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**Principal Deputy Assistant Secretary Camp's Written Testimony for
the Senate Subcommittee on Federal Financial Management, Government
Information, Federal Services, and International Security
June 12, 2008**

Mr. Chairman and members of the Subcommittee, thank you for inviting me here today to discuss U.S. strategy with regard to Pakistan. On the front lines in the battle against terrorism, and the world's second most populous Muslim state, Pakistan is also situated at a geopolitical crossroads. Its neighbors are Afghanistan, India, Iran, and China. More than ever, our national security is linked to the success, security, and stability of a democratic Pakistan.

We must build a long-term, comprehensive partnership, not only with the Pakistani Government but with the Pakistani people. Pakistan's February 18 elections provided a new opportunity for us to build upon. We recognize that enabling the Pakistani Government to control its territory and to govern its people justly and humanely will lead to a more stable and secure future for Pakistan, and strengthen Pakistan as a partner to the United States and the rest of the international community. Working with the new government, our strategic priorities include strengthening Pakistan's democratic, civilian institutions; broadening counterterrorism cooperation, particularly in the border region; and ensuring the security of Pakistan's nuclear weapons. Support for economic and social development is an essential element to achieving each of these strategic objectives.

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Democracy

Ensuring the long-term success of Pakistan's democratic transition is a core priority in our partnership. We called for free, fair and transparent elections and worked closely with Pakistan to ensure this. On February 18, the Pakistani people cast their votes for moderate leaders, repudiating extremist voices, and demonstrating that a moderate, democratic center prevails as the country's dominant political force. Notably, in the Northwest Frontier Province, the moderate Awami National Party emerged victorious over Islamist political parties.

In March, the two most successful parties in Pakistan's February 18 parliamentary elections, the Pakistan People's Party and the Pakistan Muslim League-Nawaz, formed a coalition government. We are engaging with the new government to strengthen and build a broad-based, long-term relationship between our two countries. President Bush met with Prime Minister Gilani in Sharm-el Sheikh, Egypt on May 18. Pakistan faces tough economic, governance, and security challenges on a daily basis. We engage regularly with Pakistan's leaders about developing solutions to those real and pressing problems.

Moving forward, one critical objective is to help Pakistan develop strong civilian institutions, to encourage a separate and stable relationship between its civilian and military establishments. The military has made several visible efforts in this regard. For example, they recalled all military personnel working in civilian

government positions. In April, Army Chief Kayani formally briefed Prime Minister Gilani and the cabinet on security developments in the Federally Administered Tribal Areas, demonstrating the military's commitment to the civilian government's leadership role.

Counterterrorism

We continue to cooperate closely with Pakistan's government and military to combat violent extremism. We believe a moderate government with a democratic mandate is the most effective partner in this effort. Pakistan is an important partner in the War on Terror, and its own security is at stake in this battle. Pakistan has lost over 1,400 security personnel in this fight since September 11, 2001, including over 700 since July 2007 alone. The numerous attacks that have taken place since last summer include more than a dozen suicide bombings and hundreds of civilian deaths, including the assassination of former Prime Minister Benazir Bhutto.

We are concerned about the negotiation of peace agreements with certain groups in the Tribal Areas. Negotiations with tribes in Pakistan are not a new tactic, and we understand that the recent negotiations are part of the new government's plan for bringing security and stability to the Tribal Areas. However, outcomes are what matter. An agreement that allows extremists to regroup and rearm is not acceptable. Any agreement must advance the goal of

ending Al Qaeda and Taliban activity, the training of suicide bombers, cross-border attacks, and the infiltration of settled areas.

Bin Laden is likely hiding somewhere in the border areas of Pakistan and Afghanistan. This is forbidding territory where the Pakistani government has limited reach. We are confident that Pakistan understands the dangers posed to it and its allies by Al Qaeda and other terrorist elements. When they, or we, find senior Al Qaeda leaders, they will be brought to justice. We will not be satisfied until violent extremism emanating from the Federally Administered Tribal Areas is brought under control. Pakistan's government must bring the frontier area under its control and we are prepared to provide the necessary assistance to achieve that objective. Violent extremists cannot continue to exploit Pakistan's rugged tribal areas as a safehaven and cross the border to attack Afghan and Coalition forces in Afghanistan. Our efforts in Pakistan and Afghanistan are intrinsically linked. The challenge is more effective coordination and synchronization of the operations of both nations, to reduce the operating space where common enemies function.

We are enhancing coordination among Afghan, Pakistani, U.S., and NATO forces in the Afghanistan/Pakistan border region. On March 27, we and our partners inaugurated the first of several Border Coordination Centers at Torkham, Afghanistan. The Centers will make it possible for Pakistani, Afghan, and International Security Assistance Force representatives to more effectively

coordinate to counter efforts by our common enemies from using their superior knowledge of the terrain to skirt both sides of the rugged border to avoid engagement.

Within the State Department, new Border Coordinator positions in Islamabad, Kabul, and Washington serve to increase our ability to focus on the trans-border region and advance our goal of drawing the Afghan and Pakistani governments into cooperative projects to better address the region's challenges.

Nuclear security

Nonproliferation cooperation is another critical aspect of our long-term strategic partnership with Pakistan. Pakistan has taken constructive steps to enhance the security of its nuclear materials and assets and to prevent diversion of sensitive items and technology as occurred with the A.Q. Khan network. Notably, pursuant to a comprehensive law passed in 2005, Pakistan established a modern export control system, led by its Ministry of Foreign Affairs and staffed by representatives of appropriate agencies. This new organization is reaching out to Pakistan's technology holders to ensure that they are aware of their responsibilities under the law, which includes appropriate penalties, and is helping train customs and frontier police in the visual recognition of controlled commodities. Pakistan takes this responsibility very seriously. We are also encouraged by Pakistan's participation in the Global Initiative to Combat Nuclear Terrorism and strongly support these efforts. We will continue

to work with Pakistan to help ensure that its nuclear weapons remain secure and prevent nuclear proliferation.

Development

A sustained commitment to developing Pakistan's economy and social infrastructure is essential to achieving our three key strategic objectives. Health care, education, job training, good governance and other development goals are key focus areas for the Pakistani government and the United States. Economic and social development will not only enhance Pakistan's internal success, but will also strengthen Pakistan as a partner with the U.S. and the international community. In Fiscal Year 2009, the Administration is seeking \$70 million in the Economic Support Fund bridge supplemental request to expand our governance, education, and health programs outside of the FATA region. These development needs are also particularly critical in the tribal areas on the border of Pakistan and Afghanistan.

Reconstruction Opportunity Zones

For example, Reconstruction Opportunity Zones are a critical piece of our long-term strategy to counter extremism by stimulating sustainable economic development in Pakistan and Afghanistan. We have been consulting with Congress and hope that Reconstruction Opportunity Zone legislation like that introduced in the Senate will be introduced in the House of Representatives very soon, and that the legislation will be quickly passed by Congress.

We believe Reconstruction Opportunity Zones are a low-cost way to encourage legitimate economic activities in critical areas such as the Federally Administered Tribal Areas and other areas along the border with Afghanistan. These Zones can attract domestic and foreign investment, create sustainable employment opportunities, and promote capacity-building to link populations in these isolated regions to the global economy, thus providing alternatives to extremism, narcotics trafficking, and other illicit activities. The capacity building would also extend the credibility and authority of the government into these areas where writ of the central government is weak.

Frontier Strategy and Sustainable Development Plan

The Government of Pakistan has undertaken a comprehensive strategy to better integrate the Federally Administered Tribal Areas into Pakistan's economy and body politic. These tribal areas have some of the worst social and economic conditions in all of Pakistan. In some areas, the female literacy rate is as low as 3%. There is little access to safe drinking water or to even rudimentary health care. The system of public education is largely nonexistent.

The Government recognizes that it cannot rid its territory of violent extremists by military means alone. It must also create an environment inhospitable to terrorism and extremism. To this end, the Government of Pakistan

developed a comprehensive Frontier Strategy which emphasizes economic and social development, while strengthening governance.

The government's objective is to persuade the people living in this traditionally autonomous region that their interest lies in supporting government efforts to bring development, good governance, and prosperity to the area. The government hopes thus to weaken the sway of terrorists and extremists there.

The Pakistani military is waging a campaign against terrorists and insurgents; is defending its population against attacks; and is countering extremist efforts to find recruits for terrorist acts. In March 2006, President Musharraf asked President Bush for U.S. assistance in developing and funding a comprehensive strategy to deny terrorists and violent extremists the ability to exploit the under-governed Federally Administered Tribal Areas as a hideout and safehaven. The United States agreed to provide support to the Frontier Strategy, a nine-year, two-billion-dollar sustainable development plan for infrastructure development, social welfare, and capacity building initiatives in the tribal areas. The new civilian government in Pakistan is strongly committed to improving conditions and expanding governance in the Tribal Areas. On our part, the United States has committed \$750 million over five years in support of the Pakistani effort.

The Government of Pakistan's strategic decision to cooperate in this effort with the United States, the United Kingdom and other international partners, such

as Japan and Australia, demonstrates a strong commitment to deny terrorists and violent extremists the ability to exploit its territory.

Our economic development programs in the Tribal Areas target regions with few jobs, low literacy, little hope and great vulnerability to militant infiltration. Just as our earthquake assistance to Pakistan in 2005 and 2006 had a profoundly positive impact on the people of Pakistan – generating good will toward the U.S. that has lasted to this very day – we believe our support for developing the Tribal Areas will promote stability and increasing prosperity.

The U.S. effort is fully operational in the Tribal Areas, with 16 projects already underway. This month, we will begin to refurbish several hospitals' delivery and surgical facilities, train maternal health and other medical professionals, and work with local officials to restore police authority to a central market. We recently provided water and sanitation facilities to 108 girls schools and 54 communities in the Tribal Areas, and continues to support a range of education programs, from school construction, to introducing better teaching methods, that seek to expand opportunities at all education levels.

Other projects initiated in April, in the to improve health, drinking water, girls' education, government capacity building, and media training. These projects were identified through a consultative approach that aims to build confidence and trust between the Government of Pakistan and tribal communities. Pakistani

government partners noted that the competitive and open procurement process used to implement these small projects has increased their credibility. These are just a few examples among countless others of the activities we are pursuing to improve lives and enhance governance in the Tribal Areas, Northwest Frontier Province, and Balochistan. Congressional support of the \$60 million request for Pakistan in the Fiscal Year 2008 supplemental will allow us to continue advancing these goals. We are also leading efforts to broaden regional economic cooperation, particularly ties between South and Central Asia, and to better integrate Afghanistan and Pakistan's trade ties through regular meetings of the Regional Economic Cooperation Conference, and of Trade and Investment Framework Agreements with Pakistan, Afghanistan, and Central Asia.

Security Development Plan

Additional resources are being sought to support what we see as the security component to Pakistan's Sustainable Development Plan, the Security Development Plan. This is a five-year multi-faceted program to enhance Pakistan's ability to secure its border with Afghanistan. Providing a secure environment that fosters economic growth, opportunity and social development is critical to displace extremist influences in the region.

The Plan proposes to train and equip the indigenous Frontier Corps, improve the capabilities of Pakistan's Special Forces, and construct Border Coordination

Centers. These centers will be jointly manned by U.S., Pakistani, Afghan and NATO personnel to facilitate intelligence sharing and coordination along the border.

Pakistan has launched a program to increase the size of its Frontier Corps, a Pashtun-based paramilitary force raised in the border region. Members of the Frontier Corps have unique advantages operating in the Tribal Areas due to their linguistic and ethnic ties. The United States is supporting this expansion through the Security Development Plan and will help to train and equip the Frontier Corps to enhance Pakistan's ability to secure its border and provide security to the indigenous population.

In addition, the Department of Defense will equip and train special operations units of the Pakistan Army. Training will focus on the Special Services Group and its helicopter mobility unit, and the 21st Quick Reaction Squadron, to enhance its ability to execute combat missions in the border region. Those units are presently engaged in combat operations and have suffered casualties and losses. U.S. training and equipment has allowed the Special Services Group to continue operating, survive engagements, and prevail over the enemy. The Plan was carefully developed by our Embassy in Islamabad and Central Command and has the full support of the Government of Pakistan. In Fiscal Years 2007 to 2008, the Department of Defense provided over \$200 million for the Security Development Plan. In Fiscal Year 2009, the Administration is seeking at least

\$100 million in Foreign Military Financing for the Plan in the bridge supplemental request.

Conclusion

Looking ahead, for our commitment to Pakistan to be enduring, it must also be bipartisan. Senators Biden and Lugar, in particular, have provided exemplary leadership supporting our funding for Pakistan and a strong U.S.-Pakistan relationship. Senator Biden has issued a new, far-reaching proposal to restructure our assistance to Pakistan, which we are studying closely as we develop our own proposal. We appreciate Congress's sustained commitment to Pakistan, and particularly the interest of members of this Subcommittee. I understand that Senator Levin recently returned from a successful trip to Pakistan, and that the Chairman is interested in visiting soon. I hope our Embassy in Islamabad will have the chance to welcome you soon, Senator Carper, and continue this dialogue with you. We hope that together, Congress and the Administration can establish a new long-term framework for political, economic, and security assistance to Pakistan – one that represents a partnership between two democracies with a common interest in good governance, economic development, and combating violent extremism.

Thank you, and I'd be happy to take your questions.