

An Assessment Model for Foreign Military Relationships: US and Mexican Armies

A Monograph

by

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14. ABSTRACT

From politically strategic guidance to Army doctrine, relationships are identified as the central component to foreign alliances and partnerships that maintain United States security. With such an emphasis on relationships, the US Army supports this policy through Security Cooperation (SC), seeking a committed security partnership. This desired commitment is especially critical in a complex political environment. Thus, how is the status of a relationship measured to determine its ability to withstand the countering effects of today's politically complex environment?

This study proposes to define organizational relationships to create a foundation of common terminology for measurements that better inform decision making. The resulting potentials are direct assessments and diagnosing hidden problems surrounding the SC effort. The hypothesis anticipates SC relationships can be directly assessed for trend analysis. The methodology used is an historical analysis of the US-Mexico political timeline to determine points of military relationship development, growth, and sustainment.

Results from the analysis reveal three categories of relationships that build commitment: cooperative, interpersonal, and interoperable. This research determines that these relationship categories have the potential to support senior leadership in better-informed decision making. At the operational level, this increased level of understanding equips commanders for more informed decision making when determining the allocation of limited government assets.

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Abstract

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From strategic guidance to Army doctrine, relationships are the central component to foreign alliances and partnerships that maintain US security. The US Army emphasizes relationships through Security Cooperation (SC), seeking a committed security partnership. This desired commitment is especially critical in a complex political environment. How then, is the status of a relationship measured to determine its ability to withstand the countering effects of today's politically complex environment?

This study proposes to define organizational relationships and create a common lexicon by which practitioners can more accurately communicate trends. As a result, direct assessments can diagnose hidden problems surrounding the SC effort and SC relationships can be directly analyzed. The methodology used is an historical analysis of the US-Mexico political timeline to determine points of military relationship development and sustainment.

The analysis reveals three categories of relationships that build enduring commitments: cooperative, interpersonal, and interoperable. At the operational level, increased understanding equips commanders for more informed decision making when determining the allocation of limited government assets.

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Acronyms

ARNORTH	Army North
BCC	Border Commanders' Conference
BCM	Border Contact Meetings
DOD	Department of Defense
DOS	Department of State
FIARP	Fifth Army InterAmerican Relations Program
GTSCMIS	Global Theater Security Cooperation Management Information System
IMET	International Military Education and Training
IR	International Relationship
LNO	Liaison Officer
MTTs	Mobile Training Teams
NORTHCOM	Northern Command
SC	Security Cooperation
SEDENA	Secretary of National Defense
SLE	Senior Leader Engagement
SMEE	Subject Matter Expert Exchange
WWII	World War II

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Introduction

Background of the Study

The purpose of Army security cooperation (SC) is to create an environment that promotes US security interests by establishing relationships. These relationships are strengthened through engagements that build familiarity, trust, and confidence in a way that leads to a mutually committed cooperative defense. US Army North (ARNORTH), the Army Service Component Command for US Northern Command (NORTHCOM), ensures its SC activities align with the Combatant Commander's and Department of the Army's strategic guidance, which, in turn, support national policy. As highlighted in the *National Security Strategy*, it is trust and shared understanding, established through relationships, that enables diplomacy to "galvanize allies for action and marshal the collective resources of like-minded nations and organizations to address shared problems."¹

Within North America, trust, confidence, and cooperation have a direct impact on the relationship with Mexico's Army and the US Army. As neighbors, these two forces share common threats that are undeterred by borders (e.g., natural disasters and transnational criminal organizations). Further, both armies are constrained in their cooperative measures by the very policies that authorize their actions. Understanding the sources of these constraints and their impact is the first step to establishing a mutually accepted SC program that mitigates the effects of regional threats.

Despite policy limitations, both armies have increased joint planning efforts to address anticipated and emergent challenges. This level of trust and commitment has not always existed. United States interventions in Mexico from the early 1800s, through late 20th century, created multiple ripple effects of unintended consequences. The result was divergent policy aims, with a

¹ Donald J. Trump, *National Security Strategy of the United States of America* (Washington, DC: The White House, December 2017), 33.

foundation of distrust, that defines the SC relationship of the two countries. How did such a divergent relationship evolve to what it is today? Is there a model that can be derived from this example that US planners can apply to monitor relationship building progress throughout the Theater Security Cooperation community?

These questions are especially salient between the United States and Mexico due to the campaign rhetoric and subsequent policies of President Donald Trump. This controversial time period is further complicated by Mexico's 2018 election under the pragmatic rhetoric of President Andres Manuel Lopez Obrador. Despite less than amicable politics and increasingly controversial policies, both armies continue their joint mission of regional security. Tested under this strained political environment, the armies' continued synchronized effort indicates a relationship based on trust and further desire to maintain long term commitment. Like any relationship, however, the continued strain will degrade hard-earned progress. Currently, there are measurement tools to indirectly detect negative relationship trends, but no direct assessment mechanism exists.

Purpose of the Study

The purpose of this study is to provide a lexicon that will more accurately define SC relationships and establish assessment tools that directly monitor trends. The Army Field Manual for support to SC notes, “building relationships . . . is central to security cooperation.”² The manual then defines the role SC should play in Combatant Command activities.

The purpose of developing defense and security relationships that promote specific US security interests, including all international armament cooperation activities and security assistance programs is to help the combatant commander shape the security environment by:

² US Department of the Army, *Field Manual (FM) 3-22, Army Support to Security Cooperation* (Washington, DC: Government Printing Office, 2013), 6-1.

- Influencing more willingness to support the United States in military operations
- Sending a compelling regional and often global strategic communication message of a commitment to threat interdiction
- Shows US support to host-nation sovereignty
- Promoting regional stability.³

Relationships are the key to these outcomes, as demonstrated in a simple word count for “relationships” through the applicable strategic documents and doctrine. The term “relationships” was found 157 times, including twenty times in the National Strategic Strategy, eight in the National Defense Strategy, six in the National Military Strategy, thirty-two in the Foreign Internal Defense, Joint Publication 3-22, and ninety in the Army Support to SC, Field Manual (FM) 3-22.

Considering how much security relies on successful relationships, the natural conclusion is that there is a need for tools that measure success or failure. Armed with such tools, service component commands can increase their effectiveness and efficiency when employing limited means in a more fiscally responsible manner.

The model for this study is the US Army’s SC activities focused on building a positive relationship with Mexican armed forces. Today, relationship networks range from federal, to state, to local communities along a 2,000-mile border directly impacting a multi-national population of 15 million people. This land border, combined with maritime borders and the extensive indirect impacts throughout each country, justifies concern for mutual security. For example, crude oil exports from the United States into Mexico is second only to Canada, and Mexico is the overall third largest US trading partner (after Canada and China).⁴ This economic interdependence has developed over the last century and requires an alignment of strategic military aims to protect mutually beneficial infrastructure (see figure 1). While collaborative

³ US Department of the Army, *Field Manual (FM) 3-22, Army Support to Security Cooperation* (Washington, DC: Government Printing Office, 2013), 1-7.

⁴ US Department of State, “US Relations with Mexico,” April 1, 2018, accessed October 30, 2018, <https://www.state.gov/r/pa/ei/bgn/35749.htm>.

security is conducted at each level of the government, Army SC serves as a key element to facilitate collaborative efforts across the border.



Figure 1. US-Mexico Border Region. US Environmental Protection Agency, “US-Mexico Border 2020 Program,” last modified January 19, 2017, accessed November 2, 2017, <https://www.epa.gov/border2020>.

Over the past decade, the Mexican Army commitment to long-term mutual defense and security with the United States has been measured by funding and quantitative counts of military-to-military engagements. The US Department of State (DOS) provides congressional reports on annual expenditures and the quantitative numbers that support the use of those funds. While this quantitative data provides indirect indicators of relationship status, they are, at best, correlations with a potential to misinterpret trends. Quantitative analysis omits qualitative considerations. For example, multiple mobile training teams (MTTs) can operate throughout the year providing individual training to twenty students from various units. As a partner nation increases capacity and capabilities, ten MTTs can be replaced by a single collective training exercise. Therefore,

how are the qualitative measures, such as interoperability, measured in assessments that might otherwise provide false-negative results due to a decrease in annual events?

Current assessments provide senior leaders with valuable information, but not on relationships. This study argues as relationships mature, they increase in complexity and require higher levels of management. As relationships are central to SC success, these additional data points would better inform senior leadership in their role within the resource allocation process. Further, “[SC] organizations . . . and funding vary from country to country depending on the relationship with each country.”⁵ With finite government resources weighted on a foundation of relationships, fiscal expenditures demand stewardship. The US Army and Mexican military’s mature and complex relationship is a good case study on the risk of inaccurate trend assessments and direct relationship monitoring.

This study proposes to define terminology for organizational relationship assessment. Such terminology would allow SC organizations to establish assessments that meet the unique needs of their programs. As of 2019, the current assessment platform, Global Theater Security Cooperation Management Information System (GTSCMIS) allows action officers to provide feedback for every Theater Security Cooperation event conducted. This information system is accessible throughout the joint Theater Security Cooperation community. The addition of broadly accepted relationship terminology can enable senior leaders to effectively lead SC-efforts. Decisions such as prioritization of resources or additional funding requests are better supported by accurate data and can more responsibly align the Combatant Commander’s aims toward policy aims.

Security Cooperation is a Department of Defense (DOD) interaction with foreign government, building defense relationships to promote specific US security interests, develop allied and friendly military capabilities for self-defense and multinational operations, and provide

⁵ US Army, *FM 3-22*, 1-15.

US forces with peacetime and contingency access to a host nation.⁶ The US Army's role in this DOD effort is to develop mutually agreed to goals that align with the larger effort towards national security. The level of influence required for this synchronization demands expertise and leadership to monitor and document trends.

Over the past century, the US has benefited from a long-standing partnership with Mexico "beyond diplomatic and official relations."⁷ While these broad relations are mutually beneficial, Mexico maintains a free market approach with potential increased trade and partnership with revisionist powers such as China and Russia. As of August 2018, Mexico's change of administration communicated an internal focus on a trade deficit with China, noting an "8 to 1 ratio of Mexico's imports from China . . . to exports."⁸ In light of these competing challenges, the 2018 National Defense Strategy provides two sustaining guidelines to maintain the US status as Mexico's partner of choice. These are described as "long-standing security partnerships" and "deepened interoperability" that sustain advantages in the western-hemisphere.⁹ This guidance echoes throughout joint and army doctrine guiding "relationship building" as the foundation for building partnerships toward conditions of continued long-term commitment.

Methodology

This monograph argues that an applicable lexicon can be gleaned from two theoretical business literature frameworks. First, John Kotter's two variables of divergence and interdependence are used to explain relationship complexity. Decreasing divergence in the

⁶ US Department of Defense, Joint Staff, *Joint Publication (JP) 3-22, Foreign Internal Defense* (Washington, DC: Government Printing Office, 2018), x.

⁷ US Department of State, "US Relations with Mexico."

⁸ Jude Webber, "López Obrador Turns Attention to Mexico's Trade Deficit with China," *Financial Times*, August 2, 2018, accessed October 30, 2018, <https://app.ft.com/content/94b684f6-967c-11e8-b747-fb1e803ee64e>.

⁹ US Department of Defense, *Summary of the National Defense Strategy of The United States of America: Sharpening the American Military's Competitive Edge* (Washington, DC: Government Printing Office, 2018), 11.

historical timelines facilitated an increase in interdependence, or otherwise stated, increased balance of relative power. This shift toward interdependence implies the need to manage growth, via regional expertise toward positive aims. In this environment, committed relationships can be measured as a function of interpersonal, cooperative, and interoperable categories. Second, the Relationship Bonding model of Rodriguez and Wilson is modified as a visual tool to apply Kotter's relationship categories and to analyze the SC trend from mid-1900s to 2019.¹⁰

Context for this study requires a historical analysis of the US-Mexico political timeline to determine points of national alignment. Gestures, such as President Truman's attendance to a Mexican ceremony in honor of military academy cadets killed during the Mexican American War, are indicators of potential emerging SC. These indicators prompt further research within those specific timeframes for the associated emergence of military cooperation. This emergence developed parallel timeline analysis to associate correlations of developing, or degrading, political environments to the SC development. These parallel timelines of aligning political aims and military SC engagements are used to explain the phenomena of creating, growing, and sustaining relationships.

The complexity surrounding the US-Mexico relationship make it the ideal case selection for this study. The imbalance of national power and evolution from distrust to term commitments provides a significant amount of data for analysis. It is anticipated that this analysis will provide a common lexicon and potential assessment tools for the Army SC environment.

The study argues that a partner nation's level of commitment can be measured by a combination of three relationship categories: (1) cooperative, (2) interpersonal, and (3) interdependent. These categories are demonstrated in the history of the US-Mexican military

¹⁰ Carlos M. Rodriguez and David T. Wilson, "Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico: A Latent Variable Structural Modeling Approach" (Report, Institute for the Study of Business Markets, University Park, PA, 1999).

relationship. The historical pattern demonstrates that decreasing divergence of interests and increasing interdependence are required to establish a security cooperation relationship.

Limitations

The approach used to assess foreign military relationships within a political environment is a parallel comparison of national foreign policy to the levels of military cooperation over time. The political nature of foreign policy subjects it to public scrutiny over time, which allows for analysis from multiple open sources of documentation. Unfortunately, historical information on military engagements has less public visibility and open source documentation for reference. Further, classification limitations remove resources that may or may not support the findings of this study. Thus, executive summaries, event after-action reviews, and white papers are the primary source documents to interpret the level of military over time.

This study acknowledges the need for continued exploration. A continued search for primary source documents may find additional information that may support or contradict the findings of this monograph. Additionally, while great care was made in understanding the political context surrounding military primary source documents, additional data may find these conclusions were misinterpreted. Lastly, this author recognizes the potential of primary source biases and subjectivity, especially in divergent environments, that may misrepresent facts within the data presented. Nonetheless, this monograph argues that the information available is sufficient to support reliable conclusions.

This paper proceeds from here by presenting the historical trends from no SC engagements to the committed relationship status of 2019. Business theoretical frameworks will then be used to define those relationships and generate a suggested lexicon. The conclusion then will confirm or correct the anticipated answers to the research questions, and offer recommendations for applicability and further research.

History

There are two historical events that catalyze security cooperation development toward the establishment of a sustainable relationship: World War II (WWII) and the September 11 attacks on the United States. Following a century of continuous coercive US foreign policy with Mexico, the emergent threat of Germany targeting Mexican commercial ships aligned US-Mexican interests. After German U-Boats sank a Mexican oil tanker, Mexico declared war and established the necessary authorities for military relationship building with the US Army. While post-WWII foreign policy becomes seemingly stagnant, continuous contact, albeit minimal, builds decades of Mexican military trust within single commands such as the US Fifth Army. This relationship becomes strategically valuable during the creation of US NORTHCOM and its newly assigned area of responsibility that includes Mexico. Initially rejected by Mexico, it is the decades of trust building through those minimal contacts that facilitated acceptance of expanding their relationship to US NORTHCOM and its components.

Since independence from Spain in the early 1800s, Mexico has struggled for a stable government, followed by a series of rebellions. This struggle includes a notable rebellion within Texas that began a string of events leading to increased US and Mexican friction. This friction leads to the Mexican American War of 1846-48, and results in Mexico's loss of 500,000 square miles ceded to the United States. Despite reform efforts, Mexico copes with further rebellion and eventual civil war by 1857. By the end of the 19th century, Mexico shifts towards modernization and increases foreign-owned business and investment. In turn, the United States takes a greater economic interest within Mexico, most significantly in oil.

As Mexico began its upward trend toward economic success, more instability ensued. With the economic success concentrated within the minority elite, discontent grows in the lower-class majority, again, leading to rebellion and more instability. The rebellion increases US risk

within the region because of the potential of expropriation of US-claimed oil within Mexico.¹¹ In 1913, the US military seizes all arms, ports, and personnel within the Vera Cruz region for seven months.¹² This coercive act set a precedent of weighting US political influence on the Mexican Government in favor of whichever party is willing to protect US interests. This chronic instability established a maintained state of susceptibility to US will and continued to seed distrust.

The divergent aims of both countries increased power competition between Mexico and the United States. In the following decades, the Mexican government focused on an economic recovery that conflicted with US interests, such as continued efforts to expropriate US-claimed oil.¹³ Meanwhile, Germany attempted to exploit the coercive history of the United States on Mexico. In 1917, the United States intercepts a telegram from Germany, intended to gain Mexican support with the enticement of regaining land and power that was ceded during the Mexican-American War.¹⁴ Nearly a century of US-centric aims became a potential vulnerability with the new emergence of global competition.

After World War I, tensions resume pre-war escalation trends with two exacerbating variables: US oil investments in Mexico and the Great Depression. Immediately following WWI, formal agreements were drafted to protect US oil rights in Mexico, however, Mexican discontent would quickly resurface. Despite the proven coercive nature of the United States, shifts in Mexican administration again challenge US claims on Mexican oil. This threat of oil expropriation escalated as the United States shifts into the Great Depression of 1930. Mexicans fall within a wide category of immigrants into the United States creating a social movement of

¹¹ Library of Congress, “Álvaro Obregón’s Vision for Mexico,” accessed February 22, 2019, <https://www.loc.gov/exhibits/mexican-revolution-and-the-united-states/obregons-vision-for-mexico.html>.

¹² The Library of Congress, “From Woodrow Wilson’s Inauguration to the Invasion of Veracruz,” accessed February 22, 2019, <https://www.loc.gov/exhibits/mexican-revolution-and-the-united-states/wilson-to-veracruz.html>.

¹³ The Library of Congress, “Álvaro Obregón’s Vision for Mexico.”

¹⁴ US National Archive, “Zimmermann Telegram - Decoded Message,” Record Group 59, General Records of the Department of State, 1756–1979, Identifier Number 302022, National Archives and Records Administration, Washington, DC, 1917.

nativism, and the racial tensions from both the US government and its people.¹⁵ As the United States shifts into a new desperation of economic struggle, racial violence towards immigrants, including Mexicans, grew. Interwar periods become scarred by segregation, hate-crimes, and lynching. Reinforcing the action of its citizens, foreign policy responded in the same manner through the forcible deportation of Mexicans, and Mexican-Americans, to Mexico.¹⁶

This hostile trend continued until the turn of WWII when the effect of a common enemy aligns US and Mexican political aims, resulting in an unprecedented rate of security cooperation development. Provoked by German attacks on a Mexican oil taker, Mexico's declaration of war and alignment with the United States was not well received by the Mexican population. Despite the internal controversy, both US and Mexican political leaders established the necessary authorities for military cooperation. This environment accelerated military commitment with the execution of the first US-hosted international flight training for 236 Mexican pilots and crew.¹⁷ Due to its complex nature, today the DOS manages programs of this nature through regional experts who sustain the developed mutual commitment and trust with partner nations. The execution of such a committed nature in 1942, after a chronic controversial history, significantly highlights a historical turning point.

While Mexico's participation in US military schools is a noteworthy event, the most remarkable outcome was the interoperability outcome. Upon completion of training, the Mexican Expeditionary Air Force pilots were integrated into US military forces, conducting joint close air support to US military operations in the Philippines. In the homeland, the two military forces

¹⁵ "Between 1880 and 1920, about 260,000 immigrants arrived in the eastern and southeastern United States." Gerald A. Danzer, J. Jorge Lkor de Alva, Larry S. Krieger, Louis E. Wilson, and Nancy Woloch, *The Americans* (Skokie, IL: Rand McNally, 2007), 462.

¹⁶ Alan D. Bersin, Michael D. Huston, David A. Shirk, Sergio M. Alcocer, Geronimo Gutierrez, Carlos A. de la Parra, and Carlos Heredia, *The Anatomy of a Relationship: A Collection of Essays on the Evolution of U. S. -Mexico Cooperation on Border Management* (Washington, DC: Woodrow Wilson International Center for Scholars, 2016), 17.

¹⁷ Dana Calvo, "The Saga of the Aztec Eagles," *Los Angeles Times*, July 25, 2004, accessed February 22, 2019, <https://www.latimes.com/archives/la-xpm-2004-jul-25-tm-mexpilots30-story.html>.

expanded collaboration efforts toward a concerted North American defense. An international Mexican-US counterintelligence facilitated the sharing of sensitive information and US forces were allowed into Mexican territory.¹⁸

Within this timeframe, Mexico relaxes constitutional restrictions. Overflight agreements are made allowing US military airframes access to Mexican airspace and airfields. Most significant, US military troops are allowed within Mexico with iterations of bi-lateral training and exercises.¹⁹

These significant feats are explained by the realized need for political alignment. Mexican President, Avila Camacho, understood the internal dissatisfaction of the Mexican view of WWII as an irrelevant US war. Despite the lacking support, the intention was to capitalize on the newly found, decreased divergence by enacting historical congressional approvals to approve US military operations within Mexican territory. Likewise, in 1942 President Franklin Roosevelt enacted Executive Order 9080, The Joint Mexican-United States Defense, creating a commission of DOD representatives to “study problems relating to the common defense of the United States and Mexico, to consider broad plans for the defense of Mexico and adjacent areas of the United States, and to propose to the respective governments the cooperative measures which, in its opinion, should be adopted.”²⁰

President Roosevelt’s Bracero Program expanded relationship building during this timeframe, external to the military effort, supporting a migration movement that was widely accepted by the Mexican population. Following an interwar history of forcible Mexican repatriation, this program established mutual economic and domestic benefits. From 1942 to 1947, thousands of *braceros* entered the United States allowing Mexican citizens to temporarily

¹⁸ Dr. Biff Baker, “The United States and Mexico Enhanced Military Cooperation,” *The DISAM Journal* (July 2007): 26-35, accessed January 26, 2019, http://www.discs.dsca.mil/pubs/vol%2029_3/baker_biff.pdf.

¹⁹ Rafael H. Garza, “The US and Mexico: Trading Partners, Reluctant Military Allies” (Master’s Thesis, Naval Postgraduate School), 14.

²⁰ Franklin D. Roosevelt, Executive Order 9080, *Joint Mexican-US Defense Commission*, Federal Register, February 27, 1942, accessed March 15, 2019, <https://www.archives.gov/federal-register/codification/executive-order/09080.html>.

fill workforce shortage.²¹ Within Mexico, the program created an augmentation of factory production of US goods.

The national alignment and military interoperability experienced during WWII established great potential for relationship growth, but would unfortunately fall stagnant during the cold war period. While immediate potential would not be realized, remaining military programs would prove strategic value decades later. In 1946, political leaders agreed to annual meetings of senior military leaders that continue to date known as the Fifth Army InterAmerican Relations Program (FIARP).²² Since its inception, FIARP is a platform that increases cultural understanding and builds on personal relationships between international counterparts. From the Mexican perspective, it has become a program for developing key general officers for significant Mexican military positions. As such, FIARP is a valuable investment in developing personal relationships with, for example, future Chief of Staff candidates.

Although the remaining SC contacts were minimal, President Harry Truman politically confirmed this commitment. In 1947, President Truman participated in a Mexican ceremony in Mexico City, honoring cadets killed during the 1846-1848, Mexican-American War. Not only did this gesture acknowledge US coercive action in Mexico, it also marked the first visit of the US President to Mexico. Two small, yet significant outcomes that would help maintain the continuation of FIARP. “Over the last quarter of the 20th century and into the present, the [US] and Mexico developed a much more symbiotic relationship, which manifested most immediately and prominently along the border.”²³

²¹ Danzer et al., *The Americans*.

²² US Army North, “Fifth US Army Mexico Programs” (Powerpoint, Fort Sam Houston, TX, 2002).

²³ Alan D. Bersin, Michael D. Huston, David A. Shirk, Sergio M. Alcocer, Geronimo Gutierrez, Carlos A. de la Parra, and Carlos Heredia, *The Anatomy of a Relationship: A Collection of Essays on the Evolution of U. S.-Mexico Cooperation on Border Management* (Washington, DC: Woodrow Wilson International Center for Scholars, 2016), 18.

Though the Mexican government's stability markedly improved through the 1980s and 1990s, since its revolutionary norm, the government was not powerful enough to deter the widespread expansion of criminal organizations throughout the country. This, combined with an increased US market for illicit drugs, tied the two neighboring countries to the new strategic aim of countering the transnational drug trade. Within this growing criminal environment, the shared border became a focus of increased investment. Both countries implement a whole-of-government approach focused on cooperation for environmental and water conservation, law enforcement, and increased commerce. Within the whole-of-government approach, both armies increased the alignment of defense aims in support of these political aims.

The most notable example is the development of the annual Border Commanders' Conference (BCC) beginning in 1987.²⁴ As of 2019, this conference is the forum for strategic, bi-lateral assessments of progress and realignment of priorities for both armies. Centered around the issues of the US-Mexico border, this annual conference developed a concerted effort among operation and tactical units at the border. Increased communication, sharing information, and synchronized activities have facilitated increased relationship among regional counterparts across the border. Although, Mexico was not always receptive to a US-whole-of-government approach, today the program maintains regionally-aligned cross-border coordination with bi-lateral military, state governments, and local and federal law enforcement agencies. Beyond a border focus, political leadership significantly aligned aims for increased military cooperation.

The start of 2000 marks regained political desire for cooperation from both countries, and FIARP and BCC serve as key access points for enabling proper development of Army support to SC. From 2001 through 2017, total government foreign training and engagement expenditures

²⁴ US Army North, "Fifth US Army Mexico Programs."

increased from \$314k to \$24M.²⁵ Aligned with this growth are DOD engagements entailing MTTs, subject matter expert exchanges (SMEE), bi-lateral exercises, and conferences.

Both FIARP and BCC programs represent avenues for greater institutional depth that required increased attention and expertise to manage the relationship. Initially tasked to FORSCOM, both were transferred to Fifth Army in 1996 by the Chief of Staff of the Army delegating the Fifth Army Commander as “his ‘senior direct liaison’ to the Mexican Secretary of National Defense (SEDENA) and his staff.”²⁶ As this relationship grew, this task proved advantageous during the assignment of Mexico to NORTHCOM after September 11, 2001. The process of Mexican military and US military, external to Fifth Army, would entail four years of courtship. Even with the Mexican election of President Vicente Fox in 2000, breaking a 70-year one-party rule, and his support for cooperative growth the Mexican Army remained resistant to increased SC growth. A NORTHCOM-Fifth Army coordinated fact sheet notes the Fifth Army challenges during the facilitation of structural bonding between SEDENA and NORTHCOM.

Nonetheless, the Mexican Secretary of National Defense has made it clear that he will not deal with NORTHCOM for a variety of reasons. Because of BCC, FIARP and routine visits by the [Fifth Army Commanding General] to Mexico, the Fifth US Army is uniquely postured to help DOD/NORTHCOM improve relations with Mexico.²⁷

The facilitated relationship between Mexico and NORTHCOM is growing and gestures of commitment increase. In 2005, Mexico deployed a humanitarian assistance mission to the United States during the recovery efforts of Hurricane Katrina. In 2007, the Mexican Navy established a Liaison Officer (LNO) at NORTHCOM. In 2009, the Mexican Army and Air Force established a LNO at NORTHCOM, and another at ARNORTH in 2011.²⁸ Exercises are geared

²⁵ US Department of State, “Foreign Military Training and DOD Engagement Activities of Interest,” accessed March 14, 2019, <https://www.state.gov/t/pm/rls/rpt/fmtrpt/>.

²⁶ US Army North, “Fact Sheet.”

²⁷ Ibid.

²⁸ US Army North, “Theater Security Cooperation” (Information Paper, Fort Sam Houston, TX).

toward interoperability in consequence management scenarios as well as small unit training on both sides of the border.

Theory

John Kotter's theories regarding power and influence provide a framework in which this historical pattern is analyzed. First, three levels define the historical development of this relationship defined as cooperative, interpersonal, and interoperable. All three are required to build trust and the ultimate goal of a sustainable, committed relationship of mutual aims. In this case, the historical pattern suggests the minimal cooperative and interpersonal relationships of the Fifth Army and its Mexican Army counterparts was sufficient to influence Mexico towards mutually agreed to strategic aims. Relationships before WWII are explained by Kotter's theory of high diversity and imbalanced power (Mexican dependence and US independence). Kotter defines high diversity as an environment of divergent cultures, values, stakes, aims, and assumptions. For clarity, this monograph refers to this phenomenon as divergence. The more these variables are misaligned, the greater the divergence and increased complexity of relationships.

Further, balancing power through interdependence creates an environment able to foster trust and long-term commitment. The century of divergence and Mexican state of dependence resulted in widespread distrust of the United States within Mexico's government and people. Within the temporal scope of this study, Mexico ranges from dependence (minimal power) to independent (competing power), to the current state of increasing interdependence (shared power). Lastly, Kotter's theories are superimposed on a model developed by Rodriguez and Wilson as a model to visualize the effect of the three relationship categories on trust and commitment.

As stated in the manual for Army support to SC, “establishing a good relationship begins with a sharing of interests and ideas.”²⁹ Diversity requires cultural awareness in an effort to appreciate biases and basic assumptions when dealing with partner nations. Kotter explains the complexity of biases and assumptions that manifest in the form of resistance based on varying stakes, limited abilities, varying priorities alignment, and others.³⁰ These variables become increasingly concerning in an environment of threatening or competing agendas. The interception of the 1917 Zimmerman telegraph provides an example of such concern following a period of Mexico’s vulnerability, dependence, and distrust. In this situation, the lack of trust and high divergence set conditions for a higher probability of German influence on Mexico.

At the surface, the military interoperability during WWII, appears as a promising turning point toward a sustainable relationship through decreased divergence and increased interdependence. The series of events notes Mexican pilots training in US flight programs, with US counterparts, executing close air support for US military operating in the Philippines.³¹ President Roosevelt’s Bracero Program not only induces cultural immersion, but also increases Mexican economic ties and power within the international relationship. However, the political relationship quickly reverts to its former state following WWII.

Why was this promising model for a committed relationship relatively short-lived? The answer lies in the residual distrust from prior decades. Lingering distrust can be explained by international relations (IR) theory concerning models of social control.³² This theory explains three methods of IR social control:

²⁹ US Army, *FM 3-22*, 1-18.

³⁰ John P. Kotter, *Power and Influence* (New York: Free Press, 1985), 64.

³¹ Calvo, “The Saga of the Aztec Eagles.”

³² Ian Hurd, “Legitimacy and Authority in International Politics,” *International Organization* 53, no. 2 (Spring 1999): 379-408, accessed September 26, 2018, <https://www.jstor.org/stable/2601393>.

1. Coercion – when power is asymmetric, the weaker agent's behavior is changed through fear. Example: US military occupation of Vera Cruz in 1913 to protect economic investments in Mexico.
2. Self-interest – where benefits or gains are used as leverage for influence, but the agreement is superficial and difficult to sustain. Example: Leverage of increased US commerce investments in Mexico's modernization period in the first half of the 1900s.
3. Legitimacy – influence is obtained through the construction of social norms, values and beliefs. This requires time that is initially expensive, but more sustainable.

Example: US-Mexico relations during the last half of the 20th century.³³

The historical relationship from the Mexican-American War to WWII can be described as a mix of coercive and self-interest methods of control. As the cooperative environment of WWII presents promise, it lacked follow-through over time. Likewise, Mexico's improved stability allowed for increased economic power while reverting to self-interest models to maintain favorable conditions without significant commitment. Social programs, such as the Bracero effort, could also be defined as control via self-interest, lacking connections of social norms or values. In contrast, Fifth Army's InterAmerican Relations Program and the Border Commander's Conference fostered trust through longstanding cooperative and interpersonal relationships based on an underlying belief system of values and goals.

When political legitimacy is established, and military aims are aligned, Kotter's definitions of relationships become useful descriptives: cooperative, interpersonal, and interoperable. Fortunately, these definitions are compatible with a Rodriguez and Wilson study in which similar terms are tested in an environment of US-Mexico business alliances: structural bonding, social bonding, and trust. Aligning Kotter and Rodriguez-Wilson concepts, cooperative relationships are akin to structural bonding, interpersonal relationships to social bonding, and

³³ Hurd, "Legitimacy and Authority in International Politics," 380.

interoperable to trust. The resulting conceptual model of this study is useful in application here to visualize similar “relationship bonding in international strategic alliances [between] USA-Mexico” armies.³⁴

The Rodriguez and Wilson conceptual model explains the interplay of structural and social bonding processes to develop trust, and all three represent the level of an organization’s commitment.

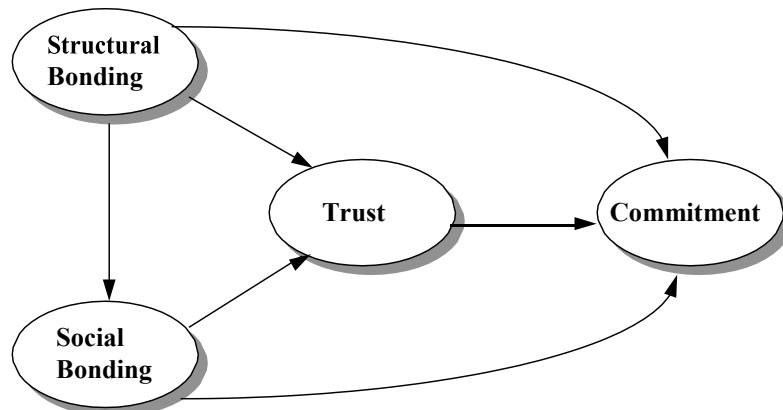


Figure 2. Relationship Bonding Model in International Strategic Alliances USA-Mexico. Carlos M., Rodriguez and David T. Wilson, “Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico: A Latent Variable Structural Modeling Approach” (Report, Institute for the Study of Business Markets, University Park, PA, 1999), 41.

In figure 2, Rodriguez and Wilson describe social bonding as “necessary, but not sufficient for the maintenance and continuation of the relationship.”³⁵ This structural bonding defines the nature of a cooperative relationship as the initial steps toward commitment, but lacking depth. In their study, Rodriquez and Wilson find that depth manifests based on the degree to which each variable is applied. “The greater the level of structural bonding, the greater will be the level of social bonding.”³⁶ This pattern continues as the “greater the level of social bonding,

³⁴ Rodriguez and Wilson, “Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico,” 41.

³⁵ Ibid., 7.

³⁶ Ibid., 8.

the greater the level of trust.”³⁷ The final explanation of their study, as it applies to these findings, is the direct influence of structural and social bonding to commitment. Thus, a committed relationship is a function of all three categories.

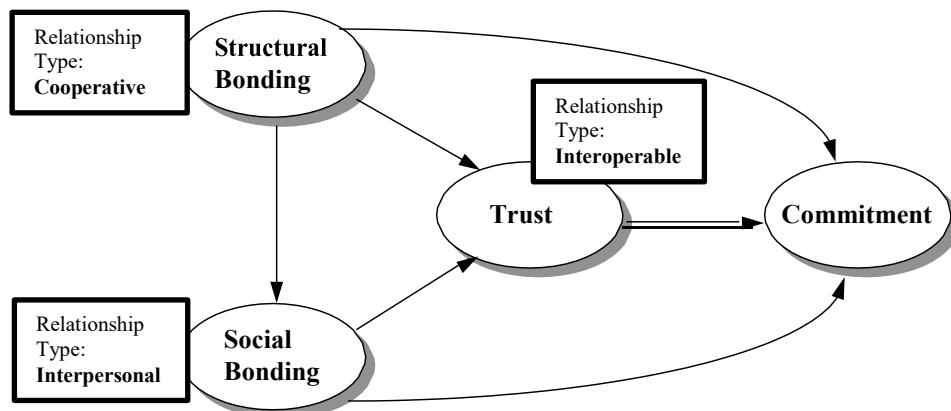


Figure 3. Assessment Model for Foreign Military Relationships

The conceptual and definitive framework of this model allows for the application of defining the quality of foreign military relationships. Figure 3 applies this model with Kotter’s similar terms. Cooperative relationships require credibility, established over time, with a presence that builds trust; much like FIARP and BCC. In these instances, the level of cooperation was contained within Fifth Army for decades resulting in a low level of commitment, relative to the US government as a whole (figure 4). However, from the perspective of the Fifth Army Figure 4 would display established trust, gained through continual presence and decreased divergence that naturally results from the growth of interpersonal relationships. This result was evident in historical examples such as the decades of senior leader engagements (SLE) between the Mexican Secretary of National Defense and the Commanding General of Fifth Army.³⁸ Both cooperative and interpersonal relationships increase interoperability, with inherent trust. In the business of

³⁷ Rodriguez and Wilson, “Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico,” 10.

³⁸ Kotter, *Power and Influence*.

exercising multi-national interoperability, all parties are committed to a significant investment of time and resources. Within the US-Mexican military relationship, cooperative, interpersonal, and interoperable relationships are present throughout the latter half of the 20th century and sharply increase into the 21st century.

The Army's field manual regarding military support to SC states that interpersonal relationships are critical when conducting SC missions.³⁹ Up to the end of the 20th century, SC can be described as minimal in structural bonding through institutional relationships. Interpersonal relationships are gained from familiarity, friendship, and personal confidence (social bonding) and are inherent within structural bonding. While social bonding increased, figure 4 shows that limited contact only supported Mexican Army social bonding with the US Fifth Army, and was not widespread throughout DOD.⁴⁰ The result is a relationship gap lacking depth beyond single organizations like the Fifth Army, resulting in higher risk for loss of commitment in the long-term. This gap was evident by three significant characteristics of Mexican foreign policy: "minimal participation in military alliances, minimal to no participation in external military operations, and no foreign troops on national territory."⁴¹

³⁹ US Army, *FM 3-22*.

⁴⁰ Rodriguez and Wilson, "Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico," 6.

⁴¹ 1917 *Constitution of Mexico* (Washington, DC: Pan American Union, General Secretariat, Organization of American States, 1968), accessed October 30, 2018, https://www.oas.org/juridico/mla/en/mex/en_mex-int-text-const.pdf.

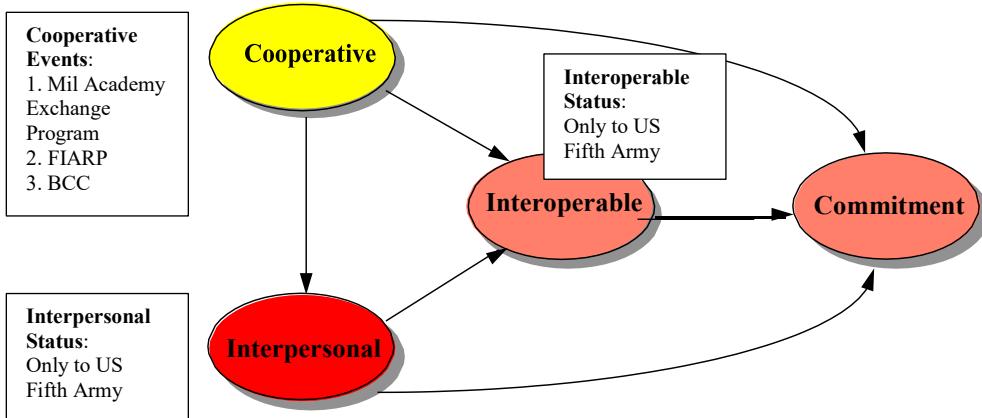


Figure 4. 20th Century to 2004: US and Mexican Army-to-Army Status. US Army North, “Fact Sheet” (Fort Sam Houston, TX, September 22, 2002), modified by author.

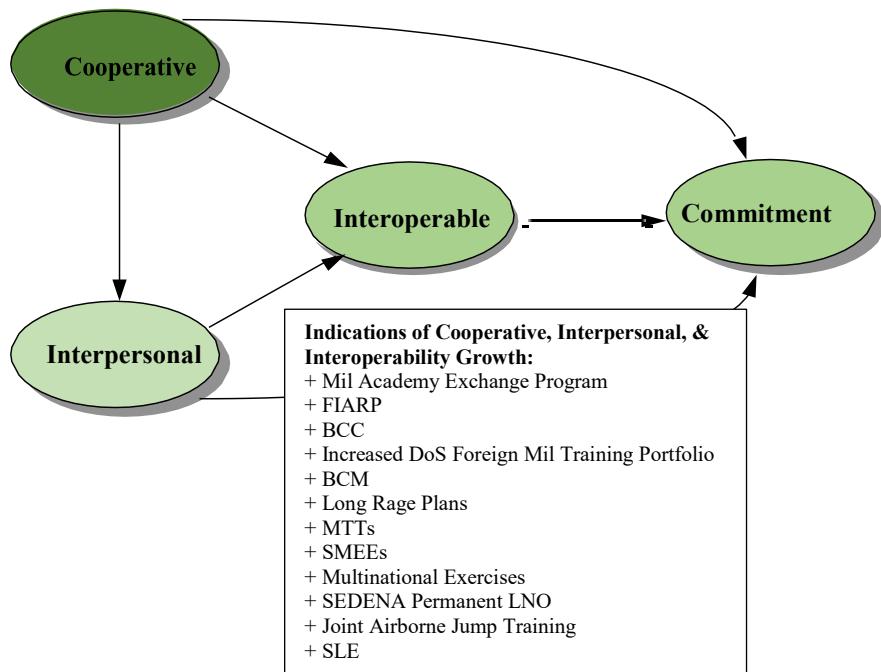


Figure 5. 2004 to 2019: US and Mexican Army-to-Army Status. US Army North, “Theater Security Cooperation” (Information Paper, Fort Sam Houston, TX, n.d.), modified by author.

The Mexican Secretary of National Defense refusal to work with NORTHCOM leadership after 2001 is further evidence of this gap.⁴² Trust established over the previous decades positioned the Commander and staff of the Fifth Army to facilitate relationship building with NORTHCOM and its components' leaders. Tasked with this initial cooperative bonding effort, ARNORTH (FIFTH Army), approached this solution through activities that would naturally include external agencies. Civil-Military emergency planning and exercises brought US and Mexican armies and civilian agencies together to increase unity of action. Military Personnel Exchange Programs created official positions within mutual military organizations. Finally, all action was planned and executed in close coordination with the DOS, Mexican Office of Defense Coordination. Figure 5 lists a few of the additional significant whole-of-government engagements including Customs and Border Patrol, and additional NORTHCOM components. This indicates the increased trust beyond that of the Fifth Army.

Within the military, examples of interoperability include company-sized units conducting side-by-side training, reciprocal airborne jumps hosted by both countries, and multi-national interagency participation in natural disaster response exercises. The resource intensive measures both militaries endure to ensure their ability to perform unity of action are significant indicators to assess commitment. As this cooperative relationship advances into the 21st century, increasing interdependence means greater complexity, thus the vital need to manage and assess progress through interpersonal relationships.

Kotter describes the complexity of human systems as a multitude of interrelationships.⁴³ The strategic growth of the US and Mexican militaries, shown in Figure 5, implies an increased complexity in managing the developed cooperation. The task as senior direct liaison to the Mexican Secretary of National Defense (Army and Air Force) was delegated to Fifth Army

⁴² US Army North, "Fact Sheet."

⁴³ Kotter, *Power and Influence*, 42.

Commander in 1996 as the Chief of Staff of the Army representative.⁴⁴ As of 2019, this delegated authority continues to directly influence the Mexican Army. Competent leadership and interpersonal skills are required to continue toward alignment of military aims.⁴⁵

The US Army addresses this management requirement through doctrinal guidance and professional education. Army support to SC doctrine recognizes the importance of formal and information leadership when building and maintaining interpersonal relationships. Understanding that “Soldiers can’t order a specific action,” doctrine stresses the importance of influence, confidence, and trust built through interpersonal communication.⁴⁶ This communication is most impactful with an understanding of culture and interpersonal skills. The US Army addresses this need with the employment of Army Civilian SC Specialists and uniformed Foreign Area Officers, trained to perform these tasks. Inherent in this training, and with experience gained over time, these personnel have the best ability to interpret the nuances of a relationship. Unfortunately, the Army does not have a standardized method to gather and share that information to the SC community.

The importance of such assessments provides early detection of otherwise less obvious commitment trends. The interpersonal skills of the SC Specialists, Foreign Area Officers, and their senior leaders provide valuable insight for detection of negative trends in structural bonding, social bonding, and trust. For example, resistance during bi-lateral contacts can provide an early indication of increasing differences in defining success, perspectives on solutions, or future goals. This situation was identified during the initial attempt to introduce NORTHCOM into the developed relationship of the Mexican Army and ARNORTH. Understanding this information may have better managed this introduction and shortened the years of facilitated courtship. The current increase in communication from the action officer up to senior leaders provides for ample

⁴⁴ US Army North, “Fact Sheet.”

⁴⁵ Kotter, *Power and Influence*, 42, 55.

⁴⁶ US Army, *FM 3-22*, 5-6, 6-1.

opportunities to counter potential undesired trends. Trusting relationships with good communication can overcome most forms of resistance. Properly reflected assessments throughout the fiscal year can more accurately refine priority considerations in future budgets and plans.⁴⁷ This relationship is managed by these SC-trained personnel, but indicators are not measured specifically to note resistance in the relationship trends.

Peter Senge's systems thinking concepts are applicable in direct relationship assessment considering: (1) Cause and effect are not closely related in time and space and (2) Today's problems come from yesterday's solutions.⁴⁸ While it may be obvious following WWII, it may not be obvious in the relationship as it stands today. Mexico has demonstrated many reservations during interpersonal military-to-military contacts, but these may be inaccurately attributed to recent events. From the Mexican view, the sizable land ceded to the United States is a historical event that still resonates with the Mexican population. This systems-effect also displays positive aims where "small changes . . . produce big results."⁴⁹ The strategic impact of small SC engagements like FIARP and BCC, created after WWII, provided the necessary interdependent and limited divergence environment necessary to facilitate increased Mexican commitment. The combination of history and theory to interpret trends mitigates the potential of misattributing tensions in the current political environment.

The relationship of the United States and Mexico during the 1800s begins with significant political instability in Mexico. The imbalance is exacerbated by rising power disparity. The US power growth quickly exceeds that of Mexico in such a manner that discourages any potential desire to degrade the US position for interdependence with Mexico. Ceding such power to a country of such chronic internal stability would be a liability and undesirable. There was no

⁴⁷ Kotter, *Power and Influence*, 42.

⁴⁸ Peter M. Senge, *The Fifth Discipline: The Art and Practice of the Learning Organization*, rev. (New York: Doubleday/Currency, 2006), 57.

⁴⁹ Ibid.

benefit to investing in relationships when coercion is seemingly less costly. Through increased investments in the Mexican economy, political ties naturally follow to protect these interests.

Initially protected through coercion, as in the Vera Cruz invasion in 1913, the relationship transitioned gradually to interdependence in the years approaching WWII.

World War II was the first exposure to an interoperable relationship, evident with side-by-side training and, ultimately, a unified effort in the Philippines. However, political attention beyond WWII fell short in addressing the remaining distrust by failing to apply a total government approach. Fortunately, the little effort applied allowed certain military organizations to continue building ties that counter Mexican distrust over the following decades. Programs such as FIARP, BCC, and the military academy exchange resulted in a decrease of divergence at the unit level that created positive interpersonal relationship development in trust and commitment. As the US returns its attention to realigning political aims with Mexico, the specific military organizations are postured to facilitate this total government shift toward cooperative, interpersonal, and interoperable relationships.

Conclusion

The connection from partner relationships to collective defense implies a need to monitor relationship trends. The complexity of the two countries is defined by the patterns of their historical past and all the events that led to the current relationship. This complexity, while still significant, is more accurately framed when the scope of interaction is decreased down to the service organization level (e.g., US Army to Mexican Army). At this level, data is manageable in such a manner that, if institutionalized, better informs the larger whole-of-government status.

To monitor at the Army service level requires a level of expertise that understands the environment to recognize relevant indicators and accurately record those results over time. Using Kotter's relationship categories (cooperative, interpersonal, and interoperable) assists those experts in formalizing a common approach that tracks relationship trends. In turn, this better

informs commanders in determinations on SC program's effectiveness, funding requirements, prioritization considerations, and talking points during senior leader engagements.

Research Questions

The historical patterns of policy and military strategy between the United States and Mexico was expected to be directly proportional where increased alignment of political aims would lead to increased military alignment. While this pattern was evident in the situation of increased political alignment, it was not completely true with decreased political alignment. The shift in political focus after WWII should have led to a decrease in military engagements, but SC efforts continued. This does not suggest that SC can function after national authorities are removed, but that SC relationships can continue to develop within a certain degree of political tensions between two countries. This finding not only supports the need to directly assess relationships, but that this task is especially important during times of political turmoil.

These results support the central themes of the role of relationships in today's SC environment. The continuously echoed term *relationships*, emphasized in strategic guidance and doctrine, is appropriate. However, it lacks an explanation of relationship components. Understanding relationship categories, through an accepted lexicon that accurately defines the applied measurements tools, better informs leadership in effective planning, preparation, and execution of SC programs.

The initial expectations of this study that the required situations for building sustainable relationships are presence and time were incorrect. While time and presence are necessary, the most impactful outcome is a robust SC program. The United States continued to invest time and presence through programs such as FIARP and BCC but was limited to the Fifth Army. While this provided strategic contact with Mexican military, ARNORTH is limited to the expertise of a land component. The result was a relationship that was insufficient to provide a whole-of-government impact. A robust SC program, focused on unity of effort, leads to decreased

divergence and supports political interdependence for a sustainable relationship. However, even robust programs have the potential for negative results without proper assessments.

The results of this study conclude that the combination and supplemental effect of cooperative, interpersonal, and interoperable relationships accurately define the connection of the Mexican military and the US Army. Subject to further scrutiny and application testing, this study suggests this as a relationship model for potential application to other SC program assessments.

The Army-to-Army SC assessments exceeds the scope of this study. The DOS provides annual foreign training and military engagement reports, but this data suggests measures of effectiveness are provided by the annual funding levels and the number of military engagements. There is no indication that relationships are directly assessed.

Further Research

The results of this study and direction provided by strategic guidance and doctrine suggest the need to directly monitor the effectiveness of SC programs' relationship building. The recommendation here emphasizes a focus on categorical assessments of the degree to which variables link both militaries in an economic, strategic, and organizational sense (cooperative relationship). While this study can provide a model for broad SC use, it is recognized that variables that affect a committed relationship are specific to the context of the country in question. Therefore, three recommended research opportunities are suggested to further differentiate between broad application and the nuances specific to US-Mexico militaries. Those three recommendations are: (1) increased research around timeframes of political alignment indicators, (2) similar studies to follow the timeline of different US-ally relationships, and (3) similar studies following the timeline of US-adversary relationships.

Considering the expansive timeframe of this study, 1810 to 2019, there may be data to support or contradict these findings that this study left unevaluated. This is especially true for military source documents. With the military draw down over the past years, historian personnel,

and their tasks within the ARNORTH command, have been lost to attention of greater priorities. The result is a notable challenge in attempting a search for historical archives. It is anticipated that additional data is available, but requires additional time to obtain. The uncovering of these data can further add to the relationship-defining outcome.

Additionally, similar studies have great potential to validate the relationship categories suggested by this research. The Kotter terminology and relationship bonding models are not specifically designed for the government or military relationships. Both theorize relationships for business considerations and could potentially lack the nuances of government application. Further, additional studies can validate the applicability of these findings beyond the nuances of the US-Mexico relationship. Thus, it is suggested that studies be replicated with allies (e.g., Canada) and current adversaries (e.g., Russia).

Recommendation

Recognizing potential gaps pending further research, the author recommends the identification of various regions to conduct test cases for evaluation prior to full implementation. It is strongly recommended for a test assessment within the land component command of the North American area of responsibility: Mexico, Canada, and The Bahamas. All tests require planning, execution, and evaluation of the regional expertise within each region. Additionally, because trends may be difficult to discern within the moment of a transition, multiple datum points are required for those regional experts to draw a conclusion.

Once regional test assessments have been identified, it is recommended that assessments are conducted at each hierarchical point of contact. For instance, input directly from general officers after conducting counterpart discussions (i.e. senior leader engagements, periodic phone calls) can provide valuable expertise for measurement. Likewise, the junior field /company grade desk officer (or their civilian equivalent) has valuable interpersonal relationships and a specific

point of view for assessment consideration. Thus, the recommendation is assessment input directly from the source, at all levels of contact.

Finally, the recommended assessment format is one that assesses each category that collectively quantify a committed relationship. A cooperative relationship considers the number of SC engagements conducted within a defined timeframe and three sub-factors: (1) the quality of engagement (i.e. large scale interoperability activities weigh more than small-group subject matter exchanges); (2) the quantity of exchange points where the greater the person-to-person ratio between US and Mexican military, the greater the weight; and (3) the number of events based on the hierarchy of the engagements where senior-to-senior officer touch-points weigh heavier than that of the junior officers. Further, interpersonal relationships rely on the feedback from regional experts. This assessment should capture the expert's assessment on a spectrum of positive or negative. Here a 1 to 10 scale can quantify their assessment on resistance to cooperation, desire to continue long-term plans, perceived attitude of the foreign counterpart during the discussion. Lastly, considering the resource intensive implications of interoperability, these measurements can indicate the prioritization of consistently competing requirements.

Within the sub-categories of each assessment variable, regional experts may find questions require adjustment for application within nuances of that SC program. Additionally, initially planned sub-factors may require changes as the relationship develops or to better refine the variable in question. Regardless, it is recommended that these relationship categories are combined with the assessment already being conducted in GTSCMIS (or current mode of assessment). Because this study identified specific connections between the United States and Mexico, the strength of the thesis weakens as it is applied outside of that purview. Thus, this suggestion for GTSCMIS application is caveated with an emphasis for the recommended testing efforts.

Should the methods of the suggested model fail, this recommendation concludes with an emphasis that time and attention in this effort continue in the search to find a total security

cooperation solution. The current “central challenge to U.S. prosperity and security is the reemergence of long-term, strategic competition by what the National Security Strategy classifies as revisionist powers.”⁵⁰ Indications suggest these competitors will continue to challenge the current international relationships of the United States and its allies and partners. Therefore, direct monitoring of our current relationships is a vital indicator of the impact of these revisionist powers.

⁵⁰ US Department of Defense, *Summary of the National Defense Strategy of The United States of America: Sharpening the American Military’s Competitive Edge*, 2.

Appendix

Activity: A function, mission, action, or collection of actions.⁵¹

Assessment: The determination of progress toward accomplishing a task, creating an effect, or achieving an objective.⁵²

Commitment: A function of cooperative, interpersonal, and interoperable relationships.

Cooperative relationship or Structural bonding: The degree to which certain ties link two parties in an economic, strategic, and organizational sense.⁵³

Dependence: where one party has considerable power (dominance) over another, but not vice versa.⁵⁴

Divergence: Differences among people with respect to goals, values, stakes, assumptions, and perception.⁵⁵

Independence: Parties have no power over each other.⁵⁶

Interdependence: A state in which two or more parties have power over each other because they are, to some degree, dependent on each other.⁵⁷

Interoperability: Army SC activities that develop the ability of partner countries to operate with US and allied military forces across the warfighting functions (movement and maneuver, intelligence, fires, sustainment, mission command, and protection).⁵⁸

⁵¹ US Army, *FM 3-22*, Glossary-2.

⁵² Ibid.

⁵³ Rodriguez and Wilson, “Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico,” 15.

⁵⁴ Kotter, *Power and Influence*, 18.

⁵⁵ John Kotter’s term “diversity” is defined as differences among people with respect to goals, values, stakes, assumptions, and perception. For simplicity, this term is replaced to avoid additional explanation and potential confusion with the common English understanding. Kotter, *Power and Influence*, 17.

⁵⁶ Kotter, *Power and Influence*, 17.

⁵⁷ Ibid.

⁵⁸ US Army, *FM 3-22*, 1-22.

Interoperable Relationship: Those that build on the established trust and willingness of two organizations to work side-by-side.

Interpersonal Relationship or Social Bonding: The degree to which certain ties link and hold two parties closely together in a personal sense.⁵⁹

Military Engagement: Routine interaction between individuals or elements of the Armed Forces of the United States and those of another nation's armed forces, or foreign and domestic civilian authorities or agencies to build trust and confidence, share information, coordinate mutual activities, and maintain influence.⁶⁰

Relationships: A combination of cooperative, interpersonal, and interoperable categories that builds trust and leads to long-term commitment.

Security Cooperation (SC): All DOD interactions with foreign defense establishments to build defense relationships that promote specific US security interest, develop allied and friendly military capabilities for self-defense and multinational operations, and provide US forces with peacetime and contingency access to a host nation.⁶¹

Trust: Relationship mechanism that facilitates cooperation, coordination, and generates relationship commitment.⁶²

⁵⁹ Rodriguez and Wilson, "Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico," 15.

⁶⁰ US Army, *FM 3-22*, Glossary-2.

⁶¹ Ibid., Glossary-3.

⁶² Rodriguez and Wilson, "Relationship Bonding and Trust as Foundation for Commitment in International Strategic Alliances, USA-Mexico," 8.

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