

Testimony
of
Deputy Assistant Secretary of Defense Amanda Dory
Office of the Under Secretary of Defense for Policy, African Affairs
Department of Defense
Before the Senate Foreign Relations
Subcommittee on Africa and Global Health Policy
June 4, 2015

“Security Assistance to Africa”

Chairman Flake, Ranking Member Markey, and distinguished members of the Committee, thank you for inviting the Department of Defense to testify with our Department of State colleagues on security assistance to Africa. Close partnership between the Department of Defense and Department of State is essential for successful security cooperation in Africa and I am appreciative of the opportunity to provide an overview of how the Department of Defense works closely with the Department of State to employ security assistance as a tool of statecraft in achieving our policy goals in Africa.

The Department of Defense implements security assistance in accordance with the Presidential Policy Directive on Security Sector Assistance (SSA), PPD-23 and U.S. Strategy Toward Sub-Saharan Africa, PPD-16 in support of its four goals which are to help partner nations build sustainable capacity to address common security challenges, promote partner support for U.S. interests, promote

universal values, and strengthen collective security and multinational defense arrangements and organizations. DoD focuses the majority of its security assistance in Africa on building African security force capacity, defense institutions, preparedness to support peacekeeping and crisis response, and capacity to combat transnational threats, to include: terrorism, illicit trafficking of narcotics, proliferation of weapons of mass destruction, regional instability, piracy, and communicative diseases. These threats, if left unchecked, could potentially negatively impact the safety and economic prosperity of U.S. citizens and international partners within the United States and abroad. A modest, proactive investment in the development of effective security forces that abide by international human rights standards and the rule of law can be an essential component in establishing a security environment that encourage terrorism, and equally important, encourages the development of strong, effective, and prosperous partner states with shared values and interests.

The Department of Defense has embraced security cooperation in Africa as a practical tool for addressing emerging challenges posed by the security environment. Many of the conflicts in Africa which we hope to help address through security cooperation arise from a combination of local and international grievances and power struggles which often have an outsized impact on fragile

countries. DoD realizes that going it alone is simply not a feasible, effective, or cost-effective solution which is why the Department of Defense continues to focus on working by, with, and through African partners and international organizations as our primary approach to address security challenges in Africa.

Over the past five years, Congress has substantially increased security cooperation appropriations related to Africa. Within the Department of Defense, allocations have increased as well in response to growing security challenges. Together, this resulted in an increased allocation of core Title 10 security cooperation funds in Africa from \$53.7 million in FY 10 to \$379.6 million in FY14. This funding increase was principally driven by increased efforts to enhance African counterterrorism capacity through East Africa and Yemen Counterterrorism (1203), Global Train and Equip (1206 and 2282), and Global Security Contingency Fund (1207) authorities. We have also seen increased support for security partners during crisis response through DoD support under Presidential Drawdown authority. In FY15, the Department of Defense, in close coordination with the Department of State, has also participated in the development of three White House security cooperation initiatives in Africa: the Security Governance Initiative (SGI), the African Peacekeeping Rapid Response Partnership (APRRP), and the Counterterrorism Partnerships Fund (CTPF).

. For context, DoD appropriated security assistance represents 29% and Department of State 71% of total security assistance from FY10 to FY14. Further security assistance remains approximately one sixth of all U.S. Government foreign assistance in Africa with the majority going to economic development and public health. Within Title 22 programs, DoD believes the Foreign Military Financing (FMF) account is a particularly important program, providing flexibility to build and sustain our African partners with long-enough expenditure horizons to support our shared goals. DoD also finds particular value in the International Military Education and Training (IMET) program which is essential for building professionalism and establishing bonds and common understanding between future U.S. and African senior military leadership.

The Department of Defense fully supports the broader U.S. Government commitment to develop African partners and regional organizations' ability to rapidly and effectively respond to crises through APRRP. The Department of Defense is working closely with the Department of State to determine requirements and identify priority capabilities that will provide the greatest return on investment for improving African crisis response capabilities. DoD through U.S. Africa Command will also play a key role in implementing APRRP capacity building

efforts to include, military equipment, training, and technical and advisory assistance. DoD will further continue to partner with State to implement broader peace operations capacity building activities through exercises and other authorities such as the Global Peace Operations Initiative.

DoD is also working closely with the State Department and other government agencies on the Security Governance Initiative to support the development of African security sector establishments. SGI, the Africa Military Education Program (AMEP), and other supporting Title 10 defense institution building programs such as the Ministry of Defense Advisor Program and Defense Institution Reform Initiative will become increasingly important as we look to buttress our near-term capacity building efforts into long-term partnerships with capable African militaries. These efforts help our African partners develop and expand the technical proficiency to effectively and efficiently govern and oversee their own militaries. In the long-run, this will lead to more professional and effective African militaries and protect U.S. taxpayer's investments in training and equipping security forces capable of independently managing security threats on the continent.

Beginning this fiscal year, the Department of Defense is also implementing the President's Counterterrorism Partnerships Fund (CTPF) to support a broader

approach to a sustainable and partnership-focused approach to counterterrorism. This effort builds on existing tools and authorities such as the Trans Sahara Counterterrorism Partnership (TSCTP) and Partnership for Regional East Africa Counterterrorism (PRACT) to provide direct support to partner nations through building partner counterterrorism capacity and the provision of increased U.S. enabling support for African partners. DoD intends, pending congressional notification, to spend approximately \$466 million in FY15 CTPF money in Africa and is seeking an additional \$1.269 billion in FY16 funds to build partner capacity to counter terrorist threats in the Sahel/Maghreb, Lake Chad Basin, and Horn of Africa. As you are aware, State Department has a FY16 CTPF request as well that would focus on strengthening partner nation law enforcement and judicial responses. These funds will focus on enhancing our African partners' intelligence, mobility, and logistics capabilities and ensuring their ability to operate within international counterterrorism coalitions and in accordance with international human rights norms. CTPF is an indispensable tool for assisting some of our most resource challenged, but willing partners, with sufficient resources and expertise to counter a shared and growing terrorism threat.

In no area is the importance of close and continual Department of Defense coordination and cooperation with the Department of State more important than

counterterrorism. DoD relies on State to ensure that its efforts to build partner nation military counterterrorism capacity are balanced with other security sector priorities and integrated into effective host nation and multilateral strategies. A strengthened military fully proficient and capable of conducting counterterrorism operations cannot take the place of African police, border security forces, and a criminal justice system that delivers justice in the eyes of its population. Likewise, it cannot substitute for economic opportunities and alternative narratives to the ideologies of hate and revenge proffered by our shared adversaries. The Department of Defense also relies on the Department of State to help ensure the long-term value of its counterterrorism capacity building capacity efforts. State provides critical sustainment funding through Foreign Military Financing (FMF) and DoD supports the request to increase Africa FMF in FY 2016 in support of this end. However, even with increased funds State and DoD agree that the FMF funding levels are currently insufficient for sustainment needs and are working together to try to address this issue.

The Department of Defense also relies on essential day to day support provided by the U.S. embassies in Africa and America's unsung heroes, the frontline foreign service officers and broader embassy teams serving alongside our uniformed service members in harm's way to keep Americans safe. Effective

security cooperation in the military sector requires a balanced approach with other sectors of the security enterprise and right sizing of State funding and support to ensure that Defense and State efforts are not only aligned, but proportional to achieve the desired policy goals. I encourage Congress to consider these issues of proportionality, State's large comparative advantage in security cooperation in the non-military security sectors, and the importance of State foreign assistance funding for capacity building and long-term sustainment of U.S. Government security sector capacity building efforts in Africa when considering future funding levels for State FMF and CTPF.

I look forward to listening to your insights, answering any questions you may have, and providing additional thoughts from a defense perspective as part of what I hope will be a continued dialogue on how best to employ security cooperation as an effective diplomatic tool in Africa. Thank you again for the invitation and interest in hearing a defense perspective on this important issue.