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APR 18 2006

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FOR SECRETARY OF DEFENSE

FROM: Peter W. Rodman, Assistant Secretary of Defense (ISA) *PR* APR 18 2006

SUBJECT: Plan for Latin America (U)

- (C) You asked what creative things we can do in Latin America, how to enhance our mil-to-mil ties, and how to encourage a greater presence in the region by DoD and others.
- (C) The good news is that the interagency is moving forward on some of the new initiatives we proposed in response to your earlier questions.
  - The Strategic Partnerships Plan (TAB A)--proposing Chile, Colombia, and El Salvador as Major Non-NATO Allies--is one example.
- (C) The bad news is that the interagency is still inclined to think in terms of doing *less*, not *more*, in the region.
  - The bulk of interagency activity is renaming or repackaging things that the USG is already doing.
  - There is also little interest in shifting priorities within existing budgets. Bolivia, for instance, is one country where we could make a difference on an emergency basis. Nevertheless we have found little support for the idea of "expanded authorities" for Bolivia, to allow State counterdrug funds to be more flexibly used to support both counterdrug and democracy-building efforts in Bolivia (much as our effort in Colombia was helped by "expanded authorities" to fight both drugs and terrorism). So USG activities in Bolivia will carry on basically unchanged, in spite of the radical shift in circumstances there.
  - In terms of enhancing our mil-to-mil ties, ASPA sanctions remain a stumbling block. The Global Peace Operations Initiative (GPOI), the one major initiative we are counting on to help the Central Americans, is under pressure; as you know, GPOI funds are being steered to support operations in Sudan.

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Prepared and Classified by: R. Pardo-Maurer, DASD-WHA 703-897-5884  
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- ~~(C)~~ So we would be ill-advised to suggest that some big new plan for the region--like the Alliance for Progress--is in the works. It is not.
  - Free trade, immigration reform, and continued support for rule-of-law, security and institutional reform are the best things the USG can do unilaterally to help.
- ~~(C)~~ In any case, new big-ticket USG programs are probably NOT what Latin America needs to get ahead. There are, however, two exceptions worth considering:
  - An ambitious new scholarships initiative for the region. After decades of sustained effort, we cut back such programs at the end of the Cold War. As a result, we have lost touch with a generation of young Latin American leaders.
  - An infrastructure development plan (roads, electricity and water) to interconnect southern Mexico, the CAFTA area, and Colombia. This should be in conjunction with partner nations, the Inter American Development Bank, and the World Bank.
- ~~(C)~~ We are most likely to have a decisive impact if we pursue a geographic strategy: intensifying our focus on North and Central America.
  - We are, indeed, nudging the interagency to focus on our near neighbors: Mexico, Central America, and the Caribbean Basin (including Colombia).
  - These are the countries that want to work with us, and where our marginal dollar and effort will have the greatest effect.

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March 14, 2006

031406-11

TO: Roger Pardo-Maurer

CC: Eric Edelman  
Peter Rodman

FROM: Donald Rumsfeld

*RA.*

SUBJECT: Plan for Latin America

I would like to see some creative things as to what we ought to be doing on Latin America, particularly Central America. We need to be creative.

Think about the possibility sometime of including some legislators in a meeting with our Central American defense ministers -- from their countries and from our country -- and having a somewhat larger event to try to tie people together.

We might even think about having the President, Vice President or Secretary of State get involved.

Thanks.

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*Please Respond By 04/06/06*

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### **STRATEGIC PARTNERSHIPS GUIDANCE ON OBJECTIVES, PRINCIPLES, AND NEXT STEPS**

#### **Objective:**

Strengthen U.S. ties with selected partners in the Americas with a view to:

1. ~~reduce resentment of perceived U.S. hegemony and shift the focus away from~~  
conflictive relations with Venezuela and Cuba,
2. build partners' capacity and will to lead in sub-regions, consistent with shared interests, and
3. move steadily over time toward broader and deeper Hemispheric integration spreading from North America southward to create a strategic system based on shared commitments to democracy, markets, security, and the rule of law.

#### **Principles:**

- Strategic partnerships should provide a framework for multifaceted cooperation, and should draw guidance from the four pillars of NSPD-32: *U.S. Western Hemisphere Strategy* -- Security, Democracy, Prosperity, and Investing in People.
- Each partnership should be tailored uniquely to each country; however, each should aim to produce credible results in fighting poverty, drugs, corruption, and crime, the principal threats to regional democracy, stability and security. And each should serve to highlight success stories within the partner country (with or without U.S. aid) in addressing these threats.
- In addition, the overall "New World Partnership" strategy should strengthen the hemispheric system and facilitate coordinated positions in multilateral institutions and international fora.
- We should choose partners that have clearly embarked on the path of democracy and markets, whatever the governing party.
- Tolerance of manageable differences and flexibility will be essential to build these partnerships and demonstrate U.S. willingness to be responsive and share power. Redlines should be few and carefully chosen.
- The strategy should aim for the convergence of existing and future free trade areas, the logical next step in hemispheric integration.
- We should also use the SPP as a model to go beyond trade liberalization to broaden the agenda to other issues of common interest.

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### **Choice of Strategic Partners**

Strategic partners should be chosen based on their global/regional/subregional importance and commonality of objectives and policies.

We should intensify efforts to treat Canada, Mexico, and Brazil as hemispheric partners as well as partners within their sub-regions (North America, Central America, and South America). Our dialogue with these countries should consistently include consultations on hemispheric issues and explicit attempts to forge common positions and shared action plans.

At the sub-regional level, our focus should be on two stable partners with credible leaders and reasonably consistent policy paths: Colombia (Andes/Caribbean) and Chile (Andes/Southern Cone).

We should also identify a second tier of countries with which to pursue more limited strategic partnerships as appropriate to their size and given the ongoing political and other uncertainties they face: El Salvador (Central America), Uruguay (Southern Cone), and the Dominican Republic (Caribbean/Central America). Depending on the outcome of the election this year, it may also be possible to reach out to Peru as another partner in the troubled Andean region.

### **Next Steps (based on guidance from NSPD-32):**

The first step with each strategic partner is to propose a high-level working group to develop a common strategic picture, to be refreshed through annual "Strategic Dialogue".

#### **I. Bolster Security**

- Confer Major Non-NATO Ally (MNNA) Status on El Salvador, Colombia, and Chile
  - Explore MNNA status with Mexico.
  - Strengthen content of MNNA designation for Western Hemisphere partners.
  - Support new combined peacekeeping units (e.g. Central America, Chile-Argentina).
  - Support partner-led creation of regional disaster relief and rapid response capabilities.

#### **II. Strengthen Democratic Institutions**

- Energize partnerships by increasing frequency of visits by U.S. Cabinet members.
- Develop a "gold standard" for the Inter American Democratic Charter.
- Strengthen NGOs that promote free speech, transparency, and accountability.
- Encourage leadership roles in the UN and OAS.
- Encourage engagement in global fora such as the Community of Democracies.

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### **III. Promote a More Prosperous Hemisphere**

- Propose a NAFTA and CAFTA leaders summit on the future of North America.
- Deepen NAFTA and broaden the US/CAN/MEX Security and Prosperity Partnership.
- Propose a North American energy strategy (with Mexico, Canada, and Colombia).
- Work with Mexico and Central America on a Mesoamerican infrastructure strategy.
- Leverage close financial relationship with Brazil, Mexico, Colombia, and Chile to secure pro-growth reforms at the Inter-American Development Bank.
- Use formal dialogues (U.S.-Brazil Group for Growth, U.S.-Mexico Partnership for Prosperity) and bilateral engagement with other strategic partners as platform for highlighting benefits of pro-market reforms for the poor.
- Launch joint development assistance projects with Canada, Mexico, and Brazil.
- "Invest in Success": request that key private sector NGOs (e.g. Council of Americas, Chamber of Commerce) work with regional counterparts in drafting an "Agenda for Enterprise" with benchmarks for a healthy investment climate.
- Invite partners to co-host with the U.S. a rotating, annual trade fair and "Best New World Practices Conference" to showcase successful growth-promotion policies.

### **IV. Invest in People**

- Cultivate a new generation of pro-United States leadership, with a goal of reaching maturity in 2020.
- In partnership with State and Federal educational institutions in the United States, launch a "New World Fellowship" exchange program for young leaders from the partner countries, culminating in a "New World Jamboree" in Washington D.C.
- Expand programs to bring key media and opinion leaders to the United States.
- Expand programs to bring provincial, local, and political party leaders to the United States.
- Strengthen programs for individual and institutional exchanges in:
  - Science and Technology
  - Environment/Management of Natural Resources
  - Disaster Relief
  - Public Health

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