

# COVER FEATURE

## Joint United States Military Group Military Assistance Advisory Group-Spain Security Assistance Programs and Activities

### INTRODUCTION

Spain is so rich in history that one cannot begin to fathom how to deal with the Spanish unless he also has learned something of their history. Spanish culture has evolved from Spanish history and has several persistent characteristics that make it unique: religion, family, tradition, and pride are common elements which are in harmony and which exert tremendous power over the actions of the people. The language, music, and dance may change from Galicia to the Basque country to Catalonia to Castile and Andalucia, but they all carry the flavor and grandeur of historic Spain. Therefore, since Spanish history is so important in understanding Spain and its people--especially its military--we feel it necessary to devote some space to refresh your memory of Spain's history before undertaking the task of describing the Joint United States Military Group Military Assistance Advisory Group (JUSMG-MAAG), Spain, which undoubtedly will not be as interesting.

This article not only treats Spain's history and the security assistance activities of the JUSMG-MAAG, but also includes an abbreviated description of the non-security assistance activities of the JUSMG-MAAG and other U.S forces stationed in Spain.

### *Spanish History<sup>1</sup>*

The rich, multi-layered history of Spain, the source of constant pride to her citizens, begins with the flow of people. The original inhabitants are said to have migrated from the eastern Mediterranean in the third millennium, B.C. The Greeks named them Iberians, or "dwellers along the river Ebro." In the ninth and seventh centuries B.C., the Celts crossed the Pyrenees Mountains in two major waves, fusing with the Iberians to form distinct groups, called Celtiberians. During this period another distinct ethnic group, the Basques, became established in the western Pyrenees.

In the centuries following the Bronze Age (1900-1600 B.C.), Iberian tribal units amalgamated into a system of city-states. Merchants from other regions established outposts on Spain's coastline, as Greeks, Phoenicians, and Carthaginians vied for control. After the First Punic War (264-241 B.C.) Carthage built a commercial empire in Spain, centered at Cartagena and during the Second Punic War, Spain was the staging ground for Hannibal's epic invasion of Rome.

The Carthaginians gave way to the Romans, who gave way to the Vandals and Visigoths. The Roman legacy can still be seen in the towering aqueduct at Segovia and the Coliseum at Merdia.

The centuries-long Moorish epoch began in the eighth century with North African Armies probing Visigoth defenses. By 715, Spain was conquered. In the ensuing 250 year Cordovan period, the wealth, power, and brilliance of Islamic Spain was unsurpassed in Europe.

<sup>1</sup> Information in this brief review of Spanish history is extracted from the *Area Handbook for Spain, 1976*.

Conquest, however, sows the seeds of rebellion and this was true in the case of Moorish Spain. Visigoth tribes took refuge in what is now Asturias and proved to be the tip of the lance that in the next 700 years forced the Moors back into Africa.

Americans remember that 1492 was the year that "Columbus sailed the ocean blue," but to Spaniards, 1492 is the year that Ferdinand and Isabella drove the Moors from their last stronghold in Granada. These two monarchs, revered today as the "Catholic Kings," symbolize the unification of modern Spain, both for the reconquest and because their marriage united Spain's two most powerful feudal kingdoms, Castile and Aragon.

Following the reconquest, the energies of a proud and united Spain turned from internal strife toward exploration and exploitation of the New World. Vasco Nunez de Balboa discovered the Pacific Ocean in 1513, Ferdinand Magellan's crew completed the around-the-world voyage in 1522, Conquistador Hernan Cortes defeated the Aztecs in Mexico in 1519, and Francisco Pizaro established Spanish control over the Incas of Peru in 1533. Spain's "Golden Age," ushered in by Ferdinand and Isabella, lasted well into the seventeenth century. Spanish wealth, art, literature, and military power made it one of Europe's most admired cultures. (Though the defeat of the Grand Armada in 1588 was a major military setback, Spain recovered and maintained her influence for several centuries more.)

When Queen Isabella died in 1503, the union of Castile and Aragon almost fell apart as Castilians looked toward Isabella's daughter Juana to be their regent by succession; Ferdinand, the King of Aragon, had only been considered the Queen's consort by strong-minded Castilians. Juana, however, proved incapable of ruling and both the Castilians and Ferdinand refused to let her husband Phillip the Fair of Flanders take the reign. With the death of Phillip and later Ferdinand in 1516, Charles I, son of Juana and Phillip, came to the throne, and Spain entered the "Golden Age." Charles proved to be a strong king who united all of Spain and was elected Holy Roman Emperor (taking the title as Charles V). His reign was marked by military successes all over Europe and he laid the groundwork for a shaky alliance which would eventually confront and stop the Ottoman Turks.

In 1556, tired from innumerable campaigns and the weight of the Crown, Charles stepped down as Holy Roman Emperor, abdicating the Spanish throne in favor of his son Phillip II, and retiring to a monastery. Phillip II inherited a kingdom with armies spread throughout Europe and a treasury weakened from financing Europe's wars. The Holy See and a counsel of kings elected him to the office of Holy Roman Emperor and Spain entered the middle years of the Golden Age. Phillip, like his father, had a succession of four wives. Phillip was, for a time, king of Portugal and King of England, married to the ill-fated Mary Tudor.

Under his able tutelage, Phillip's half-brother, Juan of Austria, commanded the multi-national fleet which stopped the Turkish Empire's westward expansion at Lepanto. In this famous and crucial battle, a Spanish Marine named Miguel Cervantes was wounded and lost the use of his left arm--a fact which little stayed his able right hand from writing *Don Quijote*. Thus, father and son ruled a united Iberian peninsula for 60 years, and most of the known western world. Spain, with its coffers once full with treasures from the new world entered the 17th Century much weakened by its almost unilateral financial support of the Holy Roman Empire's wars; thus, Spain paid dearly for its unity and security of the western world during the crucial 17th Century.

In 1640, Portugal, with the help of England, asserted its independence. Weak kings and a depleted treasury further weakened Spain. Charles II (of Spain), a weakling who ruled by dispensing favors for patronage, finished out the century and brought the monarchy to its knees.

The death of the childless Charles II brought the war of the Spanish Succession (1702-1714). The Treaty of Utrecht (1713) ended the war and recognized the Bourbon succession in Spain.

England was ceded Gibraltar and Menorca, and although Menorca was later returned under the Treaty of Paris (1783), the Spanish claim to Gibraltar has remained a bone of contention to the present.



Monument to Miguel Cervantes in Madrid.

Although much has been written about Spanish conquests in the new world, it is seldom remembered that Spain, as well as France, aided the American colonies in the War of Independence, even going so far as to declare war on England!

King Charles IV ruled Spain from 1788 to 1807. However, his wife's favorite officer, Manuel D. Godoy, dominated as chief minister of the country. In 1796, Napoleon promised Godoy Portugal in return for joining the French in war on England. After the Spanish fleet was destroyed at Trafalgar in 1805 and another Spanish attempt on Gibraltar failed, Godoy lost favor. Napoleon demanded that Charles IV abdicate in favor of his brother Joseph Bonaparte.

Joseph Bonaparte proclaimed all religious houses dissolved and in doing so rallied Spanish patriotism around the Catholic Church in Spain's War of Independence (1808-1814). This war lives on in Madrid's famed art museum *El Prado*, where Francisco de Goya's paintings still echo the suffering endured under Napoleon's brutality.

The departure of the French brought a new constitution and limited monarchy, but no permanent solutions. Ferdinand VII refused to recognize the constitution. In the ensuing disarray of political policy and control, Spain's American colonies proclaimed their independence.

*Pronunciamientos* (officer-led rebellions) characterized the period from 1840 to 1875. Constant struggle between competing political groups ended in 1875 when the constitutional monarchy was restored with the British-educated Bourbon, Alfonso XII.

In 1898, the mysterious explosion of the battleship U.S.S. MAINE in Havana, Cuba, led to the Spanish-American War. A quick defeat resulted in Spain giving up Cuba, Puerto Rico, and the Philippines. Spanish pride was severely injured with the realization that she had ceased to be a world power and that her political and military institutions were outdated.

Although Spain was neutral and did not participate in World War I, she was constantly engaged in Morocco in a war against the Riff Berbers (1909-1926). A *pronunciamiento* brought General Primo de Rivera to power in 1923 with the mandate to conclude the war in Morocco. In this he was successful, but in 1930, economic woes led to his resignation and exile, followed shortly by the abdication of King Alfonso XIII. Amid indications that civil war was imminent, a multi-party coalition proclaimed the Second Republic, which was to govern until the war came in 1936.

The Spanish Civil War lasted from 1936 to 1939. General Francisco Franco, as part of a junta of generals, invaded from Morocco with assistance from Germany and Italy. The incumbent Republicans, aided by Soviet equipment and planes, defended city strongholds against the Nationalists' army. In what has been called "a prelude to World War II," it is estimated that 600,000 people lost their lives, some of whom were Americans fighting in "International Brigades" on the Republican side.



The Northern Facade of the Spanish *Palacio Royale* (Royal Palace) in Madrid.

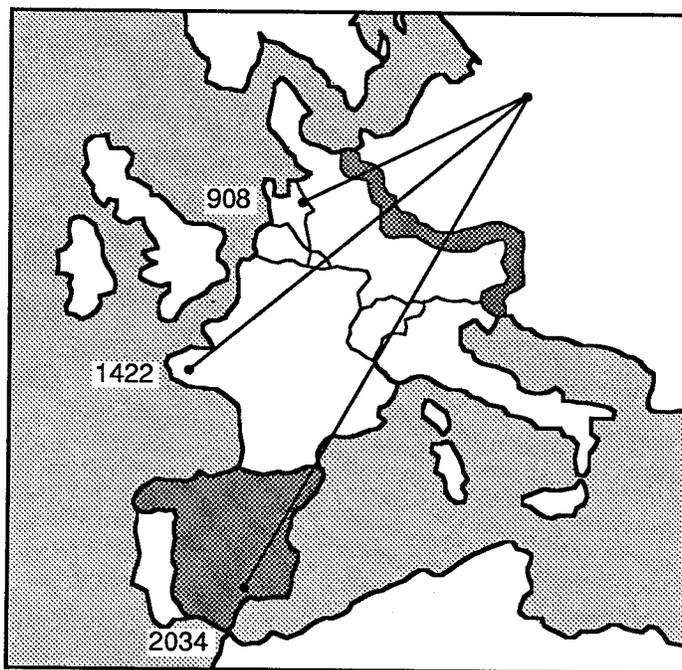
Officially, Franco's Spain remained neutral during World War II. He tried to soften postwar criticism of Axis sympathies from the victorious allies by re-establishing a constitution and a parliament; however, Spain was ostracized by the world community, and the United Nations bound its members to impose economic and diplomatic sanctions against her.

The U.S. exchanged ambassadors with Spain in 1951, and signed an agreement for the establishment of American military bases in 1953. From then until the 1970's there was little change in Spain's political climate; however, as General Franco advanced in age he looked for ways to provide an orderly succession. The solution was for Spain to revert to a constitutional monarchy. In November 1975, after Franco's death, King Juan Carlos de Borbon assumed the duties as head of state. The subsequent decade has witnessed a transition from Franco's dictatorship to democratic government under the unifying leadership of King Juan Carlos. It has been a decade of progress and a gradual opening to the rest of Europe. Two milestones in this process were Spain's joining NATO in 1982 and its admittance to the European Economic Community in 1986. If Spain was once alone and out of touch with her neighbors, she is no longer. In 1987, her future is bright and rests on the firm foundation of a rich and glorious past.

## STRATEGIC IMPORTANCE

Located in the southwestern part of Europe, the Iberian Peninsula is the European land bridge between the Atlantic Ocean and the Mediterranean Sea, and the bridge between Northern Europe and Africa. Portugal occupies a sixth of the peninsula, Spain the remaining five-sixths. The territory of Spain also includes the Balearic Islands in the Mediterranean Sea, the Canary Islands off the Atlantic coast of North Africa, and the five "places of sovereignty"--the enclaves of Cerita, Melilla, Alhucemas, Penon de Velez de la Gomera, and the Chafarinas Islands--all along the Mediterranean coast of Morocco. The strategically important Strait of Gibraltar controls access between the Mediterranean Sea and the Atlantic Ocean and is a key to air and sea control of the western Mediterranean Sea and Eastern Atlantic Ocean. With a land surface area of 194,844 square miles, Spain is about 72 percent of the size of Texas. Most of Spain's frontiers are water (about 2,500 miles of coastline), from the Mediterranean Sea on the south and east (from Gibraltar to the French border), to the Atlantic Ocean on the northwest and southwest. The land borders with Portugal and France are well defined. Spain's population is about 37 million. Unemployment is over 20 percent, remaining rather constant since 1985.

**FIGURE 1**  
**DISTANCES FROM WARSAW TO SPAIN**  
[In kilometers]



Spain's location is of major strategic importance to the U.S. and NATO. Spain's 2,000-mile displacement from the borders of the Warsaw Pact (Figure 1) make it an ideal staging area for NATO manpower and logistics support, as well as an ideal security area to regroup NATO forces. Control of the Strait of Gibraltar is critical to the security of the NATO southern flank and the sea LOCs [lines of communication] of the western Mediterranean and eastern Atlantic. Of direct importance to the U.S. is access to Spanish bases under the provisions of the current U.S.-Spanish Bilateral Agreement.

The 401st Tactical Fighter Wing (F-16s) at Torrejon Air Base (TAB) has the mission of reinforcing USAF units in NATO's Southern region in event of crises. TAB also has a major Military Airlift Command (MAC) terminal, a regional hospital, and the necessary support facilities to care for the families that live in the area.

The 34th Strategic Squadron (aerial tankers) and the support operations for the Bardenas Reales air-to-ground gunnery range are at Zaragoza Air Base (ZAB). The weather in Spain is ideal for year-round gunnery training and a majority of the United States Air Force in Europe (USAFE) requirements are satisfied here. More than 4,000 Air Force personnel are stationed at TAB, another 1,500 are at ZAB. The USAF also keeps a small garrison at Moron Air Base performing housekeeping and joint exercise support functions.

The Naval Base at Rota has about 4,000 assigned personnel which support the Sixth Fleet and other vessels transiting the area. Rota's strategic location and the varied communications, supply, and maintenance support it provides make it one of the most important installations used by the United States Navy.

The four major bases listed above all belong to Spain, and the U.S. military shares them with Spanish air and naval units. We are only tenants, a fact which frequently escapes many people--both here and in the United States. Nevertheless, a very large percentage of the base maintenance and improvement costs are born by the U.S. taxpayer.

USAF Detachment 19 is located with the aircraft firm CASA in the Madrid suburbs. It is responsible for overseeing the contract to overhaul USAF F-15s, performed by CASA, and for supervising the production of parts for the F-18. The Officer-in-Charge-of-Construction (OICC), a USN organization located in Madrid, prepares plans and supervises construction work done for DOD in the Mediterranean Region.

There are also four tropo, one Silk Purse, and one seismic USAF communications sites scattered around Spain. In all, there are less than 12,000 U.S. military personnel, 10,500 dependents, and 1,200 DOD civilians working and living in Spain.

In addition to Spain's important strategic location, several political events with potentially important effects on Spanish/U.S./NATO relations have been recently concluded or are in progress.

**NATO Referendum.** The popular referendum on NATO promised by the ruling socialist party of President Filipe Gonzales was held in March, 1986. Of key importance was the wording of the question and the available responses offered to voters. Essentially, the Spanish people were offered a choice between maintaining political membership in NATO without military integration, with a reduced U.S. presence, and without nuclear weapons on its soil, or complete separation from NATO. Spain's defense responsibility relative to the other member nations of the European Economic Community (which Spain joined in January 1986) was heavily emphasized in the weeks before the referendum. While many of the political right, including a significant proportion of military officers, refused to vote (because of the unacceptability of the conditions imposed by the wording of the question), the Spanish people voted to continue membership in NATO, presumably

accepting the three conditions that went with it. Spain is now beginning to prepare for participation in the Alliance, while technically remaining outside of the integrated military command structure, and to negotiate the terms of its military participation in NATO.

**Renegotiation of U.S./Spanish Bilateral Agreement.** The negotiation phase for renewing the Agreement on Friendship, Defense and Cooperation between the Kingdom of Spain and the United States of America of July 1982 (ratified in May 1983) is underway. The current Agreement, which expires in 1988 has been the subject of much debate in Spain. As Spain and the U.S. renegotiate the Agreement, Spanish perceptions of the reliability and value of U.S. support become more important.

**Changes in U.S. Troop Levels.** As a result of the 1986 referendum, the Spanish Government is committed to the reduction of current U.S. troop strength in Spain. The U.S. side has consistently maintained that any reduction in U.S. troop strength must be dependent upon Spanish forces fulfilling missions vacated by departing U.S. forces.

**Spanish Integration in the European Community (EC).** Effective 1 January 1986, Spain became a full member of the Common Market. Closer commercial and bilateral military relationships between Spain and other members of the EC are already apparent. Over the past several years, Spain has given additional emphasis to the procurement of military materiel from the EC countries. This trend has been especially apparent with respect to Army materiel, presumably due to Spanish perceptions that the U.S. enjoys a lesser degree of technological supremacy in the production of materiel to support land warfare. It is expected that the trend to buy European will continue.

## **HISTORY OF JUSMG-MAAG--SPAIN**

As a result of the Korean War, the Communist insurgency in Greece, the heightened tensions of the Cold War, and the desire to increase and expand our worldwide military deployments to offset the perceived growing Soviet threat, Spain became a focal point of U.S. interest. The Franco government in Spain was receptive to U.S. overtures to establish a defense agreement because his dictatorship was not yet recognized by the Western democracies and gaining U.S. acceptance would be a big step toward legitimacy. Also, Spain was suffering economically with widespread poverty. A defense agreement between Spain and the United States, therefore, would provide mutual benefits to both governments: Franco would gain political recognition and economic help while the U.S. could further project its military power in Europe.

The initial bilateral agreement between Spain and the United States was signed on 26 September 1953, after a year and a half of negotiation. The accord authorized the construction and use of various naval and air facilities within Spain and in return, provided for economic aid and military defense assistance. The Joint United States Military Group (JUSMG) was assigned to oversee the base construction and a Military Assistance Advisory Group (MAAG) was formed to administer the military assistance program. Both organizations were commanded by the same Flag Officer so that a single point of contact could be maintained between the U.S. and Spanish authorities. Major General August W. Kissner, USAF, who had headed the seven-man team that negotiated the accord, was chosen as Chief JUSMG and the Department of the Air Force was made responsible for carrying out the Spanish base construction program.

The Department of the Navy, Bureau of Yards and Docks, was made primarily responsible for supervising the construction work, making JUSMG a truly joint command from the very beginning. Rear Admiral Harold W. Johnson was named as Officer-in-Charge-of-Construction and designated Deputy Chief, JUSMG. By this time, 36 officers, 11 enlisted, and 10 U.S. civilians were assigned. Offices were provided in the Spanish Air Ministry (currently the *Cuartel General del Ejercito del Aire*), where JUSMG-MAAG, Spain still resides.

The first Defense Agreement in 1953 was renewed in 1963. In 1970 the Defense Agreement was changed to an Agreement on Friendship, Defense and Cooperation. In 1976 this Agreement became a Treaty and in 1982 it reverted back to an Agreement.

The first operational milestone for the United States Air Force presence in Spain occurred in July 1956, when the Air Administration portion of JUSMG was redesignated Headquarters 16th Air Force (SAC) [Strategic Air Command] and located at Torrejon Air Base, where it is still today. Some five months later, on 12 December 1956, the first American aircraft landed at Moron Air Base, near Sevilla; however, it was not until late fall of 1958 that air and naval base construction neared completion.

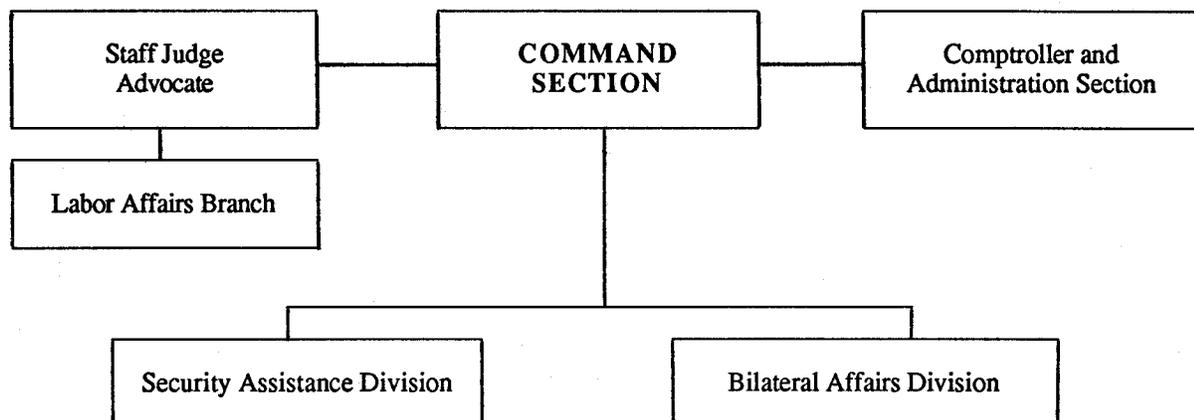
In 1964, JUSMG and MAAG were combined into a single organization, which reflected the shift in duties from construction and organizing military assistance to compliance with Agreement obligations and maintaining an established assistance program. From the original seven officers, JUSMG-MAAG had grown to 61 officers, 36 enlisted, 26 U.S. civilians, and 11 local nationals (LN). The change of mission brought with it a reduction in force and by 1972 JUSMG-MAAG had shrunk to the approximate size that it is today. Today, Chief, JUSMG-MAAG is Major General Joseph P. Franklin, USA; his replacement will be Rear Admiral Gerald L. Riendeau, USN.

Spanish-U.S. defense cooperation was originally viewed by the Department of Defense in the context of U.S. requirements for forward operating bases for strategic bombers and resupply points for U.S. Navy ships transiting the Mediterranean. Today, SAC bombers are only a memory, and Spanish-U.S. relations are grounded in a broader view of Spain's participation in Western Defense and mutually advantageous bilateral relations. Some bases have closed, others have grown and taken on new missions; yet the importance of the U.S. military in Spain has not diminished and JUSMG-MAAG has remained the focal point of that presence.

## CURRENT ORGANIZATION OF JUSMG-MAAG--SPAIN

The current organization of the JUSMG-MAAG, shown on Chart 1 on the following page, is less than one year old and reflects a move towards functionalization and away from a service-oriented structure. The Chief's position is a rotational billet; all other billets are fixed to a specific U.S. branch of service. The deputy is Navy; Chief, Bilateral Affairs and the Staff Judge Advocate (SJA), Air Force; and, the Chief, Security Assistance and Chief, Administration and Comptroller, Army. Each of the senior service representatives has service-related responsibilities and acts as the senior service advisor to the Chief, JUSMG-MAAG., and to the Spanish services, as necessary.

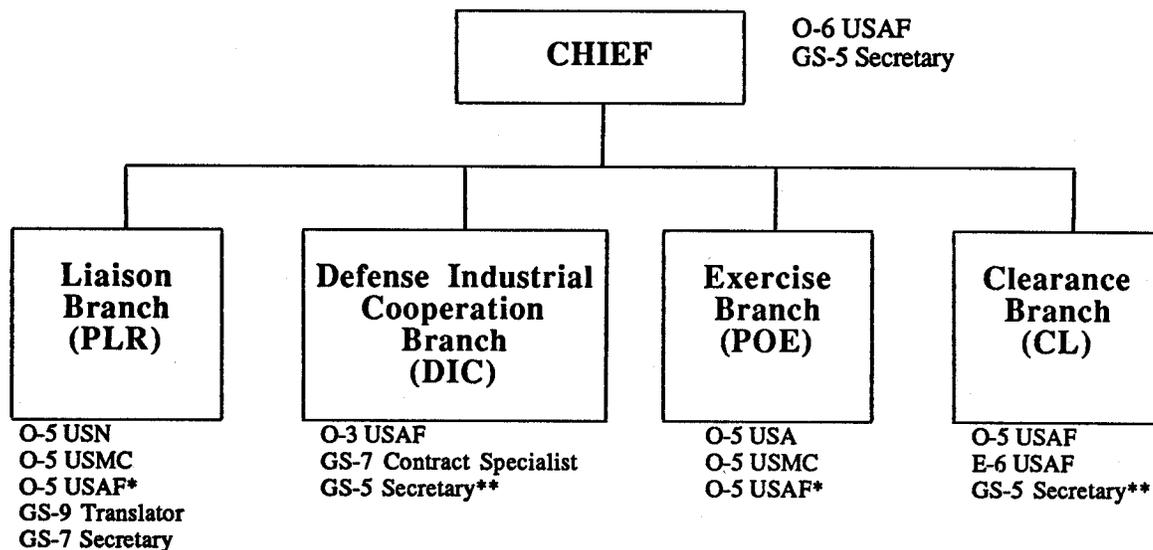
CHART 1  
JUSMG-MAAG ORGANIZATIONAL CHART



There are two main functional areas within the JUSMG-MAAG. One deals primarily with those areas pertaining to bilateral affairs (BA) matters; the other with security assistance (SA). Since the readers of this *Journal* are mostly interested in security assistance, the bulk of this article will describe SA responsibilities and relationships. However, for a complete appreciation of the work of the JUSMG-MAAG, some space must be devoted to BA and administration/comptroller functions.

Bilateral Affairs is organized as shown on Chart 2. The Policy, Liaison, and Requirements (PLR) Branch consists of three O-5s (USN, USMC, USAF) who maintain liaison with their Spanish counterparts in the joint Spanish-U.S. Political-Military Administrative Affairs (PMAA) Committee, established by the Bilateral Agreement to solve military problems, and to jointly interpret those portions of the Agreement which are vague. The work of this Branch has been instrumental in fostering good will and rapport between the two governments.

**CHART 2  
BILATERAL AFFAIRS DIVISION  
JUSMG-MAAG--SPAIN**



\* O-5 USAF Dual hatted.  
\*\* GS-5 Secretary Dual hatted.

The Exercises Branch consists of three O-5s (USN, USMC, USAF) who help coordinate all combined exercises that have Spanish military involvement. During the course of an average year over 70 planning and debriefing conferences are held to support some 35 combined and joint exercises. Because of the air and naval bases located in Spain, most of these exercises center on the Spanish Navy and Air Forces.

The Defense Industrial Cooperation (DIC) Branch was established to implement a portion of the current Bilateral Agreement. It consists of one O-5, a contracting specialist, and a clerk. This office has been very effective in instructing Spanish industry on how to enter the U.S. competitive bidding process and has caused U.S. Army, Navy, and Air Force contracting agencies to survey and study Spanish industry for alternate sources of supply on major weapons systems. A Spanish firm was one of the finalists on the recent U.S. Army bayonet buy, and is still in the running for

the 120mm mortar contract. One of the major goals of this office is make the two-way procurement "street" more equitable. In FY 83, for every dollar the U.S. spent on Spanish defense articles/services, Spain spent \$97 in the U.S. (due to the EF-18 purchase). In FY 1985 that ratio was reduced to 11:1, and for FY 1986 is expected to be 2:1, or less. Although DIC functions are closely related to those of Security Assistance, this Branch has been kept on the JUSMG side of the organization because it was established by the Agreement. Experience may show, however, that DIC would best be located under SA, given the close relationship of SA and two-way arms sales.

The Clearance Branch, which has an officer, NCO, and secretary assigned, coordinates all personnel, aircraft, and support ship visit clearances. In an average month, over 160 requests are processed; however, this workload can double during peak periods.

The Comptroller and Administration Section supports the entire JUSMG-MAAG by providing civilian personnel, mail, and procurement services, and by administering the budget and the physical security programs. It also controls the organization's vehicles (five sedans, one station wagon, and one truck) and the two assigned drivers. The section is headed by an O-5, with an O-3, an E-9, and six civilians (excluding drivers).

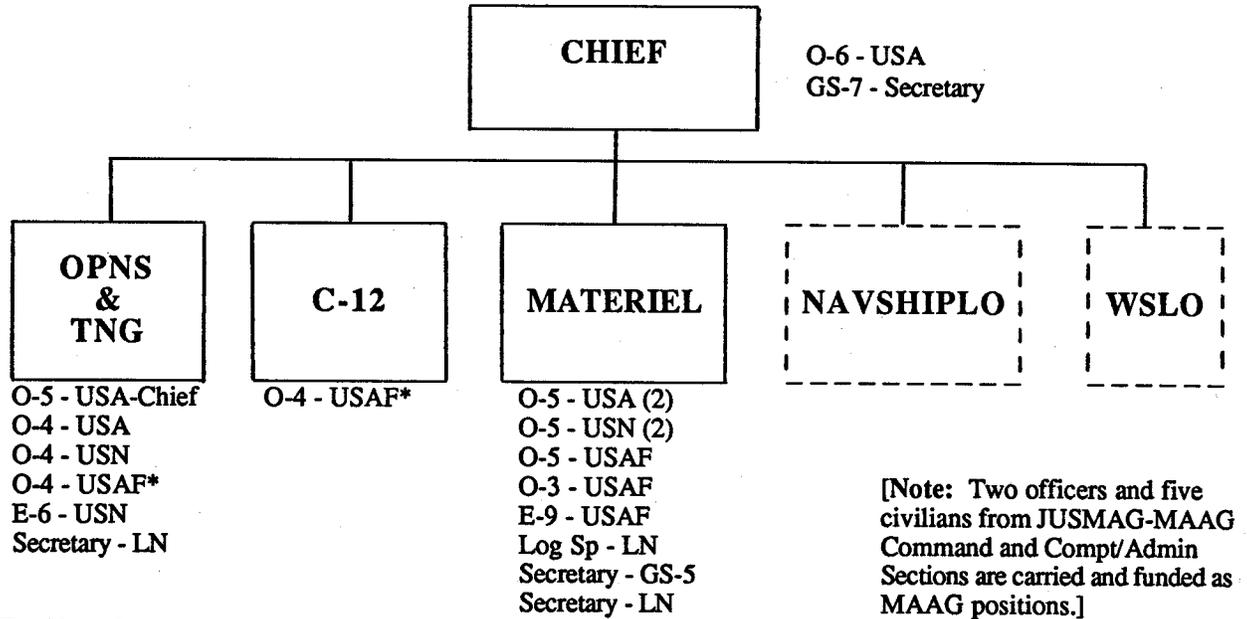
The JUSMG also has a legal section which plays a key role for U.S. forces in Spain. An Air Force O-5 and four local national employees, including two highly qualified lawyers, provide legal advice, interpretations, and opinions in support of the political/military mission of the Chief, JUSMG-MAAG, the U.S. Ambassador, and both of their staffs. The SJA acts as the legal advisor to the U.S. side of the Joint Committee for Politico-Military Administrative Affairs (PMAA), and is also responsible for the administration and implementation of Complementary Agreement Five related to criminal jurisdiction over U.S. military personnel in Spain. (Since 1984 Spain has waived its right to prosecute U.S. personnel in about 90 percent of the cases.) This small section is also responsible for the implementation of labor affairs matters pertaining to Spanish employees working for the U.S. Government.

## **ORGANIZATION, MISSIONS, AND FUNCTIONS OF THE SECURITY ASSISTANCE DIVISION, JUSMG-MAAG**

Chart 3, on the following page, shows the current organization of the Security Assistance Division. This organization evolved from three separate service sections into two major functional areas: operations and training, and materiel. This organization officially became effective on 1 August 1986. Although still in its infancy, several advantages are apparent. Two O-6 positions were eliminated; automation of operations and training became possible; better coordination within the MAAG resulted, especially in the training area; supervisory lines were simplified and span of control at the top was reduced; major reports, such as the Annual Integrated Assessment of Security Assistance (AIASA), were easier to coordinate and finalize; and functions were realigned to provide for a cleaner definition of responsibilities. While obtaining these advantages, the new organization continued to provide for close service-to-service contact at the action officer level, i.e., the Navy Training Officer still works closely with the Spanish Navy.

The reorganization has had its growing pains, which are expected to disappear as time passes. There has not been a noticeable decrease in contact with the Spanish military resulting from the loss of two O-6s. This will be explained further in subsequent paragraphs. In sum, the new organization is a step in the right direction and undoubtedly it will be further refined and improved as time passes.

**CHART 3  
SECURITY ASSISTANCE (MAAG)  
ORGANIZATION**



\*Dual hatted.

**RECAP:**

Military	- 13	USA	- 5
U.S. Civilian	- 2	USN	- 4
LN Civilian	- 3	USAF	- 4
<b>TOTAL</b>	<b>18</b>		

The missions and functions of the MAAG side of the JUSMG-MAAG are really no different from those found in most of the security assistance organizations (SAOs) around the world and as stated in the *Security Assistance Management Manual (SAMM)*. It assists in the accomplishment of U.S. objectives in Spain by helping to administer the in-country SA programs. In the case of Spain this means Foreign Military Sales (FMS), both cash and credit, International Military Education and Training (IMET), and the Military Assistance Program (MAP). Although Spain is no longer a MAP recipient country--the Grant Aid being terminated in 1982, the MAAG is responsible for coordinating and monitoring the disposal of the old MAP equipment. As part of the SA program, Spain also receives Economic Support Funds (ESF) which are administered through various U.S. Embassy offices.

Spain currently has 564 active FMS contracts (cases) valued at 5.83 billion dollars. The numbers of cases and their value change daily. The Materiel Branch follows the administration and management of these cases by passing information, questions, and problems back and forth between the Spanish services and the appropriate commands in CONUS. The Navy materiel officers coordinate with the Navy Ship Liaison Officer (NAVSHIPLO) in Madrid, who is responsible for in-country administration of those cases dealing with ship construction using U.S. plans and specifications. The NAVSHIPLO is a Navy Captain, supported by a staff of 12 officers and civilians located in Madrid and El Ferrol (NW Spain). The AF and Navy materiel officers also maintain close contact with the EF-18 Weapons Systems Liaison Officer (WSLO), a USMC

lieutenant colonel, supported by two civilians. The WSLO acts as the interface between the Spanish Air Force and the USN in solving problems and providing assistance on all matters dealing with the EF-18 program. Both the NAVSHIPLO and WSLO report directly to their respective Navy superiors in Washington. The relationship with the JUSMG-MAAG is one of coordination.

The C-12 Branch consists of one USAF officer (O-4) who plans and directs the operation of the C-12. He also doubles as the USAF Training Officer. The JUSMG-MAAG is authorized 269 flying hours for 1987, most of which is for SA missions. Maintenance on the C-12 is performed under a blanket USAF contract.

As can be seen by looking at the grade structure of the personnel within the SA Division, there is a lot of experience present. This experience, combined with a good working knowledge of Spanish (most business is conducted in Spanish) and a helpful attitude are what contributes to the success of the Division.

## **RELATIONSHIPS WITH U.S. EMBASSY AND SPANISH SERVICES**

The Chief, JUSMG-MAAG, or his deputy, attend embassy staff meetings every Monday, Wednesday, and Friday. A Daily Activity Report, summarizing the key events of the day which the Ambassador should know of, is submitted every morning, covering the previous day's activities. In addition, working through the Embassy's POL/MIL Section, the Ambassador is kept informed of all JUSMG-MAAG communications which may have a political impact. Once a month the Ambassador holds a military meeting where senior representatives of all military organizations in the Madrid area are in attendance. Through these meetings, reports, and communications the Ambassador and his POL/MIL staff are kept informed and they then provide the policy direction, as necessary.

The MAAG works with the Spanish services in various ways. The Spanish Army allows the MAAG training and materiel officers to work with all General Staff Sections without going through a central point of contact. Although the Coordination and Plans Division has primary responsibility for interacting with the Army officers of the MAAG, all doors are open at Army Headquarters. The Air Force and Navy, on the other hand, require contact through separate liaison offices. For these services, nearly all written communications are addressed to these liaison offices, which then direct them to the appropriate Spanish Air Force (SAF) or Spanish Navy (SN) staff office. The SAF liaison office is headed by an O-6, while the SN has an O-5 in charge. This requirement to work through two liaison offices is one reason why it was stated earlier that the loss of two O-6s in the reorganization has not had a detrimental effect on service specific O-6 to O-6 contact.

Generally, Spanish General Officers will deal with the Chief, JUSMG-MAAG; Colonels will work closely with the Chief, SA Division, while the action officers put their heads together to do the real detail work.

Military-to-military relationships are excellent. The Spanish services have had many of their key officers attend U.S. military service schools. They are pro-west and express pro-U.S. sentiments. They seek more contact with U.S. Forces in Europe--through exchanges and exercises. The fact that Spain is not buying new systems from the U.S. is not because the Spanish military prefer other country's weapons; it's because decisions of what to buy and from whom are made at the political level after considering offsets, coproduction, co-development, and political gain.

## **MAJOR FMS CASES**

Of the 564 active cases Spain has with the United States, 30 percent belong to the Army, with the remaining 70 percent equally divided between the Navy and Air Force. However, when

considering dollar value of the active cases, the Army has only 5 percent of the \$5.83 billion; the Navy has 28 percent; the remaining 67 percent belongs to the Spanish Air Force. By far the largest case is that of the 72 EF-18s. Signed in 1982, this case is currently valued at approximately \$2.5 billion.

Other high-value cases are:

12	AV-8B	-	\$369	million
4	FFGs	-	227	million
1	Aircraft Carrier	-	165	million
6	SH-60B	-	174	million
4	TACTAS	-	56	million

The EF-18s are being delivered now. Deliveries should be completed in 1990. The AV-8Bs will begin arriving this Fall. The FFGs and aircraft carrier (to carry the AV-8Bs) are in various stages of construction. Two of the FFGs are in the hands of the Spanish Navy; the carrier should be operational by late 1988. The SH 60Bs are to work from the FFGs and the carrier, and will be delivered beginning in June 1988.

The most significant Army case is a \$24 million HAWK Phase II product improvement program (PIP) which began early this summer. Most of the Army cases are support cases for grant aid (MAP) equipment deliveries made in the early '80s.

The Spanish military is undergoing a major modernization program, which began several years ago and is scheduled to be completed in 1990/91. This modernization not only is manifested by the purchase of new weapons systems but also by a reorganization and redeployment of forces, especially those of the Army and Navy. Since the primary threat is viewed to be from the south and east, with only a secondary threat from the north, these redeployments will place the bulk of the Navy near the Strait of Gibraltar, with two strong Army Divisions also along the southern and eastern coastal areas. Spain is primarily concerned about the defense of its Strategic Axis, which runs from the Balearic Islands through the Straits to the Canary Islands. Their enclaves on the north African coast--Ceuta and Melilla are also a high priority. Viewing the threat from the Spanish perspective one can understand the large amounts of money they have spent to modernize their Navy and Air Force.

Modernization in the Army is most evident in the increased emphasis on air defense. In addition to its present HAWK battalion, the Army is acquiring ROLAND and ASPIDE missile systems to improve their air defense. These systems and associated radars are tied into the Spanish Air Force systems and will soon be placed under a joint air defense command. Another area that has received great emphasis in the modernization program is Army logistics. In this endeavor, the U.S. Army has been very helpful. The Commander of the U.S. Army Materiel Command (AMC) personally made several trips to Spain to study the Spanish Army's logistics system and offered recommendations on how to organize it. These suggestions have been carefully considered and many have been adopted. Working through the MAAG, the Spanish Army has requested and received three logistics MTTs to help them establish a functional logistics system and to train a cadre of experienced logisticians.

Although the trend in Spain is to buy European, all three U.S. services can look with pride upon the weapons and know-how they have provided the Spanish military. When the modernization program is completed, Spain will have a military that will be able to make a significant contribution to western defense.

## IMET PROGRAM EMPHASIS

Spain's IMET Program is a specialized part of an overall training program, the primary objective of which is to encourage the Spanish Military Services to pursue training in the United States which both meets their needs and supports U.S. interests. IMET Program funds are used as a complement to funding from other sources, and to support training which is most clearly related to U.S. interests. The IMET-funded portion of the training program emphasizes U.S. interests and objectives within the context of Spanish requirements.

The overall training program objectives give a high priority to supporting current Spanish modernization efforts, facilitating Spanish integration into NATO, and improving U.S. Spanish bilateral relationships. These priority training program objectives are funded mainly via FMS, commercial or direct contracts, or via other means; the IMET program funds only a portion of these highest priority objectives. For example, even though about 50 percent of the total IMET budget funds high-cost training which directly supports Spanish modernizations, this figure represents less than 40 percent of the total expended by the Spanish for this type of training in the United States. This relatively low level of IMET funding of expensive modernization training represents an investment in Western defense, helps to promote a continued flow of students financed by the Spanish, and helps demonstrate the U.S. commitment to the support of Spain's modernization efforts.

In contrast, the relatively lower priority training program objectives, including developing a better understanding of the U.S., and sustaining operations and maintenance of equipment acquired from the U.S. (to include training on low-density items and helicopter pilot and maintenance training) are funded almost entirely through the IMET Program.

What does this mean? It means that it is possible to understand the IMET Program for Spain only within the context of the overall training program; it means that the IMET training program is a complementary part of the overall program and can be evaluated only with respect to overall training program objectives. Finally, it means that while the Spanish pay for most of the training of greatest benefit to them, our IMET Program pays for training of greatest benefit to us. That is as it should be.

How effective has the IMET Program been? If one accepts the basic assumptions of U.S. IMET policy as articulated by the SAMM, which may be paraphrased by saying that U.S. interests are best supported by sending more students to professional military education (PME) courses, then the IMET Program for Spain has been extraordinarily successful. The Chairman of the Spanish Joint Chiefs of Staff, every Spanish Air Force officer in the grade of Major General and above, 23 Spanish Army General officers, and five Navy Admirals have received training in the U.S., funded under the IMET program.

IMET Program emphasis will continue to focus on directly supporting U.S. interests in ways that also support Spanish military requirements.

## CONCLUSION

In the 34 years the U.S. has been permitted to use Spanish soil to project its military power in defense of the Western Alliance, the JUSMG-MAAG has played a vital role in implementing the several Agreements/Treaties that have governed the terms of our presence. It has also contributed greatly to the excellent military-to-military relationships that currently exist. The security assistance programs that we administer have been a great help to the Spanish military in their modernization programs, and the efforts to increase the contacts and exchanges between our two militaries have created a feeling of mutual respect and friendship. The Spanish officer and non-commissioned officer corps are very professional and extremely competent. Their enlisted personnel--over 80

percent of whom are draftees--are quickly assimilated into their organizations, and their motivation and discipline are enviable. There is no doubt that the traits of the 16th century Spaniard, who conquered the new world, can still be found in the modern soldiers, sailors, and airmen of Spain. By entering NATO they have offered the Western Alliance a great asset. The U.S. and the other allies have a historic opportunity to work closely with their new partner to make the most of this occasion.

The preceding article was jointly written by: Colonel Robert G. Chaudrue, USA, Chief, Security Assistance Division; Lieutenant Colonel William Stroud, USAF, Chief, Clearance Branch, Bilateral Affairs Division; Lieutenant Colonel John R. Call, USA, Chief, Operations and Training Branch, Security Assistance Division; Major Stephens F. McCauley, USAF, Joint Training Officer, Operations and Training Branch.