

Testimony for HASC O&I Subcommittee Hearing

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Chairman Snyder, Ranking Member Akin, members of the Subcommittee, thank you for the opportunity to address the ways in which the State Department contributes to our collective efforts to improve interagency planning and coordination. I understand that my colleague Ambassador Herbst has already briefed you on the work of the Coordinator for Reconstruction and Stabilization Operations and its intersection with the U.S. military. Today, I would like to brief you on the activities of the Bureau for Political-Military Affairs at State in supporting and promoting State-DoD collaboration.

The Political-Military Bureau serves as the principal institutional link between our Departments, and in that capacity manages issues from State-DoD policy coordination and personnel exchanges to licensing U.S. defense trade and formulating and execute over five billion dollars annually in U.S. foreign military assistance, including the five-year Global Peace Operations Initiative to expand the worldwide capacity and availability of peacekeepers.

In addition, my bureau is State's institutional lead on a range of innovative political-military policy and planning initiatives germane to the interests of this committee. I will briefly address the most important of these, which are the Building Partner Capacity programs; our political-military planning work; expansion of the POLAD program and POLAD

Reserve Corps; the Interagency Counterinsurgency Initiative; our recent work on Security Sector Reform.; and our support to DoD as they stand up the new U.S. Africa Command.

Authored by Defense, the new Building Global Partnership legislation has become a shared strategic priority of both Defense and State. It consists of various legislative proposals to expand existing authorities and create new tools for addressing rapidly evolving security challenges. Of particular note is our close and successful collaboration on the formulation of “1206” programs, referring to the section of the NDAA that authorized the expenditure of DoD funds on emergent foreign train and equip programs for which State’s resources were neither sufficiently agile nor robust. We jointly executed nine projects totaling over \$100 million in 16 countries in FY 2006 and forty-one projects totaling nearly \$280 million in 25 countries in FY 2007. We will continue our joint efforts with the Defense Department during FY 2008, for which Defense received an appropriation for 1206 of \$300M, and will work with both Defense and Congress to seek renewal of this important interagency effort for FY 2009 and beyond.

In an unprecedented decision by the Secretary of Defense, based largely on our successful collaboration on the 2006 Quadrennial Defense Review, OSD invited State PM beginning in late 2006 to coordinate State involvement in developing selected Defense strategic guidance and contingency planning documents. This decision has provided a welcome opportunity to involve regional and functional experts throughout the State Department in helping DoD to establish the diplomatic context for their military plans and assuring that those plans are consonant with U.S. foreign

policy. This valuable initiative is additive to NSPD-44 implementation mechanisms and fills an important gap, since many Defense plans are not directly focused on stabilization and reconstruction activities. As we carry on this collaboration, we not only continue to confirm its value, but have reinforced the importance of involving interagency partners in the earliest stages of planning to establish a common understanding of the problems and of the USG interests at stake. Only then can we ensure that our military and diplomatic efforts are applied coherently toward a set of commonly held objectives. In light of this, we consider it important to establish replicable processes through which collaboration on military planning can become an accepted routine, and we are jointly exploring mechanisms to deepen and expand our ongoing collaboration.

A related set of planning activities involved the formulation of DoD's Defense Planning Scenarios, a series of complex, holistic, and realistic future crisis scenarios against which military force structure and capabilities can be tested and evaluated. For the first time in institutional memory, OSD invited State to participate in the development of these scenarios beginning in late 2006. State's involvement helps to ensure that the scenarios are both credible and reflective of U.S. foreign policy considerations. Led on the State side by PM, and incorporating regional and functional experts from across the Department, including S/CRS, this effort has been remarkably fruitful in helping to build relationships and mutual understanding between our two departments.

For many years, State has provided senior foreign policy advisors to our nation's most senior military commanders. Called POLADs, these

advisors provide highly regarded expertise and advice on the complex dynamics of foreign policy and international relations in military theaters of operation. In response to demand from DoD, and recognizing the value of POLADs to our national security posture, the Secretary has submitted a request to Congress for an unprecedented expansion of this program. Over the last three years we have already doubled the number of POLADS, and hope to expand the program by a factor of four over the next three years, in order to encourage professional exchanges among our younger diplomats and military officers in operational and tactical venues to complement our growing relationships at the strategic level. We have also instituted a program to provide surge support – the POLAD Reserve Corps – to deploy foreign policy experts on short notice and for limited periods to meet the emergent needs of military commanders in humanitarian or other crises. This capability again, is complementary and additive to the new Civilian Stabilization Initiative pursuant to implementation of NSPD-44.

I invite your attention to the new State-led Interagency Counterinsurgency Initiative, or ICI. We face today, and are likely to face for the foreseeable future, insurgencies that threaten our security and that of our friends and allies. If insurgency is a violent competition to govern, then the war on terror can be viewed in part as a global counterinsurgency campaign, as we seek to help strengthen responsible and effective governance and control over sovereign national territory that will prevent sanctuary for terrorists and their supporters. Counterinsurgency is an inherently interagency undertaking, and the purpose of the ICI is to improve the ability and capacity of the civilian organs of the U.S. Government to plan, conduct, and support partners in conducting both preventative and

reactive counterinsurgency campaigns. To date, PM and our institutional partners have produced the first interagency COIN framework document to be issued by the U.S. G. since 1962; inspired NATO to begin development of NATO COIN doctrine; are helping OSD to create the new Consortium for Complex Operations; and are working closely with OSD and the Joint Staff to ensure that military COIN doctrine both reflects and supports interagency efforts in insurgency-related stabilization efforts. Again, this effort incorporates a whole-of-government approach that is complementary and supportive of S/CRS, which has been a material supporter of the ICI.

PM is engaged in close collaboration with DoD, USAID and other interagency counterparts, as well as with other bureaus within the State Department, to advance a holistic U.S. Government approach to security sector reform policy and programs. One of the strategic priorities identified in the joint State Department/USAID Strategic Plan for Fiscal Years 2007-2012 is our commitment to “develop and maintain effective security relationships with other countries and international organizations.” This includes a focus on security sector reform, which can “enhance ... governments’ ability to deliver adequate security and responsive, transparent, and accountable government through the rule of law.” By integrating our numerous defense, development and diplomatic tools and resources, we seek to ensure that our support to partners reflects the inherently interdependent nature of the different elements of the security sector – including but not limited to armed and public security forces (such as military and police forces), civil management and oversight bodies (such as the justice system), and civil society. Each of these actors must be capable in its own right -- and capable of working together effectively -- if

the challenges of today's security environment are to be met. We value the expertise resident across the U.S. government -- including the Congress -- that can be applied in support of security sector reform and will continue to strengthen these working relationships.

Finally, we are working in close concert with the State Department's Bureau of African Affairs and the relevant functional bureaus to advise and assist DoD as they create the first new regional combatant command in many years -- the U.S. Africa Command. This important strategic development will support and enable our diplomatic engagement on the continent of Africa to the mutual benefit of Africans and Americans. AFRICOM represents an unprecedented effort to coordinate interagency activities in the political, military, and developmental spheres to promote peace, prosperity, and freedom in and between African nations, and we are working very hard with DoD to set the conditions for the command's success.

In summary, State PM is engaged on many levels and to considerable effect in helping to improve interagency planning and operations. I hope and believe that these efforts will improve our institutional ability to shape both the context for deployment and capabilities of interagency teams of the future. I welcome the committee's interest and questions.

