
The United States and Mexico Enhanced Military Cooperation

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This article identifies synergies between Mexico and the United States and potential areas of cooperation using the instruments of national power. The U.S. Joint Warfare of the Armed Forces focus on analyzing relationships among countries using instruments of national power, to include diplomatic, informational, military and economic. These instruments of national power are used in this article to describe the current and potential relationship between Mexico and the United States. In so doing, the reader will recognize that the economic instrument supports and is supported by the other three instruments of power. After describing our relationship using the instruments of national power, this article concludes with a way ahead to enhance military cooperation.

Background

The Japanese attack on December 7, 1941 at Pearl Harbor was one of the defining moments in United States' history leading to a declaration of war against the Axis Powers. Canada declared war against Japan, and Mexico broke off relationships with the Axis, stopping short that year of a declaration of war. However, after numerous Axis submarine attacks on Mexican ships, and the sinking of a Mexican oil tanker, the *Potero de Llano*, in June 1942, Mexico declared war against the Axis. The war led to greater trade, with Mexican oil fueling the U.S. war machine; and it led to significantly enhanced military cooperation for mutual defense of North America. This cooperation resulted in the training of Mexican fighter pilots in the United States, and the creation of a Mexican P-47 Thunderbolt fighter squadron nicknamed "The Aztec Eagles." The 201st Mexican Fighter Squadron of the Fuerza Aerea Expedicionaria Mexicana of the Mexican Expeditionary Air Force (MEAF) flew fighters providing close air support for U.S. forces in the Philippines, resulting in the defeat of the Japanese in 1945.¹ This represented one of the most successful international military education and training (IMET) partnerships in the history of United States and Mexico relations.

Security for the Western Hemisphere was further enhanced through the Inter-American Reciprocal Defense Treaty (Rio Treaty) when it was established in 1947. Members pledged to defend one another from external attacks. The United States and Mexico did not continue the close collaboration as during World War II; but, homeland defense (HLD)² and homeland security (HLS)³ once again became top priorities for both governments in the aftermath of the September 11, 2001 attacks.⁴ As such, on 23 March 2005, Canada, Mexico and the United States became partners via the Security and

1. Flores, Santiago A. *Liberation of the Phillipines*, obtained on Feb 14, 2007 from: <http://www.neta.com/~1stbooks/unit10flores.htm>.

Lenchek, Shep. *Mexico - Forgotten World War II Ally*, from http://www.mexconnect.com/mex_/travel/slenchek/slmexicoww2.html.

2. Homeland Defense (HLD). The protection of the United States sovereignty, territory, domestic population, and critical infrastructure against external threats and aggression or other threats as directed by the President. The United States Department of Defense is responsible for homeland defense including missions such as domestic air defense. The Department recognizes that threats planned or inspired by "external" actors may materialize internally. The reference to "external threats" does not limit where or how attacks could be planned and executed. The Department is prepared to conduct homeland defense missions whenever the President, exercising his constitutional authority as Commander in Chief, authorizes military actions. Joint Publication 3-26 (JP 3-26) Joint Doctrine for Homeland Security dated August 2, 2005, page GL-9, and approved for inclusion in the next edition of JP 1-02.

3. Homeland Security (HLS). Homeland security, as defined in the *National Strategy for Homeland Security*, is a concerted national effort to prevent terrorist attacks within the United States, reduce America's vulnerability to terrorism, and minimize the damage and recover from attacks that do occur. The Department of Defense contributes to homeland security through its military missions overseas, homeland defense, and support to civil authorities. Joint Publication 3-26 (JP 3-26) *Joint Doctrine for Homeland Security* dated August 2, 2005, page GL-9, and approved for inclusion in the next edition of JP 1-02.

4. Prioritized by the *Security and Prosperity Partnership for North America* (SPP), the *National Security Strategy of the United States of America*, and the *U.S. National Strategy for Homeland Security*, July 2002.

Prosperity Partnership of North America, demonstrating multi-lateral cooperation for the economic prosperity, freedom and the safety and well being of our people.

The United States and Mexico are sovereign nations with separate and distinct national identities; hence, there will always be a vocal minority that expresses concerns about national sovereignty and what it means to different groups of people. Sovereignty is the supreme authority within a territory,⁵ and as used herein, “it implies a state’s lawful control over its territory generally to the exclusion of other states, authority to govern in that territory and authority to apply law there.”⁶ Hence, as two sovereign powers, the governments of the United States and Mexico have the authority to make war or peace, to form treaties of alliance or commerce with foreign nations and maintain control over their territories.⁷ In so doing, military operations are merely one part of an overall strategy to focus all of the elements of national power.⁸ This paper conveys a continental perspective that simultaneously respects sovereignty and provides greater safety for the people of both nations.

The United States and Mexico Instruments of National Power

A thorough comparison of two nations would require several hundred pages. This comparison is focused upon four instruments of national power⁹ including;

- **Economic.** The economic instrument of power refers to a strong domestic and international economy, with free access to global markets, resulting in the improved general welfare of our people. It serves as the guarantor of our strong national defenses.
- **Diplomatic.** The diplomatic instrument of national power is the principal instrument of engagement between the United States and Mexico, as well as the principal instrument for the United States or Mexico engagement with other states and foreign groups.
- **Informational.** The informational instrument of national power is diffuse and complex, as most information is exchanged freely across our shared borders with few government controls.
- **Military.** The military instrument of power is used in support of the diplomatic or economic instruments of power, but typically as a last resort. The range of military operations span from civil support,¹⁰ consequence management,¹¹ peacekeeping operations, and low intensity

5. *Stanford Encyclopedia of Philosophy*, available at <http://plato.stanford.edu/entries/sovereignty/#1>.

6. *Black's Law Dictionary*, 6th Edition, available at <http://www.hawaii-nation.org/sovereignty.html>.

7. Joseph McMillan, Senior Research Fellow, Institute for National Strategic Studies, Sovereign Rights and Sovereign Responsibilities: Self Defense in an Age of Apocalyptic Terrorism, speech delivered to the Pontifical Gregorian University conference “Revitalizing International Law to Meet the Challenge of Terrorism,” April 22, 2004. McMillan identifies that sovereign states have a duty to suppress terrorist groups operating on their soil, as reinforced by the United Nations Security Council Resolution 1373, which requires states to suppress terrorist financial and recruiting activities, block the supply of arms to them, provide warning to other governments of possible terrorist attacks, deny the provision of safe haven, prevent the movement of terrorists between countries, pursue criminal proceedings against them and to prevent the use of their territories for terrorism against other countries. Available at http://www.ndu.edu/inss/research/inss_research.htm.

8. Joint Publication 3-26 (JP 3-26) *Joint Doctrine for Homeland Security*, dated August 2, 2005. Joint Publication 3-16 (JP 3-16) *Joint Doctrine for Multinational Operations*, dated April 5, 2000, page 1-3.

9. United States Joint Publication-1 (JP-1), *Joint Warfare of the Armed Forces*, dated November 14, 2000, and the JP-3-26, *Homeland Security*, dated August 2, 2005, emphasize the need to synchronize and integrate all instruments of national power. JWFC Doctrine Pam 4, *Doctrinal Implications of Operational Net Assessment*, dated February 24, 2004, states that “effects based operations (EBO) are actions that change the state of a system to achieve directed policy aims using the integrated action of the diplomatic, informational, military, and economic (DIME) instruments of national power,” obtained January 28, 2007, from: http://www.dtic.mil/doctrine/jwfc_pam.htm.

10. Civil Support (CS). Defense support to United States civil authorities for domestic emergencies, and for designated law enforcement and other activities. Approved for inclusion in the next edition of JP 1-20.) Per Joint Publication 3-26 (JP-3-26) *Joint Doctrine for Homeland Security*, August 2, 2005, defense support of civil authorities (DSCA) is a new term that is not yet approved for inclusion of DoD policy, therefore, civil support is still used as an overarching term [JP 326 page ii.]

11. Per joint Publication 3-26 (JP-3-26) *Joint Doctrine for Homeland Security*, dated August 2, 2005, consequence management is defined as actions taken to maintain or restore essential services and manage and mitigate problems resulting from disasters and catastrophes, including natural, man made, or terrorist incidents.

conflict to major combat operations. The the United States and Mexico military forces train for similar operations across the full range of defense and security missions.¹²

Synchronization of these instruments of national power is required to ensure the successful execution of our HLS/HLD missions.¹³ If the instruments are used in concert with each other and in cooperation with other nations, then the result is an exponentially stronger, faster and more effective means to address critical events. Therefore, the United States and Mexico must develop mechanisms or coordinating bodies that will enable us to plan for and practice using instruments of national power in concert with one another. Both nations will benefit from the synergies that arise from doing so.¹⁴ These four instruments are discussed in greater detail below. Since our intertwined economy is the primary driver for our mutual cooperation, it will be addressed first.

Economic Instrument of Power

The North American Free Trade Agreement (NAFTA) has shown that competition and open capital markets foster innovation, productivity and economic growth. All of which are essential for improving the living standards of our citizens over time. Our unique economic relationship has evolved over the past decade, in part due to an inextricably linked infrastructure, which has shaped our current interests in security and defense.

The United States and Mexico have separate and distinct national centers of gravity. From a bilateral perspective the North American economy and related critical infrastructure is a shared center of gravity that must be defended to preserve our ways of life.¹⁵ This continental view of defense and security issues became increasingly important after Mexico, the United States, and Canada implemented NAFTA, which eliminated tariffs and removed many of the non-tariff barriers, such as import licenses.¹⁶ This agreement resulted in increased trade that is now in the range of \$800 to \$840 million United States Dollar (USD) per day between the United States and Mexico.¹⁷

Security measures and concerns about further terrorist attacks resulted in a short-term recession that adversely impacted on our economies, shown in Figure 1.¹⁸ This short-term decline in trade started in 2001 and continued through 2003, with substantial recovery in 2005 and 2006, making it clear that an attack on one nation affects not just the defense and security of that nation, but also the economic well-being of trading partners. Closing the shared border to legal trade had dramatic consequences for both of our economies; we must therefore plan to ensure this does not happen again. In recent years almost 85 percent of Mexico's exports go to the United States, making the Mexican

12. Per *United States National Strategy for Homeland Security*, July 2002, the military contributes to homeland security through its missions overseas, homeland defense, and support to civil authorities.

13. Joint Publication 3-26 (JP-3-26) *Joint Doctrine for Homeland Security*, dated August 2, 2005, page viii.

14. Supported by the United States Joint Publication 3-16 (JP 3-16) *Joint Doctrine for Multinational Operations*, dated April 5, 2000, states that security is achieved by "directing all the elements of national power (diplomatic, economic, information, military) toward the strategic end state [and] while U.S. forces remain unilateral capability, whenever possible they will seek to operate alongside alliance or coalition forces." (p. 1-3) "When diplomatic, economic and informational means are unable or inappropriate to achieve objectives, the alliance or coalition may decide to conduct large scale, sustained combat operations (p. 1-5)."

15. Osama bin Laden has pinpointed the economy as the United States center of gravity, the source of national power, as articulated in an English language transcript translation of the "Osama bin Laden Interview", dated October 21, 2001, and posted on May 23, 2002 on Qoqaz.net.

16. NAFTA Facta Document, obtained February 18, 2005 from <http://www.mac.doc.gov/nafta/3001.htm>.

17. United States Census Bureau, "Trade with Mexico," obtained February 12, 2007 from <http://www.census.gov/foreigntrade/balance/c1220.html>.

18. "Declaration of War Against the Americans Occupying the Land of the Two Holy Places," published on August 23, 1996, in Al Quds Al Arabi, a London-based Arabic newspaper. The 1996 Declaration of War emphasized protecting the Arabic economies and damaging the U.S. economy, stating "... if economical boycotting is intertwined with the military operations, defeating the enemy will be even nearer, by Permission of Allah."

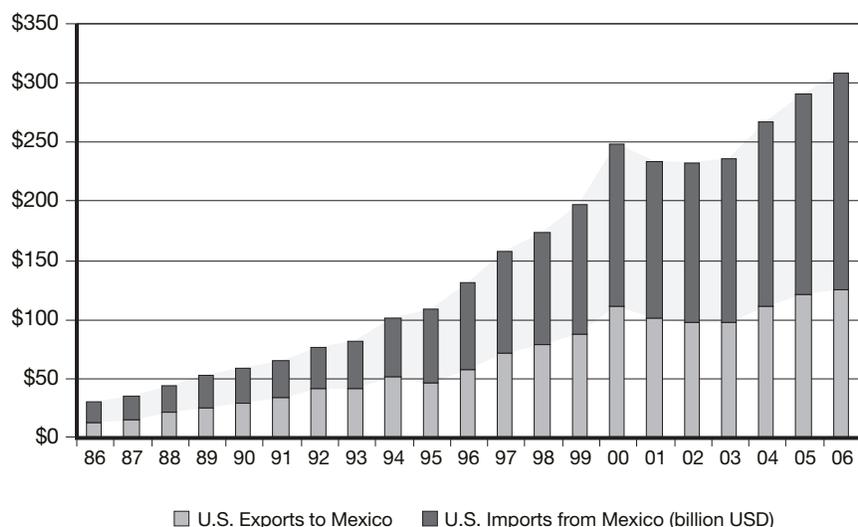


Figure 1. Trade Between the United States and Mexico.

economic success very dependent on the American economic behavior.¹⁹ Specific examples of the United States and Mexico economic interdependency are listed below.

- Oil. The United States is the world's largest net oil importer and Mexico sends 90 per cent of its crude oil exports to the United States.²⁰
- Natural Gas. Pemex operates over 5,700 miles of natural gas pipelines in Mexico and the natural gas pipeline network includes twelve active connections with the United States.²¹
- Coal. Mexico imports coal from the United States, for electricity generation and steel-making.²²
- Electricity. Mexico exported 1,600 megawatt-hours (MWh) of electricity to the United States in 2005, while importing 470 MWh.²³
- Manufactured Goods. The majority of U.S. exports to Mexico consist of manufactured goods such as computers, electrical equipment and other manufactured articles.²⁴

19. Wikipedia, "Economy of Mexico", obtained February 12, 2007, web site: http://en.wikipedia.org/wiki/Economy_of_Mexico.

20. Energy Information Administration, Department of Energy, Mexico Oil Paper. Obtained on February 12, 2007 from *Country Analysis*, Department of Energy, web site: <http://www.eia.doe.gov/emeu/cabs/Mexico/Oil.html>.

21. Energy Information Administration, Department of Energy, "Mexico Gas Paper", obtained on February 12, 2007, from *Country Analysis*, Department of Energy, web site: <http://www.eia.doe.gov/emeu/cabs/Mexico/NaturalGas.html>.

22. Energy Information Administration, Department of Energy, "Mexico Coal Paper", obtained February 12, 2007 from *Country Analysis*, Department of Energy, web site: <http://www.eia.doe.gov/emeu/cabs/Mexico/Coal.html>.

23. Energy Information Administration, Department of Energy, "Mexico Electricity Paper", obtained February 12, 2007, from *Country Analysis*, Department of Energy, web site: <http://www.eia.doe.gov/emeu/cabs/Mexico/Electricity.html>. There are new ventures as well, such as a 20 Megawatt Electrical Plant to be Built in Sonora. The business Generadora Desierto, based in Miami, Florida, will build an electrical generator in San Luis Rio Colorado, Sonora with an investment of \$320 million (USD). The generator will have a 520-megawatt capacity and will operate based on natural gas. Construction is forecast to begin in sixty days on land located in Mesa Arenosa in the southeast of the city and is projected to generate electricity starting in 2008. The electricity is primarily intended for exportation but will also strengthen the regional electric system. To date, the project has obtained permits from the Energy Regulatory Commission, has completed an environmental impact study, and has obtained construction and land use permits. February 10, 2007, Spanish web site: http://www2.notimex.com.mx/admin/descarga.php?nombre_producto=1723328&catalogo=nota.

24. Source: Foreign Trade Division, U.S. Census Bureau, Washington, D.C. 20233.

The increasing integration of the Mexican, the United States, and Canadian economies stand as models of mutually beneficial trade. In contrast to the gloom and doom debates held in 1993, the implementation of NAFTA in 1994 has been beneficial to our nations. While maintaining distinct monetary, fiscal, economic and social policies and practices that are tailored to each nations' particular needs and economic structure, our nations have managed to forge an open marketplace where goods, services and capital can move freely.²⁵ To preserve that economic freedom, our defense and security initiatives must be planned and coordinated continentally. However, moving forward in defense and security is contingent upon improving information and diplomatic relations.

Information an Instrument of Power

Official information exchanges between Mexico and the United States became linear and more limited during the Cold War and the decades that followed. Linear relationships developed between similar organizations such as Department of State (DoS) and Mexico's Secretariat of Foreign Relations (SRE) or the U.S. Department of Defense (DoD) with Mexico's Secretariat of National Defense (SEDENA) and Secretariat of the Navy (SEMAR). Our practices of linear information sharing resulted in stove-piped information flows that did not cross among the different domains in a systemic fashion. Deficiencies due to the U.S. stove-piped information sharing have been highlighted in numerous articles and studies,²⁶ including the *September 11, 2001 Commission Report* which identified:

Current security requirements nurture over-classification and excessive compartmentalization of information among agencies. Each agency's incentive structure opposes sharing, with risks (criminal, civil, and internal administrative sanctions) but few rewards for sharing information. No one has to pay the long-term costs of over-classifying information, though these costs—even in the literal financial terms—are substantial. There are no punishments for not sharing information [nor rewards for the appropriate sharing. Agencies uphold a "need-to-know" culture of information protection rather than promoting a "need-to-share" culture of integration.²⁷

If the United States and Mexico continue to perpetuate these linear relationships, then another September 11, 2001 - type attack will be inevitable, potentially affecting our people living on or near the shared border. Therefore, we need to move towards an inter-relational sharing of information.²⁸ Modifying the information sharing recommendation found in the *September 11, 2001 Commission Article* to one with a bilateral focus, our nations could work towards this common goal:

Mexican and U.S. information sharing procedures should provide incentives for sharing among Mexican and U.S. agencies to restore a better balance between security and shared knowledge.²⁹

25. Speech by Sheryl Kennedy, Deputy Governor of the Bank of Canada, given at the 3rd Annual Montréal-Boston Conference on November 4, 2004. Web site: http://enconmics.about.com/od/canada/a/canada_us.htm.

26. Defense Science Board, *DoD Roles and Missions in Homeland Security, 2003 DSB Summer Study*, Volume 1, November 2003, web site: <http://www.acq.osd.mil/dsb/articles/htm>, page iv identified that we still "lack an effective approach to reaping the benefits of information sharing within and among agencies." The Senate, Standing Committee on National Security and Defence. Canadian Security Guide Book-(2005 Edition). An Update of Security Problems in Search of Solutions (December 2004) web site: <http://www.parl.gc.ca/38/1/parlbus/cummbus/senate/com-e/defe-e/rep-e/rep03nov04-3.htm> identified that there has been slow progress in information sharing.

27. *The 9/11 Commission Report, Final Article of the National Commission on Terrorist Attacks upon the United States*, July 22, 2004, pg. 417, web site: <http://www.9-11commission.gov/article/index.htm>.

28. One of al Qaeda's expectations on the effects of the September 11, 2001 attack was a harsh, widespread domestic crackdown and ending of freedoms in America, including freedom of information. In contrast, the media depiction of the September 11, 2001 attacks resulted in non-Muslim world opinion that was sympathetic to the U.S. and favored an Afghan attack.

29. The 9/11 Commission Report, page 417, modified from a national to a binational recommendation.

Information sharing between Mexico and the United States requires enhancements to processes so that the sharing is routine and systematic, rather than ad-hoc.

In addition, informational messages broadcast to the rest of the world are important. Mexico's desire to withdraw from the Rio Treaty in 2002 sent a negative message about cooperation to potential antagonists throughout the rest of the world. Without sugar-coating any facts, the United States should encourage Mexico to continue playing the role of an honest broker to the rest of Latin America. This is especially critical in light of the continuous disinformation campaign undertaken by leaders in Cuba, Venezuela and other members of the Foro de São Paulo (São Paulo Forum) who routinely bash the United States. Similarly, United States support of President Calderon-Hinjosa's initiatives must not waiver. Although the "information" instrument remains predominantly in the unrestricted public sector, the diplomatic instrument of power influences information heavily.

Diplomatic Instrument of Power

Diplomatic relationships between the United States and Mexico have waxed and waned since our close ties during World War II. In 1941 and 1942, one could argue that survival of our nations and ways of life mandated closer cooperation. More recently, some writers contended the following:

. . . after September 11, 2001, Washington effectively lost interest in Latin America, and the United States relations with Latin America will not improve soon.³⁰

However, in contrast to this generalization about Latin America as a whole, United States and Mexico cooperation has grown stronger during the past two years in part due to the historic meeting at Waco, Texas, on March 23, 2005, when the elected leaders of Canada, Mexico and the United States jointly announced a cooperative venture called the Security and Prosperity Partnership of North America (SPP).³¹ During this trilateral meeting, all three North American leaders described the security and prosperity of our nations as mutually dependent and complementary and explained the impetus for this new initiative. They observed that over the past decade, our three nations have taken important steps to expand economic opportunity for our people and create the most vibrant and dynamic trade relationship in the world. In addition, as part of their efforts to protect North America from external threats, prevent and respond to threats within North America and streamline legitimate cross-border trade and travel, the three nations' leaders committed to the following.

- Implement common border-security strategies
- Enhance infrastructure protection
- Implement a common approach to emergency response
- Implement improvements to aviation and maritime security
- Enhance intelligence partnerships
- Combat transnational threats
- Implement a border-facilitation strategy

30. Hakim, Peter. (2006) "Is Washington Losing Latin America?" *Foreign Affairs* (Jan/Feb2006), Vol. 85 Issue 1, pp. 39-53.

31. The joint statement by Mexican President Vicente Fox, United States President Bush, and Canadian Prime Minister Paul Martin on the establishment of the "Security and Prosperity Partnership of North America", 23 March 2005, web site: <http://pm.gc.ca/eng/news.asp?id-443>.

They stated “in a rapidly changing world, we must develop new avenues of cooperation that will make our open societies safer and more secure, our businesses more competitive and our economies more resilient.”³² Although this is not a formal treaty or agreement, they contend that this new North American partnership would work to achieve these ends and “is committed to reach the highest results to advance the security and well-being of our people.”³³

The SPP outlines the intent of our national leaders to protect our continent in the face of adversity, and therefore complements, the foci of the *United States’ National Security Strategy* (NSS), *U.S. National Strategy for Homeland Security* (NSHS), and the Secretary of Defense’s Security Cooperation Guidance (SCG). The NSS outlines primary goals of political and economic freedom, peaceful relations with other states and respect for human dignity. It also focuses on strengthening our alliances, working with others, and ensuring that enemies do not threaten the United States allies and friends. The NSHS complements the NSS by providing a comprehensive framework for organizing the efforts of federal, state, local and private organizations whose primary functions are often unrelated to national defense.³⁴ Similarly the SCG outlines the Secretary of Defense’s priorities to help our friends or allies achieve their defense and security goals.

In addition to the historic SPP, NSS, NSHS, and SCG, the recent publication of the *United States National Drug Control Strategy* (2007) acknowledges the significant contributions of President Felipe Calderon in fighting the war on drugs; applauding efforts which impact significantly on the drug situation in the United States.³⁵ Progress in homeland security and counter drug activities is complemented by slow, but steady cooperation between USNORTHCOM, SEMAR and SEDENA.

Military Instrument of Power

Conventional conflicts will continue throughout the rest off the world and will continue to have little direct effect upon the North American continent. However, the asymmetric threat to Mexico and the United States has never been greater. Non-traditional, or non-conventional threats may include narcotics traffickers, terrorists, or natural threats such as a pandemic influenza, none of which respect our common national borders. The September 11, 2001 attacks changed former perceptions of the threat, such that superior information and intelligence sharing have become essential to the viability of our shared economic infrastructure, as well as the safety and survival of our nations.

Although stationing Mexican soldiers on American soil or American soldiers on Mexican soil might be unpalatable to citizens in both nations, our nations have a common interest in defending our people from external threats. The Louisiana offshore oil fields are as vulnerable to potential external threats as are the Campache oil fields. Therefore, cooperative ventures must be expanded, which do not adversely impact upon sovereignty concerns. In addition, trust is the foundation of every relationship whether it is between two individuals or two nations. Therefore, we must maintain continual outreach efforts to open and maintain dialogue among leadership of USNORTHCOM, SEMAR, and SEDENA. Senior leaders within USNORTHCOM already acknowledge the professionalism and competence of the Mexican military. Over the years, the Mexican military has maintained a fairly distant

32. Ibid.

33. Ibid.

34. *The United States National Strategy for Homeland Security* (NSHS) aligns and focuses homeland security functions into six critical mission areas: intelligence and warning, border and transportation security, domestic counterterrorism, protecting critical infrastructure, defending against catastrophic terrorism, and emergency preparedness and response. The first three mission areas focus primarily on preventing terrorist attacks; the next two on reducing our Nation’s vulnerabilities; and the final one on minimizing the damage and recovering from attacks that do occur.

35. *United States National Drug Control Strategy* (2007), obtained on 22 February 2007 from web site: <http://www.whitehousedrugpolicy.gov/publications/policy/ndcs07/>.

relationship with the United States counterparts.³⁶ In turn, there was significant gratitude for the Mexican army convoys and a naval ship laden with food, supplies and specialists that helped in the 2005 Hurricane Katrina relief effort. This symbolic journey by Mexico's military marked a new age of cooperation between our nations in the realm of emergency support to civil agencies.

The SPP is meant to enhance our common efforts to combat infectious diseases, develop responses to man-made or natural disasters, and to coordinate efforts against terrorist threats. This provides a basis for enhanced cooperation among USNORTHCOM, SEMAR, and SEDENA, which are addressed in the following paragraphs.

The World Health Organization (WHO) has identified the Pandemic Influenza (PI) as a potential threat to the world population. Pandemics killed estimated 40–50 million people during the “Spanish influenza” in 1918, 2 million during the Asian influenza in 1957, and approximately 1 million deaths during the Hong Kong influenza in 1968.³⁷ The WHO has used a relatively conservative estimate for PI from 2 million to 7.4 million deaths because it provides a useful and plausible planning target. Should another PI occur, lead civilian agencies from Canada, Mexico and the United States would call upon the militaries of each country to assist civil authorities, hence it makes sense to develop a bilateral plan whereby cooperation is assured.

Responses to man-made or natural disasters are central roles of the USNORTHCOM, SEMAR and SEDENA. The types of disasters may include hurricanes such as Katrina, tornadoes, earthquakes, volcanic eruptions, or floods. If the Popocatepetl Volcano, an Aztec word for ‘smoking mountain,’ erupted, millions of Mexican citizens lives and livelihoods would be adversely affected. Similarly, faults could result in earthquakes impacting upon the San Diego and Baja California region. Deaths and injuries on both sides of the border could impact upon millions of people, and would increase if the response to such a tragedy was delayed. Undersea earthquakes could also result in a Tsunami, with disastrous consequences for United States and Mexican citizens along the Pacific coast. Travel time between the earthquake occurrence and arrival of the first waves at the adjacent coast varies from 10-20 minutes for the areas most severely affected, so that no official warnings could be broadcast in sufficient time for evacuation.³⁸

Whether the threat comes from narcotics-traffickers or external terrorists, the potential exists for cooperation between USNORTHCOM, SEMAR and SEDENA against chemical, biological, nuclear, radiological and high explosive threats (CBRNE). Any weapon of mass destruction of the CBRNE ilk would have a spillover effect from one nation to the other. For example, an attack on Juarez, would impact upon El Paso Texas; similarly an attack on San Diego, California would impact upon Tijuana. Hospitals could be overwhelmed, resources depleted and lives lost if bilateral cooperation did not occur. Development of Mexican Weapons-of Mass Destruction-Civil Support Teams (WMD-CST) would not require significant expenditures, but would greatly increase capabilities and lives saved. In addition, this cooperation could not occur in a mere military to military context, but would have to be pursued in an inter-agency cooperative environment.

Despite the significant steps forward resulting from the Mexican relief operations after Hurricane Katrina, seamless interoperability is still a great distance away. Within the human dimension, we must increase the number of truly fluent English-Spanish speakers to achieve any degree of

36. Davidow, Jeffrey. *The United States and Mexico: The Bear and the Porcupine.*, Markus Wiener Publishers. Princeton, NJ, 2004, p. 193.

37. World Health Organization, *Ten things you need to know about Pandemic Influenza*, obtained 2-23-07 web site: <http://www.who.int/csr/disease/influenza/pandemic10things/en/index.html>.

38. Legg, Mark R., Jose C. Borrero, and Costas E. Synolakis. 2003. *Evaluation of Tsunami Risk to Southern California Coastal Cities, The 2002 NEHRP Professional Fellowship Report*. Obtained 22 Feb 2007 web site: http://www.eeri.org/tsunami_risk/FinlRept.pdf.

interoperability. Secondly, numerous after action reports (AAR) have identified that communications interoperability has been a needed, but neglected, capability in virtually every major disaster. Several AARs have identified that messengers were the most efficient form of communications until electronic communications were established. Hence, a second area of cooperation might be to train and equip SEMAR and SEDENA with communications packages that are interoperable with United States emergency communications suites. Training, equipping, and then exercising communications interoperability in a civil support role would also have positive spillover effects upon a homeland defense mission.

Communications suites supporting post-natural disaster relief efforts could be used in post-terrorist attack scenarios as well as pre-conventional attack scenarios. Out of the approximately \$1 billion spent by the United States on counter-drug initiatives per year, less than 1 percent is provided to USNORTHCOM. In addition, the restrictions associated with the *American Service Member Protection Act (ASPA)* have severely hampered the 'equip' portion of the training and equip roles.

Future

Legislators in the United States must recognize that economics or trade is the U.S. center of gravity; and the U.S. economic engine could be adversely impacted by an attack on either Canada or Mexico. Hence, waivers for restrictions on training and equipment should be a top priority. The attacks of September 11, 2001 showed that airspace can be threatened, and common sense leads to the possibility for attacks to emerge through the maritime domain. Hence, the Department of State and Department of Defense will need to work closely with counterparts in Mexico at developing viable options to counter real-world threats.



Figure 2. Synchronized Information Sharing.

Since there are so many sensitivities on both sides of the border over sovereignty and internal immigration issues, the best first-step toward enhanced security and defense is in synchronized information sharing. Ensuring a fully synchronized common air picture and common maritime picture would provide the means to deter, detect and identify threats, while allowing each nation to defend using their own forces.

This however cannot occur until diplomacy, information, military and economic initiatives are synchronized. Although the SPP has made significant progress between the United States and Mexico, funding for great ideas has not been authorized. The United States Congress and executive branch will need to agree that securing our borders in cooperation with our two closest neighbors is worthy of taxpayer funding. Increasing the amounts of security assistance funds and loosening restrictions on Mexico would enable training, equipping and exercises improving defense and security significantly more than political speeches without funding. In addition to increases in 1206 and 1208 funding, increases to the budgets for the Center for Hemispheric Defense Studies (CHDS) and Western Hemisphere Institute for Security Cooperation (WHINSEC) would help to contribute to building trust with our southern neighbors.

About the Author

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