,000	158,000,000	52,000,000	81,000,000	91,000,000
Brazil	290,000	700,000	500,000	1,200,000	5,000,000	2,000,000	6,000,000	12,000,000
Colombia	16,000,000	33,450,000	43,000,000	205,860,000	894,429,000	48,000,000	380,500,000	439,000,000
Costa Rica	Included in Latin American regional programs				1,900,000	Included in Latin American regional programs		
Ecuador	500,000	600,000	500,000	1,200,000	21,200,000	2,200,000	25,000,000	37,000,000
El Salvador	Included in Latin American regional programs				3,000,000	Included in Latin American regional programs		
Guatemala	2,000,000	2,000,000	2,000,000	3,000,000	3,000,000	3,000,000	3,500,000	3,400,000
Jamaica	700,000	650,000	600,000	800,000	800,000	257,000	1,550,000	1,300,000
Mexico	2,200,000	5,000,000	5,000,000	8,000,000	4,071,000	10,000,000	12,000,000	12,000,000
Panama	Included in Latin American regional programs				4,987,000	1,363,000	5,000,000	9,000,000
Peru	18,500,000	25,750,000	32,000,000	74,540,000	80,000,000	48,000,000	142,500,000	135,000,000
Trinidad and Tobago	Included in Latin American regional programs				2,100,000	Included in Latin American regional programs		
Venezuela	500,000	600,000	600,000	700,000	4,200,000	1,200,000	5,000,000	8,000,000
Latin American regional programs	3,708,000	5,100,000	4,000,000	24,500,000	7,806,000	8,537,000	10,000,000	9,500,000
Latin America Country Programs Subtotal	100,853,000	151,650,000	161,700,000	374,800,000	1,191,493,000	177,757,000	673,250,000	758,400,000
Interregional Aviation Support	25,755,000	31,500,000	38,000,000	51,000,000	50,000,000	50,000,000	60,000,000	65,000,000
International Organizations	7,710,000	12,000,000	4,517,000	9,200,000	12,000,000	12,000,000	16,000,000	13,000,000
Law Enforcement Training and Demand Reduction	7,000,000	9,000,000	9,000,000	8,000,000	9,000,000			

Program	1996 actual	1997 actual	1998 actual	1999 actual	2000 actual	2001 actual	2002 estimate	2003 request
Demand Reduction						4,500,000	5,000,000	5,000,000
Systems Support & Upgrades								
C-26 Support								
Huey			4,000,000					
Upgrades for Colombia			14,000,000					
Total	0	3,500,000	18,000,000	2,500,000	5,000,000	4,000,000	6,000,000	4,000,000
Program Development and Support	6,500,000	7,800,000	8,600,000	8,800,000	9,800,000	12,187,000	13,703,000	14,563,000
Programs in Asia and Middle East					15,048,000	14,028,000	91,750,000	18,250,000
Anti-crime programs					30,000,000	50,500,000	50,000,000	50,500,000
Budget rescission					1,159,000			
All programs carried out by INL	\$153,155,000	\$213,000,000	\$230,000,000	\$516,570,000	\$1,322,341,000	\$324,972,000	\$915,703,000	\$928,713,000
<b>Total for Latin America and the Caribbean</b>	<b>Approx. \$105,853,000</b>	<b>\$161,150,000</b>	<b>\$185,700,000</b>	<b>\$383,900,000</b>	<b>Approx. \$1,255,493,000</b>	<b>Approx. \$231,757,000</b>	<b>Approx. \$739,250,000</b>	<b>Approx. \$827,400,000</b>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee, the Foreign Operations Appropriations Subcommittees of both houses, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

### ***Presence and counterpart agencies in Latin America***

INC operates in nearly every country in the region, though eleven countries (The Bahamas, Bolivia, Brazil, Colombia, Ecuador, Guatemala, Jamaica, Mexico, Panama, Peru, and Venezuela) are considered such high priorities that they have their own programs. The other countries share in a regional fund.

Since INC funds both military/police and economic aid, its beneficiaries include just about any government agency, security force or non-governmental organization with counter-drug responsibilities.

## **\* Joint Combined Exchange Training (JCET)**

### ***Stated rationale, goals and objectives***

U.S. Special Forces deploy to Latin America and the Caribbean dozens of times each year under the JCET program. JCET involves sending small teams overseas to work with, or to train with, foreign militaries. The average JCET group is comprised of 10 to 40 troops, though groups can include as many as 100.

The law (section 2011 of Title 10, U.S. Code, enacted in 1991) dictates that if the Defense Department's operational funds are to be used for Special Forces training with friendly foreign militaries, the primary purpose must be to train the U.S. personnel involved.

The JCET program, according to Defense Department spokesman Kenneth Bacon, "is not designed to train the forces of other countries. It's designed to train our special forces in how forces of other countries operate."<sup>32</sup> In a later briefing, Bacon explained:

It's to give them an opportunity to learn about the geography, topography of other nations, and to build up relationships with the military in other nations in case they're called upon to do hostage rescue operations or evacuations of American citizens or peacekeeping work or help training with forces of other nations.<sup>33</sup>

JCETs rarely have a counter-drug mission, since the Defense Department uses a separate budget category (Section 1004, described elsewhere) to send Special Forces trainers on very similar counter-drug deployments.

### ***Institutional apparatus***

Section 2011 of Title 10 governs Special Forces' training with foreign militaries. Special Operations Command South (SOC SOUTH), the Special Forces component of the U.S. Southern Command, coordinates most Special Forces activity in Latin America and the Caribbean, including JCETs. The assistant secretary of defense for Special Operations and Low-Intensity Conflict (SO/LIC) is responsible for special operations policymaking and resource allocation. JCET deployments are usually funded through Major Force Program 11, the SOF operating budget.

### ***Budget trends and breakdown***

Though increasing classification of reports has made comparisons difficult, the JCET program appears to be operating at a slightly lower tempo in the Americas since the mid-1990s. This may be due to (1) controversy surrounding revelations of JCET activity in Colombia and Indonesia that gained the program much negative press in 1998, and (2) the greatly increased availability of training funds through counterdrug programs like INC and Section 1004 (described elsewhere) –

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<sup>32</sup> United States, Defense Department, Kenneth H. Bacon, Assistant Secretary of Defense, Public Affairs, News Briefing, Tuesday, March 26, 1998, 1:45 p.m.

<[http://www.defenselink.mil/news/Mar1998/t03261998\\_t0326asd.html](http://www.defenselink.mil/news/Mar1998/t03261998_t0326asd.html)>.

<sup>33</sup> United States, Defense Department, Kenneth H. Bacon, Assistant Secretary of Defense, Public Affairs, News Briefing, Tuesday, May 26, 1998, 1:40 p.m.

<[http://www.defenselink.mil/news/May1998/t05261998\\_t0526asd.html](http://www.defenselink.mil/news/May1998/t05261998_t0526asd.html)>.

Colombia, for instance, rarely hosts a JCET for this reason.

***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the House International Relations Committee and the Senate Foreign Relations Committee, and the Defense Appropriations Subcommittees of both houses.

***Presence and counterpart agencies in Latin America***

Counterparts are almost always military units, though occasionally a police unit (such as Argentina's *Gendarmería*) is involved as well.

2001 JCETs: Argentina 1, Chile 5, Costa Rica 1, Dominican Republic 1, Ecuador 1, El Salvador 3, Honduras 5, Paraguay 5, Peru 3, Trinidad and Tobago 2, Uruguay 1

1999 JCETs: Antigua and Barbuda 2, Argentina 2, Bahamas 1, Belize 4, Bolivia 10, Brazil 1, Chile 2, Costa Rica 3, Dominica 1, Dominican Republic 2, El Salvador 2, Grenada 1, Jamaica 1, Nicaragua 1, Paraguay 3, St. Kitts and Nevis 1, St. Lucia 1, St. Vincent and the Grenadines 1, Trinidad and Tobago 3, Uruguay 2.

### \*\*\* Leases of Defense Articles

#### ***Stated rationale, goals and objectives***

Leasing allows an article to be used for up to 5 years at the lowest possible cost. The U.S. government can lease defense articles to foreign countries or international organizations if it sees it as necessary for national security reasons. The articles must not be needed by the United States at the time. The government is also required to justify the use of a lease as opposed to a sale.

The lease resembles a grant if the President exercises his right to waive the rental fee. This can be done for items that are past three-quarters of their service life, or items that are to be used in a cooperative research and development effort determined to be "in the national security interest" of the United States.

The most prominent recent example of a lease in Latin America had a clear counter-narcotics purpose: a no-cost lease in 2000 provided eighteen UH-1N utility helicopters to the Colombian Army's newly created first counternarcotics battalion.

#### ***Institutional apparatus***

Chapter 6 of the Arms Export Control Act (P.L. 90-269, or the AECA), as amended, authorizes the President to lease defense articles to a foreign country or international organization. The State Department's Bureau of Political-Military Affairs sets policy, while the Defense Security Cooperation Agency (DSCA), within the Defense Department, manages it on a day-to-day basis.

#### ***Budget trends and breakdown***

Since it was a no-cost lease, the cost of the helicopter transfer to Colombia did not appear in any official report to Congress.

1996			1997			1998		
Country	Replacement value	Total rental value	Country	Replacement value	Total rental value	Country	Replacement value	Total rental value
Brazil	14,176	0						
Chile	6,364	1,004	Chile	5,303	1,148	Chile	5,303	1,148
Venezuela	501	29	Venezuela	3,351	88	Venezuela	3,350	88
Regional total	21,041	1,033	Regional total	8,654	1,236	Regional total	8,653	1,236

#### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee and the Senate Foreign Relations Committee, and the Armed Services Committees of both houses.

#### ***Presence and counterpart agencies in Latin America***

Leases normally benefit foreign militaries. Only the countries in the above table, plus Colombia, have leased U.S. equipment in the past few years.

## **\*\*\*\* Naval Small Craft Instruction and Technical Training School (NAVSCIATTS)**

### ***Stated rationale, goals and objectives***

The U.S. Navy Small Craft Instruction and Technical Training School (NAVSCIATTS) trains navies and coast guards from Latin American countries in methods of countering international terrorism, narcotics trafficking, and smuggling. NAVSCIATTS offers Spanish-language courses in topics ranging from patrol boat navigation and tactics to small craft mechanics.

Though smaller than the other two, it is the naval counterpart to the Inter-American Air Forces Academy (IAAFA, discussed elsewhere) and the Western Hemisphere Institute for Security Cooperation (WHINSEC, the former School of the Americas, discussed elsewhere).

The NAVSCIATTS offered courses at Rodman Naval Station in Panama, which closed in 1999. The school now operates at the Naval Special Warfare Command at Stennis Space Center in Gulfport, Mississippi.

The school offers some counternarcotics training, particularly courses in riverine drug interdiction.

### ***Institutional apparatus***

The school is operated by the U.S. Navy, and the U.S. Southern Command plays an important role in management and selection of students. ([www.navsciatts.nswstennis.navy.mil](http://www.navsciatts.nswstennis.navy.mil))

### ***Budget trends and breakdown***

The fixed cost of running the school is not currently known. It is part of the Navy's operation and maintenance budget and is not considered part of "security assistance." Students' costs are paid through security assistance programs such as Foreign Military Financing, International Narcotics Control or International Military Education and Training (FMF, INC and IMET, discussed elsewhere). In some cases, students' countries buy training through the Foreign Military Sales program (FMS, discussed elsewhere).

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

The school trains the region's navies and coast guards. Some police (such as the Colombian police anti-narcotics unit) also attend.

Students in 1998: Bahamas 3, Barbados 2, Belize 2, Bolivia 2, Colombia 13, Dominica 1, Dominican Republic 5, Ecuador 7, El Salvador 22, Grenada 3, Guyana 2, Honduras 31, Jamaica 1, Mexico 6, Panama 68, Peru 43, St. Lucia 3, Suriname 3, Trinidad and Tobago 2, Venezuela 13.



## **\*\*\*\* Office of National Drug Control Policy (ONDCP) Discretionary Funds**

### ***Stated rationale, goals and objectives***

ONDCP, the office of the White House “Drug Czar,” divides its drug-fighting objectives among five goals. Of these, two are most relevant to the U.S. relationship with Latin America:

- Goal 4: Shield America's air, land, and sea frontiers from the drug threat; and
- Goal 5: Break foreign and domestic drug sources of supply.

ONDCP receives "discretionary funding," money that is not directed for a specific purpose, through its Special Forfeiture Fund. This fund gets its resources from the Justice and Treasury Departments, which maintain Assets Forfeiture Funds from the seized assets of convicted drug offenders. The Special Forfeiture Fund may also receive resources through a specific Congressional appropriation.

The vast majority of funding through this source goes to domestic anti-drug programs.

### ***Institutional apparatus***

ONDCP was established by the Anti-Drug Abuse Act of 1988. Its main purpose is to set policy and attempt to coordinate the efforts of the dozens of U.S. agencies with domestic and foreign counter-drug responsibilities. The ONDCP Special Forfeiture Fund is governed by section 1509 of Title 21, U.S. Code. ([www.whitehousedrugpolicy.gov](http://www.whitehousedrugpolicy.gov))

### ***Budget trends and breakdown***

In 1997, however, ONDCP made a one-time transfer of \$11.5 million from this fund

- to help the State Department's International Narcotics Control program (INC, discussed elsewhere) provide counternarcotics support to Peru,
- for INC “Colombian Aviation Support,” and
- for Defense Department “source country operations” in South America.

The 1997 aid is the only known recent “discretionary funding” transfer to a foreign country through the Special Forfeiture Fund.

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the House International Relations Committee, the Senate Foreign Relations Committee, the Foreign Operations and Commerce, Justice, State, and Judiciary Appropriations Subcommittees of both houses, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

### ***Presence and counterpart agencies in Latin America***

The recipients of the 1997 aid are the only known counterpart agencies.

## \*\*\*\*\* “Section 1004” Counter-Drug Assistance

### ***Stated rationale, goals and objectives***

A Defense Department program, “Section 1004” takes its name from the provision in the 1991 National Defense Authorization Act (P.L. 101-510) that began the program. It is the second-largest source of counter-narcotics assistance for Latin America, after the State Department’s International Narcotics Control (INC) program.

Section 1004 allows the Defense Department to use the defense budget to provide counter-narcotics assistance and training for foreign security forces, including foreign police forces.

Types of support allowed under Section 1004 include the following, all for counternarcotics use:

- Maintenance, repair and upgrading of loaned Defense Department equipment;
- Maintenance, repair and upgrading of other equipment;
- Transportation of personnel, supplies and equipment within or outside the United States;
- Establishment and operation of bases of operation or training facilities within or outside the United States;
- Training of law enforcement personnel, both foreign and domestic;
- Detection and monitoring of narcotics related traffic coming into the United States;
- Construction of roads and fences and installation of lighting to block drug smuggling across U.S. borders;
- Establishment of command, control, communication and computer networks for improved integration of law enforcement, active military, and National Guard activities;
- Linguistics and intelligence; and
- Aerial and ground reconnaissance.
- Beyond the aggregate country breakdowns provided in the charts below, little information is available about how money is expended within these nine categories. However, information from the annual foreign military training report makes clear that this category is one of the main funding sources for the training of Latin American militaries.

U.S. Special Forces perform much Section 1004-funded counter-narcotics training. Under the Counter-Drug Training Support (CDTS) program, Special Forces teams funded by Section 1004 (many resembling the JCET program discussed elsewhere) deploy to the region dozens of times per year for joint training with military and police forces. Topics include light infantry, aviation, coastal, riverine, and helicopter skills, among others.<sup>34</sup>

Since Section 1004 funds are appropriated through the defense budget, they are not subject to the same conditions and reporting requirements found in the foreign aid budget. The defense budget has a weaker version of the “Leahy Law” human rights restrictions, though, and a report on 1004 outlays has been required by the last two years’ Defense Appropriations bills.

### ***Institutional apparatus***

In 1989, Congress added Section 124 to Title 10, U.S. Code, the section of U.S. law governing defense and the military. Section 124 made the Department of Defense (DoD) the lead U.S. agency for detecting and monitoring illegal drugs entering the United States by air or sea.

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<sup>34</sup> United States, Department of State, Department of Defense, Foreign Military Training and DoD Engagement Activities of Interest (Washington: State Department Bureau of Political-Military Affairs, May 2002) <<http://www.state.gov/t/pm/rls/rpt/fmtrpt/2002/>>.

Congress gave more specific definition to the Pentagon's anti-drug role through Section 1004 of the 1991 National Defense Authorization Act (P.L. 101-510).

The Defense Department's Assistant Secretary for Special Operations and Low-Intensity Conflict – specifically, the Deputy Assistant Secretary for Drug Enforcement Policy and Support – manages the Section 1004 program. (<http://www.defenselink.mil/policy/solic/deps/>) In Latin America, it is carried out largely by the U.S. Southern Command. Narcotics Affairs Sections in U.S. embassies, which manage the State Department's INC program in recipient countries, usually have access to Section 1004 funds as well.

### ***Budget trends and breakdown***

Section 1004 funds are appropriated in a line item in the Defense appropriation entitled "Drug Interdiction and Counter-Drug Activities." This line item, which funds the Pentagon's "counter-drug Central Transfer Account," pays for Defense Department interdiction activities, such as reconnaissance flights and maritime patrols, as well as Section 1004-authorized assistance.

Beyond the aggregate country breakdowns provided in the charts below, little information is available about how money is expended within these nine categories. However, information from the annual foreign military training report makes clear that this category is one of the main funding sources for the training of Latin American militaries. In 2001, the report indicates, Section 1004 trained 7,175 Latin American personnel – nearly half of the regional total of 15,030 trained by all U.S. assistance programs. Of these, 4,462 trainees were Colombian.

Led by Plan Colombia and the Andean Regional Initiative, Section 1004 assistance has been increasing rapidly. The Defense Department report to Congress covering expenditures in 2001 has not yet been released, so trends since 2000 are impossible to determine.

Country or region	1997 actual	1998 actual	1999 actual	2000 actual	2001 estimate	2002 estimate
Antigua and Barbuda	\$18,000	\$0	\$0	\$78,000		
Argentina	\$274,000	\$215,000	\$0	\$0		
Bahamas	\$507,000	\$549,000	\$608,000	\$1,765,000		
Barbados	\$151,000	\$135,000	\$346,000	\$277,000		
Belize	\$108,000	\$296,000	\$269,000	\$134,000		
Bolivia	\$4,141,000	\$3,285,000	\$3,045,000	\$6,713,000		
Brazil	\$2,888,000	\$3,436,000	\$1,313,000	\$534,000		
British Virgin Islands	\$0	\$0	\$0	\$10,000		
Caribbean regional	\$11,729,000	\$9,166,000	\$14,873,000	\$14,937,000		
Chile	\$112,000	\$107,000	\$40,000	\$101,000		
Colombia	\$10,321,000	\$11,775,000	\$35,887,000	\$90,600,000	\$150,040,000	\$79,818,000
Costa Rica	\$133,000	\$210,000	\$228,000	\$725,000		
Dominica	\$101,000	\$2,000	\$0	\$53,000		
Dominican Republic	\$436,000	\$295,000	\$559,000	\$667,000		
Ecuador	\$1,980,000	\$2,746,000	\$7,010,000	\$11,245,000		
El Salvador	\$166,000	\$271,000	\$17,000	\$355,000		
Grenada	\$0	\$13,000	\$0	\$227,000		
Guatemala	\$743,000	\$869,000	\$787,000	\$1,087,000		
Guyana	\$0	\$0	\$0	\$53,000		
Haiti	\$0	\$0	\$0	\$621,000		
Honduras	\$294,000	\$370,000	\$73,000	\$223,000		
Jamaica	\$137,000	\$152,000	\$384,000	\$408,000		

Country or region	1997 actual	1998 actual	1999 actual	2000 actual	2001 estimate	2002 estimate
Latin America regional	\$50,979,000	\$54,553,000	\$37,346,000	\$48,092,000		
Mexico	\$37,236,000	\$20,317,000	\$13,591,000	\$13,303,000		
Neth. Antilles	\$0	\$0	\$3,944,000	\$8,700,000		
Nicaragua	\$0	\$0	\$0	\$10,000		
Panama	\$2,384,000	\$2,591,000	\$638,000	\$645,000		
Paraguay	\$945,000	\$520,000	\$293,000	\$178,000		
Peru	\$12,411,000	\$14,462,000	\$9,443,000	\$8,463,000		
Puerto Rico	\$208,000	\$280,000	\$78,000	\$0		
St. Kitts and Nevis	\$2,000	\$50,000	\$0	\$10,000		
St. Lucia	\$0	\$53,000	\$0	\$89,000		
St. Vincent and the Grenadines	\$49,000	\$57,000	\$0	\$25,000		
Suriname	\$0	\$0	\$0	\$53,000		
Trinidad and Tobago	\$188,000	\$66,000	\$0	\$511,000		
Turks and Caicos	\$0	\$0	\$0	\$10,000		
Uruguay	\$21,000	\$77,000	\$0	\$0		
Venezuela	\$4,093,000	\$6,427,000	\$3,333,000	\$2,326,000		
<b>Total</b>	<b>\$142,755,000</b>	<b>\$133,345,000</b>	<b>\$134,105,000</b>	<b>\$213,230,000</b>		

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee, the Senate Foreign Relations Committee, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

### ***Presence and counterpart agencies in Latin America***

Section 1004 aid goes to all of the countries in the above table. Military and police units are both eligible for Section 1004 assistance.

## **\*\*\*\*\* “Section 1033” Counter-Drug Assistance (The Riverine Program)**

### ***Stated rationale, goals and objectives***

Andean countries, notably Peru, shot and forced down an increasing number of airborne drug shipments during the mid-1990s, forcing traffickers to use the Amazon region's vast network of rivers. The Section 1033 authorization is intended to be a response to this shift.

Section 1033 of the 1998 National Defense Authorization Act (NDAA, P.L. 105-85) allowed the Department of Defense to provide Colombia and Peru with counter-drug assistance to help interdict drugs on rivers during fiscal years 1998 through 2002. The legislation directed that not more than \$9 million be spent in 1998, and that not more than \$20 million be spent each subsequent year. Section 1021 of the 2001 National Defense Authorization Act (H.R. 4205, Public Law 106-398) extended the riverine program through 2006, but funds may only go to Colombia after 2002. Today, the program only benefits Colombia.

Section 1033 authorizes the following types of support:

- Riverine patrol boats;
- Nonlethal protective and utility personnel equipment;
- Nonlethal specialized equipment such as night vision systems, navigation, communications, photo, and radar equipment;
- Nonlethal components, accessories, attachments, parts, firmware, and software for aircraft or patrol boats, and related repair equipment; and
- Maintenance and repair of equipment that is used for counter-drug activities.

The conference committee report accompanying the 1999 National Defense Authorization Act clarified that "the intent of Congress was to provide nonlethal assistance, including unarmed riverine patrol boats...the conferees note that other programs exist in which the Government of Peru can acquire the weaponry necessary to arm these vessels."<sup>35</sup>

### ***Institutional apparatus***

The Defense Department's Assistant Secretary for Special Operations and Low-Intensity Conflict – specifically, the Deputy Assistant Secretary for Drug Enforcement Policy and Support – manages the Section 1033 program. (<http://www.defenselink.mil/policy/solic/deps/>) In Latin America, it is carried out largely by the U.S. Southern Command. The Narcotics Affairs Section in the U.S. embassy in Colombia, which manages the State Department's INC program, has access to Section 1004 funds as well for riverine assistance.

### ***Budget trends and breakdown***

Section 1033 funds are appropriated in a line item in the Defense appropriation entitled "Drug Interdiction and Counter-Drug Activities." This line item, which funds the Pentagon's "counter-drug Central Transfer Account," pays for Defense Department interdiction activities, such as reconnaissance flights and maritime patrols, as well as Section 1033-authorized assistance.

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<sup>35</sup> Conference Committee Report 105-736 on the National Defense Authorization Act for Fiscal Year 1999, P.L. 105-261, September 22, 1998.

Country	1998 actual	1999 actual	2000 actual	2001 estimate	2002 estimate
Colombia	\$2,172,000	\$13,450,000	\$24,630,000	\$8,100,000	\$4,300,000
Peru	\$4,296,000	\$6,500,000	\$0		
<b>Colombia and Peru (shared)</b>	<b>\$6,468,000</b>	<b>\$19,950,000</b>	<b>\$24,630,000</b>		

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee, the Senate Foreign Relations Committee, the Subcommittee on Criminal Justice, Drug Policy, and Human Resources of the House Committee on Government Reform, and the Senate Caucus on International Narcotics Control.

### ***Presence and counterpart agencies in Latin America***

The riverine program currently only operates in Colombia, where it pays for spare parts, infrastructure improvements, and training for Riverine Combat Elements (RCEs) in the Colombian Navy. The program has also helped the navy create a new Riverine Brigade.

## **\* Service Academies**

### ***Stated rationale, goals and objectives***

The United States invites democratic countries in Latin America and the Caribbean to nominate students to compete for entrance into U.S. military academies (the Army's U.S. Military Academy at West Point, NY; the U.S. Naval Academy at Annapolis, MD; and the U.S. Air Force Academy at Colorado Springs, CO). Up to forty foreign students may attend each every year.

The annual Foreign Military Training Report explains this program's goals.

The foreign and security policy justification for these activities centers on the inestimable value of exposing future foreign leaders, at the beginning of their careers, to their U.S. peers in an environment that is designed to promote military professionalism in every respect. The presence of foreign students in U.S. institutions also serves our foreign and security policy interests by exposing future U.S. military leaders to individuals from the many parts of the globe to which they may deploy.<sup>36</sup>

Counter-narcotics is not a major program goal.

### ***Institutional apparatus***

The program is run by the service academies themselves, which in turn are managed by each U.S. military service.

### ***Budget trends and breakdown***

Foreign cadets' tuition is waived for countries designated as "low income" or "middle income" in the World Bank's annual World Development Indicators report. All Latin American and Caribbean countries qualify by this measure. The cost of educating students from these countries is paid by the U.S. armed services' operation and maintenance accounts. The annual attendance cost at the academies is \$69,147 per student.<sup>37</sup>

As of 1997, the following countries had students at U.S. service academies: Barbados, Colombia, Costa Rica, Ecuador, El Salvador, Guatemala, Guyana, Honduras, Nicaragua, Peru, and Trinidad and Tobago.

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

Cadets from nearly all Latin American countries are eligible to attend the service academies.

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<sup>36</sup> United States, Department of State, Department of Defense, Foreign Military Training and DoD Engagement Activities of Interest (Washington: State Department Bureau of Political-Military Affairs, May 2002) <<http://www.state.gov/t/pm/rls/rpt/fmtrpt/2002/>>.

<sup>37</sup> United States, Department of Defense, "Foreign student program at the U.S. service academies," (Washington: 1997).

## **\* Traditional CINC Activities (TCA)**

### ***Stated rationale, goals and objectives***

According to the General Accounting Office, the Traditional CINC Activities (TCA) account allows commanders-in-chief of regional military commands (such as the U.S. Southern Command) to "fund military-to-military contacts with foreign nations for such activities as seminars, conferences, and educational exchanges of civilian and military personnel."<sup>38</sup>

TCA usually pays for travel, per diems, lodging, and "representational expenses" (small gifts, meals and social functions) associated with military-to-military contact programs. In Latin America and the Caribbean, these funds also pay for contact-enhancing efforts like Familiarization Visits and Subject Matter Expert Exchanges. It may also be used for contingencies and humanitarian and civic assistance. TCA is not intended for training of foreign militaries. It makes little or no contribution to counter-narcotics efforts.

### ***Institutional apparatus***

In Latin America, TCA is a program of the U.S. Southern Command. It is essentially a discretionary fund for expenses that do not require much advance planning.  
([www.southcom.mil/TCA/default.htm](http://www.southcom.mil/TCA/default.htm))

### ***Budget trends and breakdown***

TCA funded 455 events in 2001, at a combined cost of \$14.473 million.<sup>39</sup>

### ***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

### ***Presence and counterpart agencies in Latin America***

U.S. military reserve personnel coordinate the TCA program in twenty-four countries. Their counterparts are any regional military or civilian personnel invited to participate in TCA-sponsored events.

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<sup>38</sup> United States, General Accounting Office, Military Training: Management and Oversight of Joint Combined Exchange Training, document number GAO/NSIAD-99-173, (Washington, DC: GAO, July 1999) 21.

<sup>39</sup> United States, Southern Command, "Traditional CINC Activities (TCA) Program," (Miami: Southern Command, June 5, 2002).



### **\*\*\* Western Hemisphere Institute for Security Cooperation (WHINSEC)**

#### ***Stated rationale, goals and objectives***

Based at Fort Benning, Georgia, the WHINSEC replaced the former U.S. Army School of the Americas, which was closed by the 2001 National Defense Authorization Act. The WHINSEC fulfills much the same function of the controversial former school, which occupied the same building: to provide training and education in Spanish to Latin American military and police personnel.

Though its courses include some combat and technical content, the new school is more academic in focus than the SOA. "The mission of the WHINSEC," reads the facility's course catalog,

is to add to the principles of the Charter of the OAS by fostering mutual knowledge, transparency, confidence, and cooperation by promoting democratic values, respect for human rights, and knowledge, and an understanding of U.S. customs and traditions. The congressionally mandated curriculum includes instruction in leadership development, counterdrug and peace support operations, and disaster preparedness and relief planning.<sup>40</sup>

Counter-narcotics is among the topics taught at the WHINSEC, particularly through the Counterdrug Operations course and Counterdrug Information Analyst course included in the curriculum. Helicopter pilots in the Colombian Army's Counter-Narcotics Brigade are also undergoing training at the institute's Helicopter School Battalion at Fort Rucker, Alabama.

#### ***Institutional apparatus***

The WHINSEC is a Department of Defense facility under the direction of the U.S. Army Training and Doctrine Command (TRADOC) at Fort Monroe, Virginia and its subordinate entity the Combined Arms Center located at Fort Leavenworth, Kansas. Course offerings are designed to support the strategic objectives of the Commander in Chief, U.S. Southern Command, in implementing the National Security Strategy in the Western Hemisphere. ([www.benning.army.mil/whinsec](http://www.benning.army.mil/whinsec))

#### ***Budget trends and breakdown***

The fixed cost of running WHINSEC is not currently known, though the old SOA carried a fixed cost to the Army's operation and maintenance budget of \$4 million in 1999, not including the cost of training students.<sup>41</sup> Students' costs are paid through security assistance programs such as Foreign Military Financing, International Narcotics Control or International Military Education and Training (FMF, INC and IMET, discussed elsewhere). In some cases, students' countries buy WHINSEC training through the Foreign Military Sales program (FMS, discussed elsewhere).

Initial figures from 2001 indicate that the new school's student body closely resembles that of

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<sup>40</sup> United States Army, Western Hemisphere Institute for Security Cooperation, *2002 Course Catalog* (Fort Benning, GA: 2002).

<sup>41</sup> Maj. Gen. Bruce K. Scott, U.S. Army Chief of Legislative Liaison, "U.S. Army School of the Americas Facts and Information," attachment to letter to Rep. Tammy Baldwin, February 19, 1999.

the old both in size and proportion.

**SOA / WHINSEC students, 1996-2001**

	1996	1997	1998	1999	2000	2001
Argentina	14	18	17	20	22	13
Bolivia	55	42	88	52	36	55
Brazil	2	1	0	0	0	2
Chile	150	145	168	153	152	155
Colombia	139	99	67	150	102	111
Costa Rica	17	22	14	20	27	39
Dominican Republic	39	26	29	28	21	56
Ecuador	28	9	17	10	15	28
El Salvador	55	14	11	17	20	12
Guatemala	0	1	4	2	7	7
Honduras	123	33	71	24	22	49
Mexico	149	305	219	60	31	34
Paraguay	4	11	6	16	15	31
Peru	91	98	56	42	104	26
Uruguay	3	8	10	28	11	9
Venezuela	47	22	39	30	39	56
<b>Total</b>	<b>916</b>	<b>854</b>	<b>816</b>	<b>652</b>	<b>624</b>	<b>683</b>

***Congressional committees responsible for oversight***

Responsible congressional committees include the Armed Services Committees of both houses, the Defense Appropriations Subcommittees of both houses, and (to a lesser extent) the House International Relations Committee and the Senate Foreign Relations Committee.

***Presence and counterpart agencies in Latin America***

The countries sending students to the institute are indicated in the table above. Most students are members of militaries (mainly armies), though police and even some civilians with defense responsibilities are eligible for many courses.