
DoD Support for the FY 1996 Security Assistance Budget Request

By

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Good morning, Mr. Chairman and members of the subcommittee. I appreciate the opportunity to appear before you to express the strong support of the Department of Defense for the FY 1997 budget request for security assistance programs.

Foreign assistance is an essential part of protecting the national security and foreign policy interests of the United States. The hearing today focuses, naturally, on the parts of the program specifically related to military issues, and I will focus on those parts of the program for which DoD has administrative responsibility. But it is important to note at the outset that we in DoD recognize that in today's world, non-military instruments of action and influence are more important than ever. While modest compared to our military program, these programs play a critical role in protecting the national security and foreign policy interests of the United States. We strongly support the full Administration request, including more general economic assistance programs, as part of the overall national security program. We recognize that, notwithstanding its importance, foreign assistance has never been popular, and we want to express our appreciation for the support that this Committee has given to crucial security assistance programs.

From the DoD perspective, security assistance—like our foreign policy program generally—is a critical force multiplier. Strong international engagement, supported by adequate foreign and security assistance resources, helps to prevent the need to commit American military force where other instruments can better address threats to our national security. When American military power must be engaged, security assistance helps to ensure that we have crucial support of friendly countries—including operational support and backing from capable military organizations—to enable the U.S. military to effectively deter and defeat challenges to our national security.

Therefore, the overall Foreign Operations request, as well as the security assistance request before you today, has our strongest backing.

Our FY 1997 request supports initiatives which will enable U.S. and foreign defense personnel to interact on a cooperative basis to achieve U.S. national security objectives. It directly supports the National Security Strategy and the National Military Strategy of the United States by promoting peacetime engagement, deterrence and conflict prevention, enhanced capability of foreign forces to contribute to shared security interests, peacekeeping operations, and ultimately our ability to fight and win. Over the years, U.S. military power and assistance have continued to support U.S. foreign policy interests and forward presence. U.S. foreign assistance has contributed to historic progress in resolving regional conflicts and bolstering emerging democracies, and has supported friends and allies that have taken great risks for peace.

In the Middle East, peace agreements achieved over the last two years between Israel and Jordan and between Israel and the Palestinians have formed the foundation of a comprehensive settlement of the Arab-Israeli conflict. U.S. assistance has enabled the three key players of the Middle East Peace Process—Israel, Egypt, and Jordan—to take bold steps toward ending the violence and bloodshed in the region. This was exemplified by the recent historic antiterrorism conference held in Egypt, where leaders from Arab countries sat side-by-side with Israel to condemn terrorism. Foreign Military Financing (FMF) has enabled Israel to maintain its qualitative edge, Egypt to modernize its armed forces, and Jordan to maintain its border security and begin modernizing its air forces. Continued FMF support, along with the President's \$100 million commitment to fund Israel over FY 1996 and FY 1997 for counterterrorism support, will reinforce our resolve for peace in the Middle East and provide influence and assurance, enabling these regional actors to continue working toward a comprehensive peace settlement.

In Europe, with our NATO allies, we continue to develop a new "security architecture" and erase Cold War lines through the Partnership for Peace (PFP) program. As a testimony to the success of FY95 and FY96 bilateral funding support of the PFP, joint exercises have been conducted during those two years with the participation of 26 PFP Partners. Over half of these Partners are currently offering support to the NATO-led IFOR effort to implement the Dayton Agreement in Bosnia. PFP training has facilitated the participation of these non-NATO partners. The cooperative experience of PFP—only two years in existence—has smoothed the NATO-partner cooperation at every level, from political consultation in Brussels to communication procedures in the field.

In spite of this progress, threats to U.S. national security persist. Hostile regional powers still use aggression and terror to intimidate and dominate their neighbors. Internal civil conflicts continue to have the potential to undermine regional stability and democracy. Our FY 1997 budget request represents the minimum amount of military assistance needed to maintain and expand U.S. military access, presence, and influence around the globe. Our total FY 1997 FMF grant request, including loan subsidies, is \$3.268 billion; and we are requesting funding for the International Military Education and Training (IMET) program of \$45 million. I would point out that the FY 1997 request is responsive to the President's and Congress' commitment to achieve a balanced budget by FY 2002, being \$78 million below the FY 1996 request and \$19 million less than the FY 1996 appropriation.

GLOBAL PRIORITIES

IMET

Key to our military assistance efforts is the International Military Education and Training (IMET) program. The IMET program is one of the most cost-effective components of U.S. foreign policy and is essential to the success of our regional strategies. Our Commanders in Chief in the field consistently identify IMET as one of their most important instruments in meeting their political-military responsibilities in their theaters. We are requesting \$45 million in IMET funding for FY 1997. The FY 1997 program will reach more countries (128) than at any time in its history, befitting the global interests of the world's democratic role model and only superpower.

We deeply appreciate the subcommittee's leadership last year in restoring IMET closer to its traditional funding level. Congress' appropriation of \$39 million for the IMET program in FY96 is having a substantial positive impact on meeting our primary objectives for this fiscal year: new program establishment and growth with emerging democracies throughout the world, and particularly in Central Europe (CE); robust support for the Middle East peace

process; restoration of some of the funding for traditional programs elsewhere most adversely impacted by the FY 1994 funding cut; and in all cases, compensation for some of the rising cost of training. By fiscal year-end, this funding will provide grant military education and training to over 5,000 foreign military and civilian personnel from well over 100 friendly and allied nations, allowing foreign military students an opportunity to enhance their military professionalism along Western lines and strengthen their own training capabilities. The program will also continue to provide for U.S. access to and influence with foreign military and defense leaders who frequently play a central part in events and decisions important to U.S. security interests, and a sector of society which often plays a critical role in the transition to and maintenance of democracy. Our FY 1997 request of \$45 million reflects our continuing commitment to further these objectives.

Since FY 1991 we have started 29 new IMET programs in new and emerging democracies, primarily in the CE, the New Independent States (NIS), and Africa. Furthermore, we have re-established IMET programs with 10 countries since FY 1993. Almost half of the \$6 million increase we are requesting in the FY 1997 program is for these countries.

Assistance to countries important to and supportive of the Middle East Peace Process, and primarily Jordan, will be increased by \$600 thousand. The balance of the increase will enable us to make continued progress in restoring funding for other traditional programs. The current and proposed program is also far more focused on professional military education and Expanded IMET, and much less on technical training.

Expanded IMET is an extremely important element of our program. It is made up of courses specifically structured to impart to foreign students defense management concepts and American values, including respect for democracy, human rights, military justice, and the concept of civilian control of the military. The Expanded IMET program also provides training for foreign officials from ministries other than defense, members of national legislatures responsible for oversight and management of the military, and non-governmental organization personnel. In short, it is very well suited for the needs of the many new and emerging democracies in the post-Cold War world.

Defense Administrative Costs

We are also requesting \$23.25 million to fund Defense Administrative Costs. These funds pay the operating costs for all non-Foreign Military Sales (FMS) security assistance activities, such as IMET, grant Excess Defense Article (EDA) transfers, and the continuing responsibility of our overseas security assistance organizations (SAOs) to monitor the end-use and disposition of end-items transferred to allies and friends over the years. SAOs are a key component of our military forward presence overseas; indeed in some countries they are our only military presence. They represent the U.S. commitment to security cooperation and the key to the development and effective management of security assistance programs. The launching of the PFP Program and the subsequent Warsaw Initiative produced major new programs which will dramatically increase security assistance requirements in the region. DoD established SAOs in six CE countries in FY 1996 and expanded our SAO in Poland, another will be established in Romania in FY 1997, and others may be established or expanded in FY 1997 and beyond, as program requirements grow. The expansion of programs in the region requires dedicated security assistance personnel to plan and manage them effectively. The \$23.25 million requested is the minimal amount required and is crucial to our ability to effectively manage our programs in the CE and elsewhere around the world.

Demining

The U.S. has a compelling interest in promoting national and regional security and political stability by reducing civilian landmine casualties. Worldwide, an estimated 500 persons per week are injured by anti-personnel landmines, most of them innocent civilians, particularly farmers and children. The \$6 million requested in FY 1997 FMF funding for demining, complemented by the DoD funding request, would help develop indigenous mine awareness and landmine clearance training programs in these countries. Demining assistance would fund programs which help restore national infrastructure rendered unusable by landmines, and return mined areas, including farmland, to productive use.

REGIONAL PRIORITIES

Middle East

Supporting the Middle East Peace Process remains one of our highest priority national security and foreign policy goals. Military assistance is the foundation of CENTCOM and EUCOM relationship with allies in the region. It establishes key contacts and provides a mechanism through which to work toward goals of interoperability and self defense. These military assistance efforts include:

- Foreign Military Sales of equipment, services, and training including mobile training and technical assistance teams;
- FMF to enable such purchases for a few key countries; and
- IMET.

These activities support the building of important regional defense arrangements (including U.S. access to bases in the region) and influence over the flow and use of arms in the region. They also provide a means of improving defense capabilities of regional friends, promoting interoperability and coalition defense, and strengthening military-to-military relationships.

Our FMF request supports our commitment to the Middle East Peace Process. In the spirit of the Camp David Accords, we are again requesting \$1.8 billion for Israel and \$1.3 billion for Egypt. We are also requesting \$30 million for Jordan. FMF will ensure that these countries remain key players in the region's pursuit of peace and stability.

The U.S. remains committed to maintaining Israel's qualitative edge against any combination of aggressors. The FMF request will allow Israel to continue the cashflow financing of major purchases and follow-on support for multi-year procurement programs such as new fighter purchases, SAAR corvettes and upgrades of Apache and Blackhawk helicopters. Other objectives include moving forward on a number of long-term military initiatives including the "Arrow" anti-tactical ballistic missile (ATBM) program and active missile defense.

Egypt's FMF will be used to continue the long-term modernization of its armed forces. Like Israel, Egypt's cashflow financing option is critical to its defense planning. Funding will be used to continue five major programs—armor modernization, F-16 and Apache aircraft purchases, Hawk modernization, and frigate acquisition. Egypt will also continue to upgrade secondary systems and increase its concentration on interoperability and sustainment. We have

made important progress in raising the priority of sustainment of fielded systems in Egypt's defense planning.

Jordan has taken a bold move in concluding a peace agreement with Israel in the absence of a regional agreement. Thus, the \$30 million of FMF for Jordan is critical at this stage in the Middle East peace process. It will be used to support the lease of a squadron of F16s to the Government of Jordan, which are deemed crucial to sustaining Jordan's strategic and security interests in the region. Jordan's FY 1997 FMF request, combined with FY 1996 FMF funding and the FY 1996 supplemental funding recently approved, is necessary to provide the F16s to Jordan. These aircraft, along with the \$100 million drawdown of other defense equipment approved by Congress last year, will help Jordan fulfill its commitment to restructuring its forces to produce a smaller and more capable military better able to ensure security along its borders.

Europe and the NIS

Our security assistance program in Europe and the NIS includes elements that respond to the dramatic changes which have occurred in this region during the past several years. These elements specifically support our broad transatlantic objectives of replacing the historic division of the continent with a new, inclusive regional security architecture. Our vision for an integrated regional security structure includes several complementary "tracks": fully implementing NATO's PFP program; proceeding with our allies' shared commitment to NATO enlargement; building a NATO-Russia relationship on a parallel track; strengthening the OSCE's unique role as an inclusive security organization; and supporting expansion of the European Union.

FY 1996 Warsaw Initiative funding is helping us build the new security architecture we envision for the region by supporting the President's \$100 million commitment to enhance Partner participation in PFP. FY 1996 funds have already been targeted for programs such as the Regional Airspace Initiative (RAI) to provide regional transparency in air traffic management programs that allow the exchange of information between U.S. defense officials and Partner ministry of defense officials regarding defense planning and management, and transfer of excess defense articles to Partner nations unable to afford transport costs.

In order to progress further with our initiatives to strengthen this security architecture, the FY 1997 budget request reflects our continued support for PFP. FY 1997 appropriations for both the Department of State and Department of Defense are needed to do this. The State Department requests \$60 million in the 150 account to implement the bilateral military assistance programs that support equipment transfers and training. (The Department of Defense is requesting \$40 million in the 050 account to be allocated among programs to support individual partner participation in joint exercises and interoperability support activities.)

Additionally, we are requesting \$40 million in FMF loan subsidies to support market rate loans for our NATO allies Greece and Turkey and to establish a new defense loan program for the CE. With the completion of our financing commitment to Turkey's F-16 program, the loan requests for Turkey and Greece are substantially reduced from FY 1996 levels and will now support sustainment and refurbishment of U.S.-origin equipment already in their respective inventories. Loan subsidies for the CE will enable creditworthy CE countries to retire antiquated Soviet equipment and build a defense infrastructure with equipment that is compatible with NATO forces, such as U.S. aircraft and NATO compatible C4I equipment, as well as reorient CF militaries toward more efficient, professional and defensively-oriented force structures. These subsidies will give the United States the flexibility to maximize our

ability to assist the region in light of the impressive economic progress achieved to date by some countries in the region, the favorable long-term economic prospects for the region overall, and our own budget constraints. CE loans will also encourage creditworthy CE countries with growing economies to use national funds to meet their defense modernization needs.

Sub-Saharan Africa

U.S. interests in Sub-Saharan Africa are focused on supporting the region's nations in their transition to stable democracies and liberalized economies. Professional, right-sized, and civilian-controlled militaries that respect human rights and the rule of law, and that understand the apolitical role of the military in a democratic society, are essential to the success of this transition. In African countries, IMET is the most well known and welcomed U.S. assistance program that contributes in these areas—this includes emphasis on Expanded IMET objectives for specific countries such as Rwanda and South Africa.

Also, we are requesting \$6 million in FMF in FY 1997 for East Africa Regional Assistance. This assistance will help the front line states—Eritrea, Ethiopia, and Uganda—respond to the instability brought to the region by Sudan. Other U.S. interests in Sub-Saharan Africa include: ensuring the safety of American citizens; providing humanitarian, disaster, and refugee assistance; countering the trafficking in narcotics and other contraband goods; and preventing genocide.

Latin America and the Caribbean

Closer to home, we are requesting FMF and IMET to assist the defense establishments of the Caribbean and Latin America. The economic and political development of the region's countries, with the exception of Cuba, has required a change in the structure and focus of our security relationship with the nations of the Western Hemisphere.

U.S. military assistance programs have been effective tools in the SOUTHCOM and USACOM efforts to engage regional militaries. IMET has contributed significantly to increased military professionalism, respect for civilian authority and observance of human rights. SOUTHCOM has also observed improved cooperation between civilian and military institutions and increased dialogue between the military and non-governmental organizations. By educating Latin American forces in efficient resource management and technical maintenance and logistics, the U.S. helps them improve operational readiness and capabilities and increase interoperability.

For FY 1997, we are requesting \$2 million of FMF to support the Caribbean nations which comprise the Caribbean Community (CARICOM) forces. These countries were the building blocks of the multinational force in Haiti and continue to participate in UNMIH. Continued assistance to CARICOM will facilitate its participation in regional military activities of U.S. interest. Assistance will also help sustain and upgrade the natural disaster response capability of these small security forces, and enhance their drug interdiction capabilities. For FY 1997, counternarcotics-related military assistance again is being requested in the International Narcotics Control Budget, in order to enhance coordination of all counternarcotics programs.

The success of CARICOM and Latin American countries in multinational exercises and operations is a direct result of past U.S. military assistance. FMF and IMET assistance to this region over the years has allowed countries to build and maintain small, professional military forces. USACOM was able to use to the best advantage the good will developed through our

regional alliances to obtain the seaport and airfield base access necessary to facilitate migrant interdiction and deployment of regional forces. Because of efforts such as combined exercises, FMF, IMET, and professionalization seminars and conferences, the U.S. was able to collaborate with CARICOM members and quickly train and deploy CARICOM units as a unified battalion. Modest funding in FY 1997 will help maintain individual and regional peace capabilities in the Caribbean as well as help provide interoperability with U.S. military forces in joint operations.

Asia and Pacific

The U.S. Pacific Command's (PACOM) "Strategy of Cooperative Engagement" goes beyond employing U.S. forces to meet crises as they arise. It attempts to bring to the region views that reflect our values and perspectives on economic growth, political progress, and military cooperation. The basis of this strategy is forward presence through the encouragement of bilateral and multilateral interaction that supports peace and democracy among the 45 nations in the PACOM area of responsibility. Following our withdrawal from the Philippines, it is unlikely that new bases for future operations will be established. Therefore, continued access through bilateral and multilateral cooperation is essential to achieve our strategic goals in the region.

Key to the establishment and maintenance of forward presence in the PACOM area of responsibility is the IMET program. In the case of the Philippines, IMET is one of the few means of building relationships with the younger generation of Philippine military officers. The Thai military places a high value on IMET because of the contribution such training makes to educating professional military leaders, equipping Thai officers with superior technical capabilities, and improving interoperability between our two militaries. For the newly independent countries of the Oceania, IMET is a core element of our defense cooperation with these nations, and most significantly our access to naval facilities there.

Of great importance to our regional strategy in PACOM is our IMET program with Indonesia, the largest Muslim country in the world. Indonesia is an increasingly influential regional and global actor. It is strategically located astride major international sea lanes. Our military forces enjoy solid professional relations with Indonesia's military. It is through engagement of Indonesian defense and other governmental officials in training and education programs that we can promote professionalism and influence practices. To maximize the potential of IMET for Indonesia, we are requesting full reinstatement of the IMET program in FY 1997, beyond E-IMET programs—which are important—to include the full program of professional military education. In a period during which we seek to broaden our efforts to build relationships with the armed forces of the region, increase joint exercises, and enhance access to service facilities for our forward-deployed forces, IMET programs are invaluable.

We are requesting \$1 million in FY 1997 FMF to support Cambodia's continued restructuring efforts. FMF will help to develop the capabilities of Royal Cambodian Armed Forces engineers to build and improve the civil infrastructure. IMET funding will expose current and future Cambodian leaders to military professional development, and continue training of civilian and military officials in courses promoting civilian control of the military, military justice and respect for human rights.

CONCLUSION

It is in the national security interest of the United States to train and equip friendly foreign defense forces and to otherwise develop their defense potential. Such military assistance programs help achieve U.S. objectives on many levels. First, they enhance U.S. influence and

assure U.S. friends and allies of the strength of U.S. commitments. Second, operating mainly in the realm of peacetime engagement, military assistance programs contribute to deterrence and conflict prevention as well as enhance the U.S. military's ability to fight and win if deterrence fails. Third, they preclude the U.S. from having to rely solely on unilateral means and resources to secure our national interests. U.S. security depends on durable relationships with allies and other friendly nations. As the U.S. armed forces continue to downsize and the requirement increases for potential coalition operations in regions of conflict and tension, military assistance programs remain critical.

Our military assistance programs can also help shape foreign defense establishments' views and practices on such important issues as democracy, civilian control of the military, and respect for human rights. Our programs cannot work miracles in these areas, but they can provide highly useful perspectives, skills and knowledge to foreign leaders who want to reform or otherwise improve their defense establishments, as in the new democracies of CE, the NIS, Africa, Asia, Latin America, and the Caribbean.

Through such engagement our military assistance programs can help shape forces that not only can fight effectively alongside U.S. armed forces in defense of vital interests, but also will ascribe to and help achieve our international democratic agenda. Military assistance programs will encourage the development of viable cooperative defense arrangements, making U.S. direct intervention less likely. And should conflict develop, stronger coalition partners can increase the probability of military success with a reduced commitment of U.S. armed forces.