Report to the United States Congress Implementation of the Expanded IMET Initiative

Prepared by

The Defense Security Assistance Agency (DSAA)

EXECUTIVE SUMMARY

[The following is a reprint of a 1 May 1993 report to Congress which evaluates the Expanded IMET Initiative and discusses its proposed FY93/94 implementation. This report was prepared in response to a request by the Senate Appropriations Committee in its 23 September 1992 report on the FY 1993 Foreign Operations Appropriations Bill.]

The Defense Security Assistance Agency (DSAA) has made a concerted effort to be responsive to Congressional direction to expand the IMET Program to emphasize certain training programs for foreign military and civilian officials. These programs include managing and administering military establishments and budgets and creating and maintaining effective military justice systems and military codes of conduct, including the observance of internationally recognized human rights. In addition, Congress has also emphasized the training of civilian personnel from ministries other than defense, in pursuit of the following objectives: (1) to contribute to responsible defense resource management, (2) to foster greater respect for and understanding of the principle of civilian control of the military, and (3) to improve military justice systems and procedures in accordance with internationally recognized human rights.

Several initiatives have been developed, new training courses have been designed, and more initiatives are planned for FY94 to achieve these objectives. This fiscal year, DSAA will sponsor an IMET Effectiveness Study to measure the effectiveness of the IMET program in Korea as a test vehicle to determine if a more comprehensive study should be undertaken. DSAA will also host a meeting of the military departments and selected schoolhouse personnel to discuss the inclusion of specific military justice/human rights training in selected courses. DSAA has proposed legislation to change the International Military Education and Training Program to the International Defense Education and Training Program to more accurately reflect the new direction, emphasis, and objectives of Expanded IMET.

This report is submitted with five months remaining in the fiscal year and with congressional holds on the IMET programs of El Salvador and Guatemala, which both have a significant percentage of their programs devoted to Expanded IMET training. Recognizing the constraints in providing firm information at this time, the data provided is subject to change. DSAA will submit a supplemental report after the end of the fiscal year to provide a final status of the FY93 Expanded IMET program and to address the criteria regarding human rights with respect to initiation and termination of programs.

At this time, we estimate that approximately 675 students will receive training under the Expanded IMET Program in FY93, including approximately 150 civilians, at a cost of approximately $3,400,000. An additional $275,000 will be devoted to the support of ongoing initiatives and course development. DSAA estimates that a total of $3,675,000 will be expended in FY93 for this program. DSAA will make every effort to sustain this level in FY94 and FY95, consistent with available IMET resources. DSAA will continue to carefully examine traditional IMET programs for opportunities to shift funds into expanded programs.

RESOURCE MANAGEMENT INITIATIVES

DRMI FY 93 MOBILE EDUCATION TEAMS (METs)

The Defense Resource Management Institute (DRMI), Monterey, CA has developed the capability to deploy METs to approximately ten countries each year to teach a two-week Defense Resource Management course to approximately forty students. Students have included senior and mid-level managers, both military and civilian, from defense ministries, other ministries, the office of the president, and legislators. The METs have been enthusiastically received by host country officials and students, who have been most receptive to the concepts of defense planning and budgeting at the national level. In addition, the mix of military and civilian and defense and non-defense personnel has provided a unique forum and opportunity for these officials to come together and gain an understanding of each other. Under the FY93 Expanded IMET Program, DRMI METs have been conducted or are programmed to teach ten courses for approximately 394 students in Argentina, the Czech Republic, Honduras, Hungary, Lithuania, Senegal, Sri Lanka and Zimbabwe. The MET in Zimbabwe also included students from Botswana, Lesotho, Namibia, Swaziland, Tanzania, and Zambia. The MET in the Czech Republic also included students from Slovakia. The MET in Senegal also included students from Benin, Central African Republic, Cameroon, Chad, Congo, Guinea, Guinea Bissau, Ivory Coast, Niger, and Mali. The MET to Lithuania will include students from Estonia and Latvia. We also plan to deploy a MET to El Salvador or Guatemala in August 1993 if existing Congressional holds are lifted.

DRMI FY94 METs

DSAA and DRMI plan to deploy ten METs during FY94. Planning is underway to schedule METs for Argentina, Bulgaria, Honduras, Romania, Russia, Slovakia, Ukraine, and Zambia. Regional METs to French-speaking Africa and the Philippines are also being planned.

Resource Management Master's Degree Program. The new Expanded IMET postgraduate curriculum in Resource Planning and Management for International Defense will again be a highlight of the FY93 Expanded IMET program at the Naval Postgraduate School, Monterey, CA. This 78-week program combines current courses from the Administrative Sciences and National Security Affairs Departments with four courses specifically tailored for Expanded IMET. This new educational program focuses on domestic and international political institutions, resource management, civil-military relations, strategic planning considerations, and the role of international law and the law of war. Several students are currently programmed to attend this course under the FY93 Expanded IMET Program, although the final number will not be available until the end of the fiscal year.

U.S. Navy Hydrographic Management and Engineering (HME) Program. The Navy Hydrographic Management and Engineering Program is a 27 week course, redesigned by DSAA to meet Expanded IMET objectives, that is intended for international hydrographers that serve as the hydrographer or deputy hydrographer of their country. The course provides practical and professional knowledge in hydrographic management and engineering, as well as maritime resource management skills to assist in appropriate national and international level hydrographic decision-making. DSAA has worked closely with the HME staff to incorporate significant curriculum revisions to adequately address Expanded IMET themes. During FY93, five students are scheduled to attend this new Expanded IMET course. Approximately 12 students are planned for FY94.

MILITARY JUSTICE/HUMAN RIGHTS INITIATIVES

NJS FY93 METs

The Naval Justice School (NJS), Newport, RI, has developed an Expanded IMET military justice/human rights MET that teaches a one-week course for approximately thirty students. This program consists of three phases: (1) NJS conducts an in-country survey and discussion with all parties involved in the military justice/human rights situation; (2) visit to NJS by selected host country officials to co-develop a tailored program of instruction for the country; and (3) NJS teaches the one-week course in-country. Under the FY93 Expanded IMET Program, the NJS has conducted Phase I in Senegal and is scheduled to conduct Phase I in Madagascar and Rwanda; is scheduled to conduct Phase II in Senegal, Madagascar and Rwanda; and has conducted Phase III in Guatemala for 34 students, and will conduct Phase III in Papua, New Guinea in August 1993. In addition, NJS will conduct a specialized Phase IV in-country for Sri Lankan instructors to learn how to teach human rights to the Sri Lankan military. METs will also deploy to El Salvador, Guatemala, and Haiti during FY93 if Congressional holds are lifted.

NJS FY94 METs

DSAA and NJS plan to deploy METs in FY94 to Congo, Estonia, Ethiopia, Hungary, Kenya, Latvia, Lithuania, Philippines, Sierra Leone, Thailand, and Zimbabwe.

NJS RESIDENT CURRICULUM

A one-week resident course has been developed at, NJS, based on the core MET curriculum, that is available for foreign students. Efforts are also underway to incorporate this course as a one-week module in the foreign preparatory courses preceding the Command and Staff and War College courses offered by each of the Military Services. This new program will be available for foreign students in FY94, since a lack of requirements precluded the scheduling of this course in FY93.

U.S. INTERNATIONAL MILITARY STUDENT OFFICE (IMSO) SEMINARS

The Military Services assign IMSOs to each training installation to manage and administer foreign students. IMSOs are also responsible for conducting Informational Programs (IPs) to assist foreign students in acquiring an understanding of our democratic values, political institutions, the American way of life, and our commitment to the basic principles of internationally recognized human rights. During FY93, DSAA and NJS will continue an initiative started in FY92 to conduct seminar sessions at the IMSO Conferences for approximately 300 IMSOs to reinforce the Expanded IMET themes of military justice/human rights and the proper role of a military in a democracy. A 32-page handbook was prepared and published in FY92 for use by IMSOs to assist in accomplishing these objectives.

USCG MARITIME LAW ENFORCEMENT (MLE) TEAMS

U.S. Coast Guard MLE teams teach various maritime disciplines that provide a foundation in applicable legal concepts and practical experience in procedures and techniques involving administrative inspections, search/seizure, arrest, use of force, and boarding techniques. MLE teams often interface with non-defense civilian officials from a foreign country's coast guard, ministry of interior, immigration, and other agencies. In FY93, DSAA and the USCG plan to deploy MLE teams to Dominican Republic, Lithuania, Poland, Trinidad, and Uruguay under Expanded IMET.

CIVIL-MILITARY RELATIONS INITIATIVES

BURUNDI CONFERENCE ON THE ROLE OF THE MILITARY IN DEMOCRACIES OF AFRICA

DSAA in coordination with the State Department, the World Bank, and the African-American Institute, jointly sponsored a one-week regional seminar in Burundi which brought together key African military and civilian leaders in a forum designed to exchange ideas and explore several important civil-military issues and the role of African armed forces in the democratization process. Approximately 60 military and non-military participants from 11 sub-Saharan countries and the Organization of African unity attended the conference. Expanded IMET funded the participation of 27 military personnel and two ministry of defense civilians, two U. S. military guest speakers and one military guest speaker from Mali, and a share of the general administrative costs. Non-military participants included high ranking jurists, parliamentarians, representatives of non-governmental and human rights organizations, and various government officials. Seminar topics included African democracy and the international community, civil-military relations in a democracy, the nation-building role of the military, the implications for African militaries of reduced resource allocation, the economics of demobilization, human rights and the military, and case studies of Togo, Mali, and Benin.

DISAM MET

The Defense Institute of Security Assistance Management (DISAM), Wright Patterson Air Force Base, OH provides security assistance training to U. S. and foreign personnel. The DISAM MET curriculum currently reinforces one Expanded IMET objective, resource management, in teaching the practical application of effectively utilizing U. S.-acquired equipment. The MET curriculum has been revised to address "civilian control of the military" during presentation of material on security assistance laws, policies, DoD organization, and Congressional concerns. The DISAM MET deployed to Hungary in April 1993 and trained 22 senior officials of the Hungarian government. The MET underscored the importance of civilian control of the military as well as general management procedures relevant to a foreign nation's participation in U.S. military assistance, sales, and training programs. The civilian participants included the Deputy State Secretary of the Ministry of Defense, and members from the Parliamentary Defense Committee and the Ministry of Industry and Trade. The military participants hold key positions within the Ministry of International Economic Relations, the Ministry of Interior, the Ministry of Defense, and the Home Defense Forces General Staff.

U.S. AIR FORCE CIVIL-MILITARY STRATEGY FOR INTERNATIONAL DEVELOPMENT (CMSID) COURSE

DSAA and the U. S. Air Force have developed a two-week course specifically designed for Latin American military and civilian government officials to understand the value of integrating national military capabilities within an overall civil-military strategy for internal development. Areas covered include civil-military strategy, human rights, management of non-lethal military resources for civilian applications, management of conflict and effective military applications, and national resources and instruments of national power. Fourteen students are currently scheduled to attend this course in August 1993.

DEFENSE LANGUAGE INSTITUTE CURRICULA INITIATIVE

DSAA has worked closely with the Defense Language Institute English Language Center (DLIELC) faculty and staff on appropriate Expanded IMET themes that could be emphasized during English language training of foreign students. DSAA has made several visits to DLIELC during the past two years to assist in the curricula development. The principal objective of this initiative is to provide international students with a better understanding of our democratic values and commitment to human rights while they are developing English language proficiency. This will be done in a manner that is consistent with the course material yet is designed to heighten their awareness of these fundamental concepts that are ingrained in U.S. society. DLIELC has embraced this concept and has made extensive revisions to the General English, Specialized English Training, and Instructor Development curricula. We plan to use Expanded IMET course development funds to continue this effort. Approximately 30% of all IMET students attend English language training at DLIELC.

FUTURE INITIATIVES

DSAA is still in the process of coordinating several future initiatives for inclusion in the Expanded IMET program. These include the development of a Mobile Education Team (MET) from the Defense Resource Management Institute (DRMI) and the Navy Postgraduate School (NPS) to teach a one/two-week course on Civil-Military Relations in a Democracy that will be geared for an executive level seminar group. In addition, DSAA is working with the U. S. Air Force Air University to develop a similar program for a lower level audience. We are also working with the Defense Equal Opportunity Management Institute (DEOMI) to develop appropriate METs to focus on the areas of ethnic relations, gender relations, and conflict resolution. DSAA will provide more information on these future initiatives in the supplemental report to be provided after the end of the fiscal year.

SUMMARY OF FY93 EXPANDED IMET

A total of 66 countries are programmed to participate in the Expanded IMET Program during FY93 with approximately 675 students being trained at an approximate cost of $3,400,000. In addition, approximately $275,000 will be used to develop new initiatives and programs, to sustain certain ongoing initiatives, and to conduct an IMET Effectiveness Study. We estimate that approximately 150 students will be civilians. Training includes selected existing courses and those specifically developed for this initiative that have been determined to best achieve the objectives of promoting defense resource management, civilian control of the military, and effective military justice systems. Additional IMET-funded courses which meet the Expanded IMET objectives have not been included in this report. Those courses were scheduled as normal extensions of existing country programs, rather than in response to the Expanded IMET Initiative. A complete breakout by country, courses, students and dollars will be provided after the end of the fiscal year.

EXPANDED IMET TRAINING

The following training programs best achieve Expanded IMET objectives in FY93:

DRMI MET. The Defense Resource Management Institute (DRMI) Mobile Education Team (MET) teaches a two-week resource management course in-country to a class of approximately forty students.

IDMC. The DRMI International Defense Management Course (IDMC) 11-week international-only resident course at Monterey, CA teaches resource management to mid-level managers.

SIDMC. The DRMI Senior IDMC four-week international-only resident course teaches resource management to general/flag rank equivalent students.

DRMC. The DRMI Defense Resource Management Course (DRMC) four-week resident course that teaches resource management to mid-level managers.

RPMID MS. The Naval Postgraduate School (NPS) 78-week postgraduate curriculum in Resource Planning and Management for International Defense (RPMID) focuses on domestic and international political institutions, resource management, civil-military relations, and the role of international law and the law of war.

NJS MET. The Naval Justice School Military Justice MET teaches a one-week military justice course in-country to a class of approximately thirty students.

NDU. The National Defense University (NDU) International Fellows Program provides a 52 week course in Washington, DC on the factors and considerations affecting mobilization planning, resource management, and systems acquisition for national security, and the social, political, and economic factors which shape U.S. institutions.

Army JAG. The 42-week Judge Advocate General (JAG) or ten-week JAG Officer Basic at Charlottesville, VA, provide legal education concerning military justice.

C&GS-Spanish. The School of the Americas (SOA) 47-week Command and General Staff Course-Spanish at Fort Benning, GA, teaches command and staff skills and includes approximately 200 hours of human rights instruction.

Navy HME. The U. S. Navy Hydrographic Management and Engineering (HME) program trains military and civilian hydrographers in various skills that enable the graduates to assist their countries in managing maritime resources and making national-level decisions.

Air Force CMSID. The U. S. Air Force Civil-Military Strategy for Internal Development (CMSID) is a two-week course for Latin American military and civilian government officials.

Burundi Seminar. Expanded IMET funds participants in this regional conference on the role of the military in the democracies of Africa.

USCG MLE Teams. The U. S. Coast Guard deploys Maritime Law Enforcement (MLE) teams that conduct training for military and civilian officials in several areas that assist their countries in enforcing their maritime laws.

DISAM MET. The Defense Institute of Security Assistance Management (DISAM) teaches a one-week course on security assistance that emphasizes civilian control of the military.

RECOMMENDATIONS

The following recommendations would ensure that DSAA is able to manage the Expanded IMET Program in keeping with the letter, as well as the spirit, of the legislation and Congressional direction to expand the IMET Program:

(1) Recommend legislation for the IMET Program contain specific language emphasizing the use of IMET funds to achieve the objectives of the Expanded IMET Initiative, but we recommend against any specific earmark in light of the enthusiasm and support this program has generated.

(2) Recommend the Expanded IMET Program not be impeded by income restrictions or prohibitions brought on by the default of loan payments in order that Expanded IMET objectives may be achieved in countries currently unable to participate.

(3) Recommend that future report requirements for the Expanded IMET Initiative be due after the end of the fiscal year to permit DSAA to render a final accounting of Expanded IMET activities based on actual training that has occurred.