



United States Department of State

Washington, D.C. 20520

MAY 19 2015

Dear Mr. Johnson:

Thank you for your letter of March 17 requesting information concerning Department of State and Department of Defense Foreign Military Training Programs.

The State Department shares your support for advancing human rights and ensuring effective monitoring and evaluation of our assistance programs. We pursue both goals as we manage the Foreign Military Finance, International Military Education and Training, and International Narcotics Control and Law Enforcement programs to ensure we are making the most effective use of foreign assistance funding.

In the enclosure, you will find responses to your questions in their original order. We hope this information is helpful to you. Please do not hesitate to contact us if we can be of further assistance on this or any other matter.

Sincerely,

A handwritten signature in blue ink that reads "Julia Frifield".

Julia Frifield  
Assistant Secretary  
Legislative Affairs

Enclosures:

As stated.

The Honorable  
Henry C. Johnson, Jr.,  
House of Representatives.

**Department of State Responses to  
Congressman Johnson's March 17, 2015 Letter Regarding Foreign Military  
Training Programs**

**Section 1: General Information**

- 1) **How much funding, and from what program accounts (including Foreign Military Sale Accounts), has been designated by your agency for training by Colombian personnel in FY2015, 2014, and 2013?**

The Department of State uses International Narcotics Control and Law Enforcement (INCLE) funding to support its joint security assistance programs with Colombia in Central American and the Caribbean. Other U.S. government funding for this purpose is provided through Department of Defense appropriations to U.S. Southern Command. While the Department of State and the Department of Defense coordinate their activities through the U.S.-Colombia Action Plan on Regional Security Cooperation, the funding for activities is managed separately by each agency.

Each dollar invested in Colombia over the past two decades is now paying dividends as Colombia exports its valuable expertise and best practices throughout the region. The U.S.-Colombia Action Plan on Regional Security Cooperation was designed as a partnership with cost-sharing at its core. The United States provides funds to implement training and assistance activities conducted by Colombian police and military forces, including the travel of Colombian trainers and advisors to Central America and the Caribbean, while Colombia funds the salaries and benefits of its trainers and advisors. This cost-sharing model makes the program one of our most cost-effective to date.

For fiscal years 2013, 2014, and 2015, INL designated \$1M, \$1.75M, and \$1M respectively from its Colombia bilateral account to enhance the ability of the Colombian government – chiefly the Colombian National Police (CNP) – to provide training to third countries. These investments also support the staff costs of INL's International Coordination Division, which is tasked with planning, managing, and monitoring the joint activities with Colombia in third countries.

In addition to this funding, in calendar year 2014, INL estimates having spent approximately \$10M from our Central America Regional Security Initiative (CARSI) and the Caribbean Basin Security Initiative (CBSI) programs to pay

for activities using Colombian instructors in support of the 2014 U.S.-Colombia Action Plan on Regional Security Cooperation.

**2) How many personnel have received training in this manner, by country and security force branch, for each of the last three fiscal years?**

Under the U.S.-Colombia Action Plan on Regional Security Cooperation, the Department of State utilizes Colombian instructors and advisors to provide training and assistance to civilian security forces in Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, and Panama. The Department of State also supports the use of Colombian instructors and advisors on an as-requested basis for other countries in the region, including Paraguay, Haiti, and Peru.

The Bureau of International Narcotics and Law Enforcement Affairs (INL) estimates that 848 people were trained or supported by assistance from Colombia using INCLE funds in 2013. INL estimates that 5,830 people were trained or supported by Colombia using INCLE funds in 2014.

<b>Numbers Trained/Supported by Colombian Instructors &amp; Advisors with INCLE Funds</b>		
<b>Country</b>	<b>2013</b>	<b>2014</b>
Costa Rica	0	192
Dominican Republic	0	292
El Salvador	101	148
Guatemala	88	298
Haiti	10	15
Honduras	524	3068
Mexico	0	97
Panama	125	1710
Paraguay	0	8
Peru	0	2
<b>Total</b>	<b>848</b>	<b>5830</b>
<i>Estimates collected by the International Coordination Division, U.S. Embassy Bogota</i>		

Colombia also provides training and assistance to countries around the world without support from the United States. As an example, from 2009 to 2013, the CNP report having trained over 22,000 police personnel from more than 61 countries.

**3) Who is responsible for training course curricula and content? How involved are the Department of State and/or the Department of Defense in**

**guaranteeing that, in the classroom and on the field, the training is consistent with international human rights standards?**

INL, through its offices in each of the recipient countries, oversees, manages, and observes trainings provided by Colombia and funded with INCLE funds. The curricula and content for these courses were developed during the many years of U.S. assistance to the CNP schools and academies. INL works closely with the CNP to ensure that all trainings and assistance adhere to international human rights standards.

## **Section 2: Documentation**

- 1) For FY2012 and FY2013 the Department of State's Foreign Military Training Reports (FMTR) did not record training performed with U.S. funds by Colombian personnel. If U.S.-supported training by Colombian personnel has been well documented for the aforementioned fiscal years, why are there no records of these trainings included on the FMTR's reports?**

The Foreign Military Training Report is presented pursuant to Section 656 of the Foreign Assistance Act of 1961, as amended (FAA) Section 656 of the FAA (22 U.S.C. § 2416), requires:

*“(a) ANNUAL REPORT.*

*b. IN GENERAL. – Not later than January 31 of each year, the Secretary of Defense and the Secretary of State shall jointly prepare and submit to the appropriate congressional committees a report on all military training provided to foreign military personnel by the Department of Defense and the Department of State during the previous fiscal year and all such training proposed for the current fiscal year.”*

Written as such, it does not include training provided to foreign military personnel by other governments, including Colombia.

- 2) What steps are your agencies taking to ensure that such training will be fully reflected in FY2014-2015 FMTR?**

Please see response above.

**3) Would you please provide a copy of (or describe) any successor plans to the U.S.-Colombia Action Plan on Regional Security Cooperation issued in 2013?**

The U.S.-Colombia Action Plan on Regional Security Cooperation was first implemented in 2013 with 39 activities in El Salvador, Guatemala, Honduras, and Panama. In 2014, the Action Plan grew to include 152 planned activities and expanded to two additional countries: Costa Rica and the Dominican Republic. The 2015 Action Plan includes 205 planned activities. Activities support hemispheric citizen security priorities through capacity building in multiple areas, such as asset forfeiture, investigations, polygraphs, narcotics interdiction, and police institution-building. Summaries of the two most recent Action Plans, covering calendar years 2014 and 2015, are enclosed.

**4) Would you please provide a copy of the regional training plan for U.S.-supported training of Mexican forces by Colombian personnel in 2014?**

The large majority of training of Mexican forces by Colombian personnel has not been supported by the United States, but instead is part of bilateral agreements between the Governments of Mexico and Colombia. As an example, the CNP report having trained 10,310 Mexican police personnel between 2009 and 2013. The Department of State, through INL, has supported limited training of Mexican police officers by Colombian police instructors. No U.S. regional training plan exists for the training of Mexican forces by Colombian personnel, and Mexico has not been included in the U.S.-Colombia Action Plan on Regional Security Cooperation.

**Section 3: Monitoring and Vetting**

**1) How does the Department of State apply the Leahy Law to Colombian instructors who participate in U.S.-supported training of third-country military and police forces?**

The Department of State strictly adheres to the requirements of the Leahy Law when implementing all foreign assistance activities, including those utilizing Colombian instructors and advisors in third countries. The INL offices at each U.S. Embassy Leahy-vet all participants in U.S.-funded activities, whether the training is held in the beneficiary country or the trainee attends a school in Colombia. The International Coordination Division (ICD) within the INL office at the U.S. Embassy in Bogota, Colombia, manages Leahy vetting for all

Colombian trainers and advisors who provide training and assistance in third countries. The Political Section at the U.S. Embassy in Bogota processes the Leahy vetting for all Colombian security forces, including those units involved in training at Colombian training facilities.

- 2) **Where activities are not U.S.-funded, has either of your Departments, or the Southern Command, encouraged the Colombian government to send trainers to countries where U.S. Law prohibits, or train specific units barred due to the Leahy Law, as General Kelly's comments appear to suggest?**

The Department of State has not encouraged non-U.S. funded training by the Colombians to third-party countries that would be prohibited by U.S. law or to units that would be barred due to Leahy restrictions.

- 3) **Does or will the Department of State or the Department of Defense permit Colombian security forces personnel to carry out U.S.-funded training in countries where U.S. training is restricted by country-specific legislative conditions?**

The Department of State does not and will not allow U.S.-funded Colombian security forces to carry out U.S.-funded training in countries that are ineligible to receive U.S. assistance. Where authority exists, in some cases, to overcome restrictive conditions, as a matter of long-standing policy, such authority is not relied upon to overcome human rights focused restrictions such as Leahy.

- 4) **How do the Department of State and the Department of Defense handle documents related to U.S.-supported training of foreign police and military units by Colombian personnel?**

Each agency handles its documents according to its own records management policies. The implementation of U.S.-supported trainings under the U.S.-Colombia Action Plan on Regional Security Cooperation is tracked and managed by the International Coordination Division within the INL office at the U.S. Embassy in Bogota, Colombia.

- 5) **In the specific case of the Colombian Regional Helicopter Training Center, what measures has the Department of Defense taken to fulfill recommendations issued by the Government Accountability Office (GAO) to track trainees for two years after graduation?**

This question will be answered by the Department of Defense.

- 6) **Are there any monitoring and evaluation mechanisms in place for the trainings? If so, who conducts it? And do the criteria include trainees' human rights performance?**

The International Coordination Division at U.S. Embassy Bogota manages the monitoring and evaluation efforts for the U.S.-Colombia Action Plan on Regional Security Cooperation. The monitoring and evaluation efforts include collecting data on the inputs, outputs, and outcomes of the hundreds of activities INL conducts each year with Colombia in the countries of Central America and the Caribbean. The International Coordination Division is also monitoring improvements to Colombia's capacity to provide training and assistance to third countries. With respect to human rights performance, the Department vigorously monitors the human rights violations in all of the countries in which we provide assistance to ensure that we are not providing assistance to units or individuals who have committed gross violations of human rights.

- 7) **What measures has each of your agencies taken to ensure that U.S.-supported training of police forces by Colombian personnel does not inappropriately militarize police operations and doctrine in countries with little judicial accountability?**

The Department of State shares your concerns about inappropriately militarizing police operations and doctrine in countries with little judicial accountability. Efforts funded by the Department of State to use Colombian trainers in third countries are typically executed with only the CNP, and on a very limited basis, with the Colombian Navy. Our intent is to train police forces to work in a manner consistent with civilian policing philosophies.

## **Funding**

- 1) **How are these training events leveraging other events such as multilateral exercises in order to save costs?**

In an overall environment of declining budgets, we must leverage partnerships with willing allies to provide security assistance in strategic countries. The assistance activities conducted with Colombia in third countries are not stand-

alone activities but are integrated parts of the Department of State's strategy in each country and INL's country plans. The Department of State is leveraging its past investments in Colombia and capitalizing on the cost-effectiveness of using Colombian trainers and advisors –particularly in Central America, where Colombians share a common language and similar national experiences.

**2) What kinds of in-kind costs does the United States provide for training events by Colombian personnel? And how are they supplied (e.g., use of facilities, use of transportation such as ships; salaries and per diems for instructors, etc.)?**

U.S.-Colombia regional security cooperation is a key part of the Department of State's strategy to continue our security engagement with nations within the hemisphere despite an austere budget environment. The use of Colombian trainers brings significant overall cost savings to the U.S. government. The Colombian government provides its expertise, as well as in-kind costs such as salaries, benefits, medical coverage, and space in Colombian training facilities for international students. The Department of State funds the travel of Colombian trainers and advisors to Central America and the Caribbean, as well as the travel of international students to Colombia to attend courses at the CNP schools and academies.



## **U.S.-Colombia Action Plan on Regional Security Cooperation 2015**

The United States and Colombia continued to strengthen their strategic security partnership in 2014 and agreed to further enhance cooperation in 2015. The Security Cooperation Coordinating Group (SCCG) identified new initiatives for Central America and the Caribbean in 2015 in the following countries: Panama, Honduras, El Salvador, Guatemala, Costa Rica, and the Dominican Republic. Activities listed under the categories below will be supported in 2015.

### **PANAMA**

#### **State/Colombia National Police (CNP) and Colombian Navy (COLNAV)**

- 1. Criminal Investigation (Crime)**
- 2. Border Management and Intelligence (Crime/Narcotrafficking)**
- 3. Maritime Interdiction (Narcotrafficking)**

#### **DOD/Colombian Military (COLMIL)**

- 1. Mobile Training Teams (MTTs) (Narcotrafficking)**
- 2. Schools in Colombia (Narcotrafficking)**

### **HONDURAS**

#### **State/CNP**

- 1. Criminal Investigation (Crime)**
- 2. Anti-Kidnapping/Anti-Extortion (Crime)**
- 3. Police Intelligence (Crime)**
- 4. Anti-Narcotics (Narcotrafficking)**
- 5. Citizen Security/Prevention Training (Rule of Law)**
- 6. Advisory Support in Administration (Rule of Law)**

#### **DOD/COLMIL**

- 1. Mobile Training Teams (MTTs) (Narcotrafficking)**
- 2. Schools in Colombia (Narcotrafficking)**

## **EL SALVADOR**

### **State/CNP**

1. **Polygraph Training** (Rule of Law)
2. **Strengthening K-9 Program** (Narcotrafficking)
3. **Junglas Training** (Narcotrafficking)
4. **Airport and Port Interdiction** (Narcotrafficking)
5. **Seized Assets** (Crime/Narcotrafficking)
6. **Criminal Investigation** (Crime)

### **DOD/COLMIL**

1. **Mobile Training Teams (MTTs)** (Narcotrafficking)
2. **Schools in Colombia** (Narcotrafficking)

## **GUATEMALA**

### **State/CNP**

1. **Counter-Drug Training** (Narcotrafficking)
2. **Police Education and Internal Affairs** (Rule of Law)
3. **Attention to Victims – Domestic Violence Focus** (Crime)
4. **Judicial and Prosecutor Protection** (Rule of Law)
5. **Criminal Investigation** (Crime)

### **DOD/COLMIL**

1. **Mobile Training Teams (MTTs)** (Narcotrafficking)
2. **Schools in Colombia** (Narcotrafficking)

## COSTA RICA

### State/CNP and COLNAV

1. **Maritime Interdiction and Maintenance** (Narcotrafficking)
2. **Continuing Education – Specialized Policing** (Narcotrafficking/Rule of Law)

### DOD/COLMIL

1. **Schools in Colombia** (Narcotrafficking)

## THE DOMINICAN REPUBLIC

### State/CNP

1. **Anti-Narcotics Police Training** (Crime/Narcotrafficking)
2. **Criminal Investigation** (Crime)
3. **Police Formation** (Rule of Law)
4. **Continuing Education – Specialized Policing** (Rule of Law)

### DOD/COLMIL

1. **Mobile Training Teams (MTTs)** (Narcotrafficking)
2. **Schools in Colombia** (Narcotrafficking)

## **U.S.-Colombia Action Plan on Regional Security Cooperation 2014**

Building on the U.S.-Colombia strategic partnership, the Security Cooperation Coordinating Group (SCCG) identified new initiatives for Central America and the Caribbean in 2014 in the following countries: Panama, Honduras, El Salvador, Guatemala, Costa Rica, and the Dominican Republic. Activities listed under the categories below were supported in 2014.

### **PANAMA**

#### **State/Colombian National Police (CNP)**

1. **Police Structure and Organization** (Rule of Law)
2. **Police Education** (Rule of Law)
3. **Criminal Investigation and Police Intelligence** (Crime/Narcotrafficking)
4. **Maritime Interdiction** (Narcotrafficking)
5. **Community Policing Training** (Crime)

#### **DOD/Colombian Military (COLMIL)**

1. **Mobile Training Teams (MTTs)** (Narcotrafficking)
2. **Schools in Colombia** (Narcotrafficking)

### **HONDURAS**

#### **State/CNP**

1. **Homicide Training** (Crime)
2. **Anti-Kidnapping/Anti-Extortion** (Rule of Law)
3. **Citizen Security/Prevention** (Rule of Law)
4. **Vetting Support** (Rule of Law)
5. **Cultural Transformation of the Police** (Rule of Law)

#### **DOD/COLMIL**

1. **Mobile Training Teams (MTTs)** (Narcotrafficking)
2. **Schools in Colombia** (Narcotrafficking)

## EL SALVADOR

### State/CNP

1. **Polygraph Administration and Training** (Rule of Law)
2. **Airport Interdiction** (Narcotrafficking)
3. **Canine Program Enhancement** (Narcotrafficking)
4. **Junglas Course** (Narcotrafficking)

### DOD/COLMIL

1. **Mobile Training Teams (MTTs)** (Narcotrafficking)
2. **Subject Matter Expert Exchanges (SMEEs)** (Narcotrafficking)
3. **Schools in Colombia** (Narcotrafficking)

## GUATEMALA

### State/CNP

1. **Initial Rotary Wing Aviation Training** (Narcotrafficking)
2. **Police Education and Internal Affairs** (Rule of Law)
3. **Counter-Drug Training** (Narcotrafficking)
4. **Judicial and Prosecutor Protection** (Rule of Law)

### DOD/COLMIL

1. **Mobile Training Teams (MTTs)** (Narcotrafficking)
2. **Schools in Colombia** (Narcotrafficking)

## **COSTA RICA**

### **State/CNP**

1. **Citizen Security (Crime)**
2. **Police Intelligence (Narcotrafficking)**
3. **K-9 Support (Narcotrafficking)**
4. **Airport Interdiction (Narcotrafficking)**
5. **Coast Guard Support (Narcotrafficking)**

### **DOD/COLMIL**

1. **Subject Matter Expert Exchanges (SMEEs) (Narcotrafficking)**
2. **Schools in Colombia (Narcotrafficking)**

## **THE DOMINICAN REPUBLIC**

### **State/CNP**

1. **Institutional Strengthening – Curriculum and Educational Development (Rule of Law)**
2. **Citizen Security (Crime)**
3. **Basic Police Training (Crime)**

### **DOD/COLMIL**

1. **Mobile Training Teams (MTTs) (Narcotrafficking)**
2. **Subject Matter Expert Exchanges (SMEEs) (Narcotrafficking)**
3. **Schools in Colombia (Narcotrafficking)**