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J. O. Dahlgren

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INTER-AMERICAN BAR ASSOCIATION

JOHN O. DAHLGREN
Secretary General,
Inter-American Bar Association

Editor's Note

The XVI Conference of the Inter-American Bar Association will not be held in Rio in June 1969 as originally scheduled. Alternate plans relative to this conference are under consideration. Secretary General John O. Dahlgren advises that plans are being made to hold the XVI Conference if possible in November of this year, or early next year.

In lieu of a report concerning the XVI Conference, the Secretary General has submitted the remarks of Lieutenant General James D. Alger, AUS, at a luncheon meeting of the Inter-American Bar Association, in Washington, D. C. General Alger is the Chairman of the Inter-American Defense Board and in the opinion of the Secretary General, "his remarks are timely and should prove of interest to the readers of the Lawyer of the Americas". An edited version of General Alger's speech follows.

THE INTER-AMERICAN DEFENSE BOARD

The Inter-American Defense Board is the oldest military consultative body in the free world today. Military collaboration among the nations of the Americas was originally initiated when, as a result of the Inter-American Conference for the Maintenance of Peace held in Buenos Aires in 1936 and the Eighth International Conference of American States which met in Lima in 1938, it was resolved by the American Governments that "every act susceptible of disturbing the peace of America affects each and every country and justifies the initiation of the process of consultation," and that "the consultations would be effected by meetings of the Ministers of Foreign Affairs of the American Republics."

The first of two meetings of consultation of Ministers of Foreign Affairs was held in Panama City in 1939, and this dealt with questions of neutrality. The second meeting, held in Havana in 1940, concerned itself with principles of hemispheric solidarity and collective self defense. It was resolved at the Havana conference that "the attack of a Non-American State against an American State shall be considered an attack against all American States."

Immediately following the Japanese attack on Pearl Harbor and at the urging of the Chilean Foreign Minister, the third meeting of con-

sultation, which was scheduled to be held late in 1942, was moved up in time and held in Rio in January 1942. The Inter-American Defense Board was created on the basis of Resolution XXXIX of that meeting, which recommended: "The immediate meeting in Washington of military officers of the American Republics to study and recommend measures necessary for the collective defense of the continent."

In accordance with this mandate, the designated military representatives of the nations of the Americas gathered in Washington and the Inter-American Defense Board held its first meeting in March 1942. This year the Board will celebrate its 27th anniversary.

At its outset, the Board addressed itself to the immediate problems posed by the war throughout the dark days of that bitter conflict, the problems of defense of the hemisphere — with special emphasis on exterior aggression — were considered by the officers representing their nations on the board. During the war, plans, studies, and recommendations covering such vital subjects as protection of ocean shipping, security against sabotage, standardization of training and organization, production of strategic material, the exchange of aviation information, clandestine telecommunications stations, utilization of manpower, and elimination of the language barrier were produced and dispatched to the nations for their consideration and use.

It was there in the crucible of war that the bonds of military cooperation, collaboration, military planning and military dialogue were forged. It was then that the military system was developed and the Inter-American Defense Board — so hastily assembled — rapidly adjusted to its task and demonstrated its vital worth and indispensability to our overall inter-American system.

At the conference on problems of war and peace, which was held in Mexico City in February - March 1945, it was recommended that the governments consider the creation of a permanent military agency formed by the representatives of the general staffs of the American republics. It was further agreed that the Inter-American Defense Board should continue as an agency of inter-American defense until the proposed permanent body was established. In effect, this gave a more or less permanent status to what had been, up to that time, a temporary wartime arrangement.

It is interesting to note from both the legal and military point of view that up to this time, no treaty actually existed with regard to collective defense within the hemisphere. It was not until 1947 that the

“Inter-American Treaty of Reciprocal Assistance, or “Rio Treaty,” was drawn up. In that treaty aggression was defined, as were the steps that a state could take to seek assistance in the event of aggression. Further, the treaty specifically stated that despite the measures which all signatory states would be required to take, if and when the organ of consultation defined an existing act as “aggression”, the actual use of armed force would, in all cases, be at the discretion of each individual nation. Finally, the treaty defined the “Security Zone,” an area which roughly traces the American continent running from pole to pole. The geographic coordinates of this zone are listed in the treaty. It is significant to note that while Canadian territory is included in the security zone, Canada is not a member, neither of the OAS nor the IADB. Such details are, of course, of vital interest to the military man.

In 1948 the “Charter of the Organization of American States” was drawn up at the Bogota Conference, that is, the Ninth International Conference of American States. It is significant to note that Articles 44 through 47 of the Charter provide for the creation of an Advisory Defense Committee, an agency intended to provide military advice to the Ministers of Foreign Affairs. The Committee has never been activated, and fortunately, Resolution 34 of the same Bogota Conference provided that: “The Inter-American Defense Board *shall continue* in preparation for collective self-defense.”

The resultant organization is headed by the Council of Delegates, which is the decision making body of the Board. It is made up of delegations of senior officers from 19 nations of the Americas — all of whom are members of the OAS. The total overall strength of the Board is some 131 military and 69 civilian personnel.

Support from the OAS comes through the Pan American Union, the Secretariat of the OAS. As a matter of interest, the total budget has averaged but 4.31% of the overall OAS budget the past several years. The work of the Board is sent directly to the governments of the member states — as is the work of the OAS. There is then no formal organized liaison between the Board and the OAS.

The Inter-American Defense College was established as a result of a 1959 resolution of the Board, and its first class assembled in October, 1962. The mission of this high level inter-American educational institution is simply to conduct studies of the inter-American system and the political, social, economic, and military factors that constitute essential components of inter-American defense. This training serves to enhance the education of selected armed forces personnel and civilian government

officials of the American Republics, and prepares them for carrying out undertakings requiring international cooperation.

The College has a capacity of 60 students and the Board would like to fully meet that capacity with representatives of all the member nations, however, that goal has yet to be reached. Thus far the College has graduated some 227 students who are taking their places in leadership assignments in our nations. This is indeed a unique international, inter-American educational institution.

The fourth meeting of consultation of Ministers of Foreign Affairs, held in Washington in 1951, greatly expanded the scope of the Inter-American Defense Board's activities. It charged the Board with: "Preparing the military planning for common defense" and specified that "the plans formulated by the Inter-American Defense Board be submitted to the governments for their consideration and decision."

The resultant and current mission of the Board then is to act as the organ of preparation and recommendation for the collective self-defense of the American continent against aggression and to carry out, in addition to the advisory functions within its competence, any similar functions ascribed to it by the Advisory Defense Committee established in Article 44 of the charter of the Organization of American States.

Note the key words and phrases: preparation, recommendation, collective self-defense, and advisory functions. These clearly define the advisory nature of the Board's effort.

In the twenty-seven years of the Board's existence, a large number of important and often vital resolutions have been approved by the Council of Delegates and transmitted to the respective American governments for approval and acceptance as they may deem appropriate.

These resolutions, including those of the WW II period, have covered a wide range of subjects and have included:

1. Exchange of intelligence.
2. Bases for planning for common defense.
3. Military civic action.
4. Civil defense.
5. Standardization procedures.
6. Protection of maritime traffic.
7. Communications.

8. Measures to counter sabotage.
9. Inter-American Defense College.
10. Various studies and plans.

Most important among the resolutions are the plans. And the most important among the plans is the "General Military Plan," which can be considered the backbone of all the work of the Board.

The development of any military plan requires certain hypothesis and assumptions. The planning for the defense of the hemisphere is based on a hypothesis, which, with its two variants, essentially addresses itself to two forms of aggression: (1) internal subversion, in the current time frame directed and supported most likely by international communism. This form of aggression does not constitute an armed attack, (2) the other form of aggression is the open, armed attack against the hemisphere. Again, in the current time frame most likely by countries of the communist bloc.

The strategic concept for the plan takes as its basis the provisions of the Inter-American Treaty of Reciprocal Assistance. The plan is supported by eight annexes which are:

1. Security zone and political blocs of nations.
2. Areas of strategic importance within the American continent.
3. Lines of communications and focal areas of inter-American shipping.
4. Intelligence and counter-intelligence.
5. Communications.
6. Logistics.
7. Standardization.
8. Bases of coordination for the preparation for detailed plans of action.

The most distinguished characteristic of this plan — which makes it unlike most existing military plans — is that it does not provide for the commitment of forces.

It is most important to remember that the Inter-American Defense Board has no forces under its command or control. The plan is not directive in establishing operational forces or supporting logistics. What it does establish is a common basis for subsequent planning actions.

The Board engages in other activities. For example:

1. Members have attended various international conferences, such as the Chairman's participation in the 1966 International Conference of American States in Buenos Aires which met to revise the Charter of the Organization of American States. The Board was likewise represented at the Inter-American Conferences of Chiefs of Services, and the Inter-American Conference of Superintendents of Naval Academies, and others.

2. The Board was represented at the planning conference for operation UNITAS, which is an annual exercise in which the navies of many of the American republics have the opportunity to participate in maneuvers at sea with their sister navies. During the Argentine phase of the most recent UNITAS operation the Board was invited to send an observer to Buenos Aires to observe the Argentine control of shipping phase of that operation. An observer attended and reported the results of the operation to the Council of Delegates during one of its regular sessions.

3. The Vice Director of the staff traveled to El Salvador to observe a tactical exercise conducted by the Central American Defense Organization — CONDECA.

4. The Board conducts an annual visit to various countries of the Hemisphere and a second visit to military bases within the United States. The College likewise conducts two trips annually in approximately the same manner as does the Board. This assists the members of the Board in obtaining first hand knowledge of the peoples and areas of the Hemisphere as well as providing an opportunity for the officials and peoples of the various countries to become acquainted with the Board and its current activities.

5. Similar visits are conducted annually within the United States, wherein the Board has been privileged to visit various defense and military installations such as the Space Center at Cape Kennedy, various Army and Air Force activities, and naval installations which included the opportunity to observe air operations aboard a carrier.

6. The Board has provided advisory services from time to time. The Board was privileged to assist the Secretary General of the Organization of American States in an advisory and consultative capacity during the Dominican Republic crisis of 1965. In this instance, the Inter-American Defense Board was requested to study and recommend measures with regard to the Inter-American Peace Force. The Board submitted its recommendations in less than 72 hours and, in large part, these

recommendations were used in the organization and support of the peace keeping force ultimately established.

As to the future of the Board and the inter-American system, our hemispheric goals are broad and far-reaching. The Alliance for Progress, the Latin American Common Market, stability, peace, a better life — all these are praise-worthy, and they are attainable — in time. As President Johnson remarked at the end of the summit meeting at Punta del Este: “Economic and social development is a task not for sprinters but for long-distance runners”.

“Latin America has come far, yet it is still only on the threshold of what a Brazilian statesman has called ‘The Great Awakening’. More than at any time in its history it has cleared away the roadblocks to progress”.

So that the track is clear for the runners President Johnson mentioned, so that the gains made by the Alliance for Progress may continue unimpeded, the way to the objectives must be secure. This is the job for the military.