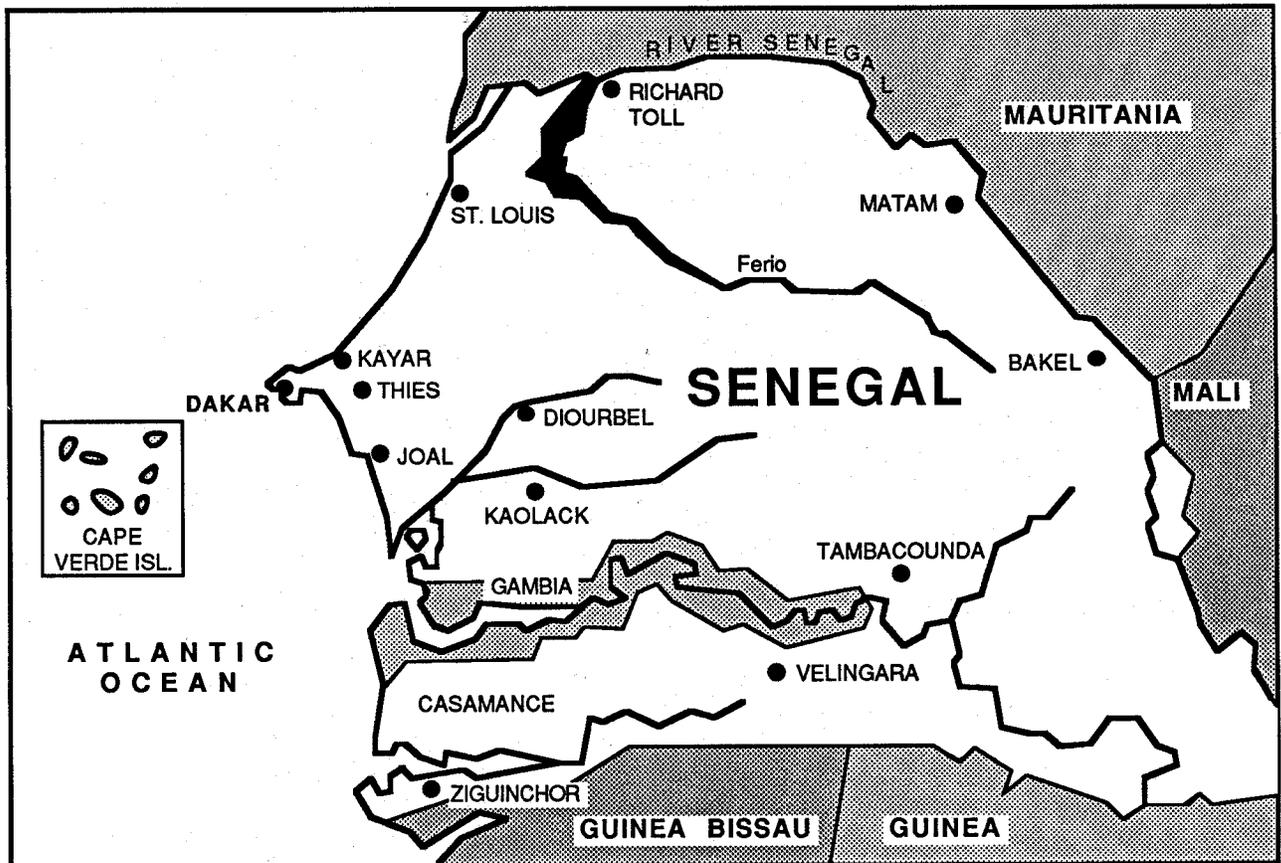


# COVER FEATURE

## Security Assistance in Senegal: In Support of Stability

By

Captain Roland S. Lane, USA



In 1984, the United States expanded its security assistance presence in Senegal by augmenting the Defense Attache Office (DAO) at the U.S. Embassy in the capital of Dakar with an Army captain. The addition of a Military Assistance Program (MAP) to the existing International Military Education and Training Program (IMET) threatened to create a workload which would overwhelm the already fully occupied three-man DAO, since the Defense Attache (DATT) is accredited to a total of four different countries. Today, the DATT, assisted by a full-time security assistance (SA) officer, manages a military aid program for Senegal which since FY 1984 has totalled over 11 million dollars in MAP, IMET, Civic Action (CA), and African Coastal Security (ACS) funds combined.

This article will focus on the security assistance program in Senegal (excluding Economic Support Fund aid) and discuss the rationale for U.S. military aid and how the program is managed by the augmented DAO. U.S. interests, the security assistance organization in Senegal, and

current and future programs will be examined with the aim of providing the security assistance community a look at how the U.S. operates in this important West African country.

## U.S. INTERESTS

Senegal is situated on the westernmost portion of the African continent, with a land mass roughly about the size of the state of Nebraska. Its windblown coast and blistering interior harbor some six million inhabitants. The country is poor, suffering from recurring drought in the northern Sahel region, and fluctuating harvests in the more moist southern regions. It has few natural resources, and like so many other Third World countries, relies on foreign donors to subsidize necessary food imports and to provide development capital.

Yet, Senegal is unique in the Third World. It stands proudly as one of the most stable and politically open governments on the African continent. The country has been spared the destruction and strife arising from ethnic and religious differences that have so plagued many other African states. The military has remained professional and apolitical, a radical departure from the pattern of coups and military governments so prevalent elsewhere on the continent. In the 26 years since independence from France, Senegal has matured from a *de facto* one-party state to a full-fledged democracy with sixteen political parties.

The United States has had a close and amiable relationship with Senegal since the 1960s. In support of Senegal's commitment to democracy, the United States has provided millions of dollars in economic and military aid to offset many of the financial hardships experienced by this economically beleaguered country.

In the strategic sense, Dakar is the site of the best combination of seaport and airport facilities in the region. In recent years, Dakar-Yoff airport, in addition to serving as a prime Transoceanic Abort Landing site for the U.S. Space Shuttle, has been important as a support facility for U.S. airlifts into various African countries, British airlifts to and from the Falklands, and French contingency operations in Chad.

## SECURITY ASSISTANCE ORGANIZATION

Tasked with administering the security assistance program with the help of one SA officer, the augmented DAO represents the second tier of a four-tiered SA system, ranked by size of total programs and headquartered, for the region and most of Africa, by the United States European Command (USEUCOM) in Stuttgart, Federal Republic of Germany. The four tiers are: (1) the separate SA organizations known as Military Assistance and Advisory Groups (MAAGs) or Offices of Defense Cooperation (ODCs), such as in Spain and Turkey; (2) the augmented DAO; (3) DAOs tagged with SA responsibilities; and (4) the smallest tier in which U.S. embassies are responsible for SA management utilizing State Department officers.

In Dakar, the DAO is organized into two parts. The DATT, a Marine Corps lieutenant colonel, is accredited to Mali, Mauritania, and the Gambia, as well as to Senegal. He is assisted in the DAO proper by a Marine gunnery sergeant and a Navy first class petty officer, as well as a part-time secretary and a Senegalese driver. The DATT also acts as the SA chief and makes SA policy recommendations to the Ambassador. Additionally, the DATT coordinates with Senegalese military policymakers, and supervises the execution of SA activities.

The SA augmentee is charged with the day-to-day management of all SA programs. He is assisted by a part-time secretary and driver, and in his absence, by the remainder of the DAO. The augmentee is supported by an operational budget that pays for all costs associated with supporting his billet's operations, including housing, utilities, supplies, and employee pay.

His duties include the following:

- Administering the English language test to IMET candidates;
- Coordinating with the Senegalese military, U.S. military departments, and EUCOM to develop each year's IMET Program.
- Administering the IMET Program and preparing Invitational Travel Orders;
- Preparing Senegalese IMET students for training in the United States;
- Administering the MAP, CA, and ACS programs, including maintaining the status on all items shipped in support of FMS cases from the United States;
- Preparing and maintaining the SA operational budget;
- Submitting required reports to EUCOM.
- Other duties as directed by the DATT (managing the military academy application process, escorting SA visitors, etc.).

## LIVING CONDITIONS

Housing for the SA augmentee is a leased four-bedroom house with garage and guard service. Life in Dakar is pleasant, although prices for entertainment and food are extremely high. Domestic help is readily available and inexpensive. There is a small American Club with a pool and tennis court that services the American community, and a small hundred-student international school for grades kindergarten through eighth. Beaches free of undertow and pollution are located about an hour south of Dakar. Although the country is predominantly Moslem, places of worship for most religions are available. Street crime is prevalent as in many big cities (Dakar has around two million residents), but common sense and caution lessen the chance of becoming a victim. The Senegalese are by nature a friendly and warm people.

## THE PROFESSIONAL SENEGALESE MILITARY

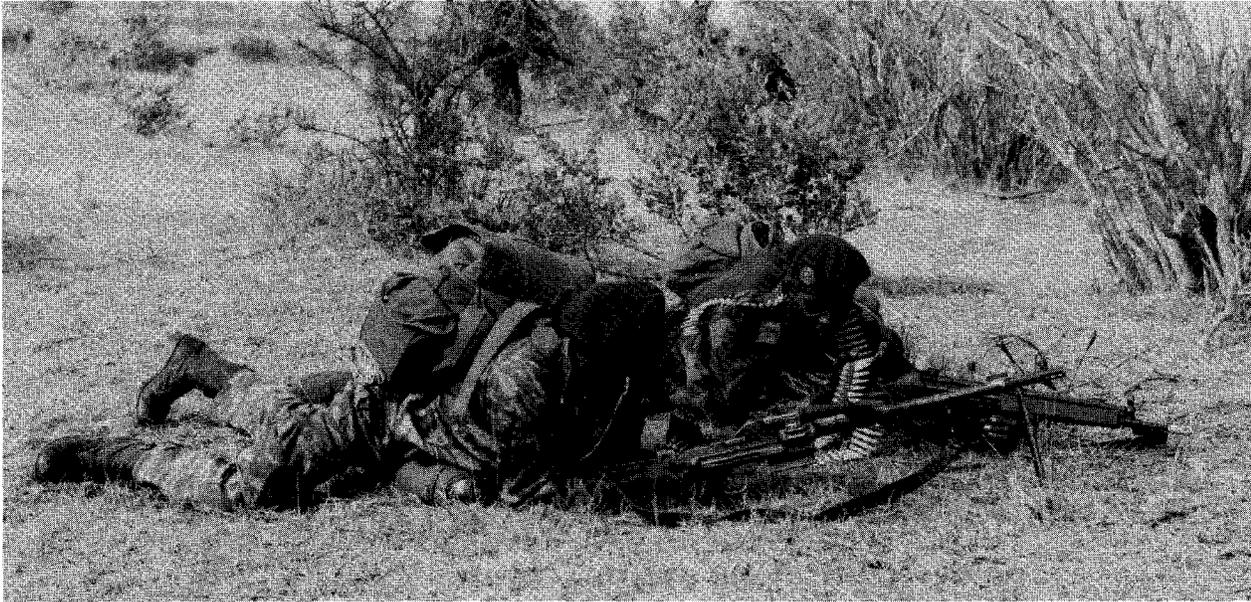
The relationship between the DAO and the Senegalese military is a very good one, due in large part to the professionalism and competence of the Senegalese military itself.

Modern military history in Senegal began with the formation of the *Compagnie de Tirailleurs Senegalais* [literally, the Senegalese Company of Sharpshooters] in 1857 by Major Louis Faidherbe, then the newly-appointed French governor of Senegal. Expanded during the First and Second World Wars to include black soldiers from all of French West Africa, the *Tirailleurs* were the backbone of the French *Troupes Coloniaux*. Most of the NCOs and the few commissioned officers in the *Tirailleurs* were Senegalese. Thus, when independence came in 1960, the Senegalese *Tirailleurs* formed the nucleus of the new nation's armed forces. The new military leaders were officers in their own right, having been battle hardened in Indochina and North Africa. Some had been trained at St. Cyr and other French military schools in regular competition with their French peers. Twenty-six years later, the enormous head start they had in command experience and training is clearly evident in the professionalism, organization, and discipline of the Senegalese Armed Forces.

The Senegalese military structure closely parallels that of the French and U.S. militaries. The President is the Commander-in-Chief. Military authority flows through the Minister of Armed

Forces to the Chief of General Staff of the Armed Forces and then to the Chiefs of Staff of the Army (*Armee de terre*), Air Force (*Armee de l'air*), and Navy (*Marine Nationale*).

Approximately 10,000 men make up the Senegalese armed forces. The Army includes five infantry battalions, one armor battalion, two engineer battalions, one artillery battalion, one airborne battalion, a commando battalion, and a number of combat support and service support units. In addition, the First Confederal Battalion, a combined Senegalese-Gambian force (formed after an attempted coup in Gambia in 1981), is on duty in the Gambia. The Navy, approximately 700 in strength, has an inventory of eight coastal vessels. The Air Force approximates 500 men with an inventory which includes Fouga Magister jets, F-27 transports, a Twin Otter maritime patrol aircraft, and liaison/observation planes and helicopters.



**Senegalese infantry on maneuvers.**



**Senegalese Army light reconnaissance and support vehicle with 20mm gun mounted is primarily employed for air defense.**



**Senegalese Air Force Fouga Magisters overfly Dakar.**



**Battle stations manned on a 40mm gun aboard a Senegalese Navy P48 class patrol vessel in the Atlantic.**

The military has the principal mission of defending Senegal's territorial sovereignty. Additional missions include nation-building, economic zone surveillance, and search and rescue/medevac. U.S. military assistance is designed to help the military accomplish all of these missions.

## **ROLE OF U.S. MILITARY ASSISTANCE**

The role of U.S. military assistance has expanded in Senegal due to greater U.S. concern for the future of Africa as a whole and in response to politically effective Senegalese requests for aid. The U.S. program augments the assistance provided by other nations and, in particular, works to complement the efforts of France, the primary supplier of military aid to Senegal.

Senegal looks first and foremost to France for political, economic, social, and military assistance, capitalizing on the two countries' historically close relations. The Senegalese military is not only modeled on the French system, but it also employs the French organizational structure and military tactics. As part of defense agreements established between France and Senegal, over 1,000 French troops are stationed in Senegal, and a limited number of French advisors serve in staff and instructional roles with the Senegalese military.

While the bulk of military aid--especially major end items--has continued to come from France, the opening of a Senegalese MAP account in FY 1984 provided a complementary U.S. source of military aid. In addition to helping meet the real and reasonable needs of the Senegalese armed forces, this twin-source arrangement has eased financial loads on both major donors during a period of budgetary pressures in both France and the U.S. In this same context, the continuing strength of IMET funding serves a similar function in a time when both donor countries have fewer training seats available than those requested from abroad.

Despite a favorable U.S. response to Senegalese requests within the last few years, Senegal will probably suffer from financial constraints in the future which reflect the budgetary limits imposed on the SA program worldwide, and particularly in Africa. Yet, the SA workload for the DAO will remain high since current MAP cases will last for several years, and IMET levels are expected to remain relatively stable. Additionally, despite budget cutbacks, Senegal is fortunate to have been selected to receive funds from two new MAP grant activities, CA and ACS. Thus, the SA program in Senegal will constitute a full plate for several years to come.

### **CURRENT PROGRAMS - INTERNATIONAL MILITARY EDUCATION AND TRAINING (IMET)**

At almost \$500,000 per year, the IMET Program for Senegal is probably the most dollar-effective means for furthering military-to-military relations between the United States and Senegal. The development of Senegal's IMET Program has been a combined U.S.-Senegalese military effort. The naming in September 1984 of a new Senegalese Chief of General Staff brought a change in the thrust of IMET, a move away from an emphasis on basic officer training toward one involving increased senior professional military education.

Annually, the Chief of General Staff, upon review of the present and future force structure, missions, capabilities, and deficiencies of each service, establishes training program guidelines and priorities, and defines the number of military students to attend overseas training. Next, the Operations Directorate together with the DAO select specific U.S. training schools and courses that best match Senegal's needs. The resultant program is then submitted to the Chief of General Staff for review and approval. The training program is then reviewed by the U.S. Ambassador for final in-country approval, and presented at the annual USEUCOM Security Assistance Training Workshop for final approval and implementation.

### **CURRENT PROGRAMS - MILITARY ASSISTANCE PROGRAM (MAP)**

Senegalese MAP was funded at about 2.5 million dollars annually in FY 84-86. Procedures for selecting MAP-funded FMS cases are similar to those used to develop training requirements. The primary Senegalese staff agency responsible for coordinating purchase requests is the

Personnel and Logistics Directorate. Letters of Request for Foreign Military Sales cases funded by MAP are received by the DATT, passed to the Ambassador for approval, and then forwarded to Washington for final approval and implementation.

MAP-financed FMS purchases have been keyed to a drive by the Senegalese to improve their military mobility and communications capabilities, and also to add soldier support items to the inventory. As a result, the Senegalese have recently requested five-ton trucks plus rebuilt 2 1/2-ton trucks, a military communications network to link their military bases, and thousands of uniforms, boots, hats, and backpacks. Most recently, the Senegalese have requested two 25mm gun systems to arm a new patrol boat as part of their effort to increase their capability to effectively patrol their economic zone. Future requests are expected to continue to emphasize uniforms and motor transport equipment.

### **NEW ACTIVITIES - AFRICAN COASTAL SECURITY (ACS) AND CIVIC ACTION (CA)**

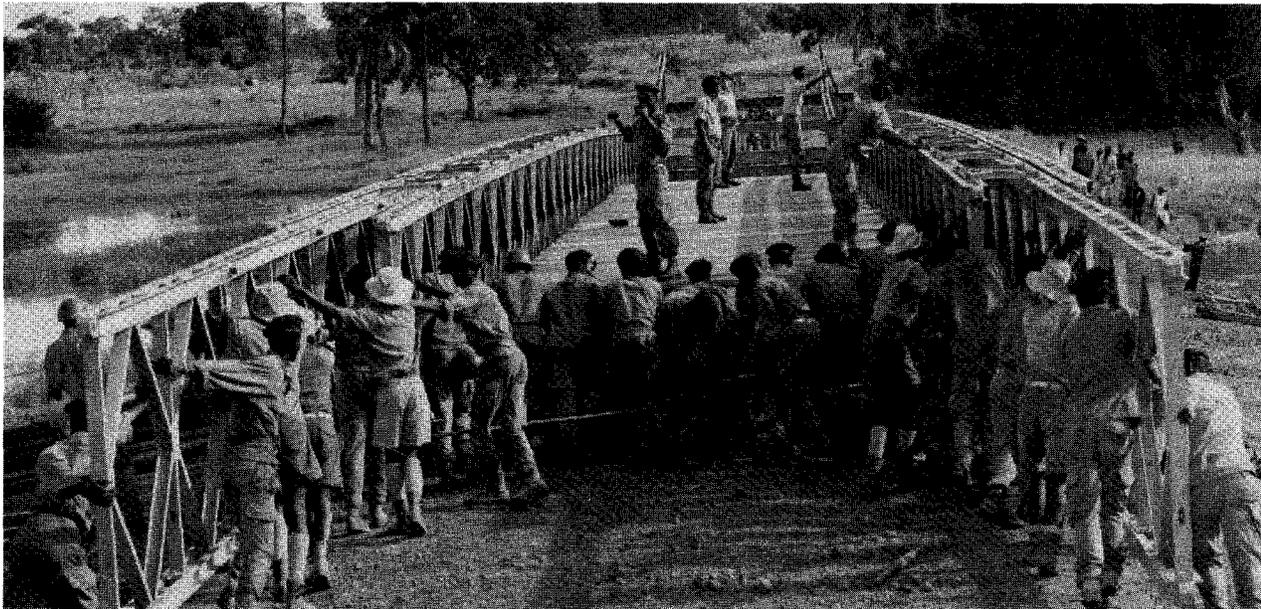
In September 1986, a Letter of Offer and Acceptance was signed by the Senegalese which will soon put into effect the first Senegalese ACS project, the construction of a small advanced naval base located in the Casamance, the southernmost region of Senegal. Base construction will be funded by a U.S. MAP grant of 1.5 million dollars and carried out by the Senegalese military engineers.

The base project supports the overall purpose of the ACS program which is designed to encourage the capability of African countries to conduct effective coastal patrolling. Every year, heavy illegal fishing off the coast of West Africa results in millions of dollars of lost tax and fee revenues as well as serious long-term damage to fish stocks. Expanding the Senegalese Navy's capability to patrol some of the country's most fruitful fishing zones through the establishment of a southern patrol base will permit the more effective policing of illegal fishing and the collection of required fees and fines.



**Medical care for civilians is a standard part of military medical operations both in garrison and in the field.**

The second new U.S. MAP grant initiative is the CA project. Civic Action is designed to provide U.S. funds to support nation-building projects which involve military operations which have direct civilian benefit. In Senegal, the first such CA project is planned to be the construction of additional facilities at a small military hospital near Dakar which also services the surrounding civilian community. Additionally, CA funds will help pay for the refurbishment by Senegalese military engineers of elementary schools in the city of Dakar. To date, \$400,000 has been earmarked for CA projects in Senegal which will constitute a continuation of the Senegalese military's nation-building tradition.



**Nation building has always been a tradition and important mission of the Senegalese engineers shown here installing a bridge in the mid-1960s.**

## **CONCLUSION**

The SA program in Senegal is just one part of the total U.S. commitment to Senegal which overall runs into the tens of millions of dollars in aid of all types each year. As a stable democracy in a sea of unrest on the African continent, Senegal represents a Third World country committed to a brighter future despite overwhelming economic problems.

Current austerity measures prompted by pressures to meet economic recovery goals have resulted in increased food prices and greater living costs for the urban population. The continued high unemployment in the teeming urban environment acts as a potential source of future unrest. Despite good intentions, and a solid political framework well known for its stability, Senegal today is faced with pressing problems which tax the ability of its people to cope. Without substantial capital resources and foreign expertise, meeting the goals of diversification, modernization, and economic independence will be extremely difficult. Against this backdrop, the maintenance of a professional, well-supplied, apolitical military, which provides additional stability to the government, becomes imperative. It is to this end that the DAO and Embassy team remain committed.

## **ABOUT THE AUTHOR**

Captain Roland S. Lane is a 1977 graduate of the United States Military Academy at West Point, New York. An Armor officer, Captain Lane has served as a tank and scout platoon leader in Germany, and as a division staff officer, battalion S-4, and tank company commander at Ft.

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Hood, Texas. He is a Foreign Area Officer, and holds an MA in political science from North Carolina State University. Captain Lane and his wife and two children arrived in Dakar in May 1986.

[Photographs: All photographs appearing in this article were provided through the courtesy of the Senegalese Armed Forces.]