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U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
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COMMITTEE ON FOREIGN RELATIONS
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INTRODUCTION

Mr. Chairman, and distinguished Members of the Subcommittee, it is an honor to appear before you today to discuss USAID's involvement in the establishment of the United States Africa Command, or AFRICOM. We believe that AFRICOM can significantly advance the "Three D" concept, and facilitate the coordination of defense, diplomacy and development to advance American foreign policy interests on the continent of Africa.

In the course of my testimony today, I will address USAID's role in the development of AFRICOM by outlining four important issues:

- Summary of USAID's cooperation with the U.S. military
- USAID's participation in the initial planning for AFRICOM
- USAID's intended role in AFRICOM after it reaches Initial Operating Capability (IOC) on October 1, 2007
- Resources that USAID will continue to contribute to AFRICOM after it achieves Full Operating Capability (FOC) on October 1, 2008.

USAID AND CIVIL-MILITARY COOPERATION

Since the passage of the Foreign Assistance Act of 1961, USAID has been the principal U.S. government agency providing assistance to countries recovering from disasters, trying to escape poverty, and engaging in democratic reforms. With regard to our disaster assistance and development portfolios, we have had many occasions to cooperate with the military over the years.

Our most obvious collaborations have been in the area of emergency humanitarian assistance. When the magnitude of a natural disaster overwhelms our normal response mechanisms, we have successfully enlisted the aid of our military partners to meet the needs of civilians at risk. During the 2004 Asian Tsunami crisis, for example, USAID Disaster Assistance Response Teams (known as DARTs) worked closely with U.S. Navy units from Combined Support Force 536 to deliver relief supplies and potable water to affected areas. Similarly, DARTs collaborated with U.S. military units in 2005 in the aftermath of the Pakistan earthquake to identify isolated populations in stricken areas, evacuate victims for medical treatment, and set up emergency shelters to protect survivors against the harsh winter elements. As recently as December 2006, USAID worked with aviation assets from the Combined Joint Task Force-Horn of Africa (CJTF-HOA) in Djibouti to air drop supplies to the Somali refugee camps in northeastern Kenya which had been cut off from overland routes by extensive flooding.

USAID also has extensive experience working with the military to meet the humanitarian and economic needs of civilian populations affected by armed conflict. During Operation PROVIDE COMFORT in 1991, our DARTs worked closely with the U.S. Army to facilitate the safe return of Kurdish civilians who had fled into the Zargos Mountains to escape attacks from Saddam Hussein's genocidal forces. I should note that as a U.S. Army Civil Affairs Lieutenant Colonel working in northern Iraq at the time, PROVIDE COMFORT was my first operational experience with USAID's humanitarian assistance work. The Provincial Reconstruction Teams (PRTs) operating in Afghanistan and Iraq offer the most integrated model of USAID-U.S. military collaboration to date. In both countries, USAID staff work closely with personnel from the U.S. military and a variety of other U.S. government agencies to provide essential services to local populations in support of our national security objectives.

Beyond humanitarian assistance in response to natural disasters and armed conflicts, USAID also has experience collaborating with the military in peacetime civic action projects. For example, USAID missions have worked with U.S. military units performing medical, dental and veterinary missions for civilian populations in Latin America and Africa, most recently in Kenya and Uganda. In addition, USAID missions in Djibouti, Ethiopia and Kenya have worked on educational projects with CJTF-HOA in which the military builds or refurbishes school buildings and USAID furnishes school books and supports teacher training.

This long record of collaboration with the military across countries and across contexts suggests that the cooperative relationship that is envisioned by AFRICOM is not entirely new. USAID has learned that the military's logistical capabilities can be invaluable assets in emergency humanitarian assistance. Likewise, we have demonstrated that USAID's unique skills in addressing a range of essential human needs for civilian populations in both peace and war is of substantial strategic benefit to the foreign policy of the United States. Thus, USAID's coordination with the military's civic action programs can lead to important synergies of effort, resources and expertise for the benefit our beneficiaries and in support of our interests.

Yet experience has also taught us of the importance of maintaining the essential humanitarian and development character of USAID when we work with the military. While we represent the same government as our military colleagues, the methods by which we work and the sectors in which we work are quite different. Preserving the development and humanitarian role of USAID, even as we work closely with the military in the field, is vital to the successful operation of our programs, to the preservation of our partnerships with non-governmental organizations, and to our credibility in the eyes of our beneficiaries. In large part this will be ensured by AFRICOM's focus on the security sector, while supporting USAID in mutually agreed upon activities.

We remain ever mindful of our humanitarian principles and development principles as we contribute to the development of AFRICOM. We also remain mindful that the increasing presence and role of the Department of Defense in Africa provides opportunities and challenges. DOD can support national security objectives in ways that USAID cannot. DOD can help professionalize African militaries; strengthen the African regional security architecture, including African Standby Force; mitigate HIV/AIDS and other public health threats in the security sector; and provide disaster response capacity if others cannot. USAID participation in such efforts seeks to maximize effectiveness in ways that broadly support development and humanitarian objectives.

Although there has been increasing recognition of development as part of the national security strategy, growing DOD presence in Africa has the potential of blurring the lines between diplomacy, defense, and development. These lines were never perfect. Increasing levels of DOD programming in Africa

puts it in closer proximity to USAID programs. Some of these DOD activities include wells, schools, clinics, and veterinarian services. The result can be confusion and misperceptions. USAID coordination with the DOD should not be perceived as contributing to specific military objectives, but rather as contributing to broader foreign policy goals.

USAID AND INITIAL PLANNING FOR AFRICOM

USAID has been involved in the operational planning for AFRICOM from the beginning. In November 2006 we sent staff to participate in the Implementation Planning Team which developed the initial conceptual framework for AFRICOM. We have also participated in the AFRICOM Transition Team (TT) since February 2007 when it was established at the headquarters for U.S. European Command (EUCOM) in Stuttgart, Germany. USAID has two full-time staff people there, representing both the Bureau for Democracy, Conflict and Humanitarian Assistance, which I lead, and the Bureau for Africa. They are intimately involved in all of the operational details required to help AFRICOM achieve IOC on time, including the shape of the command structure, outreach, staffing patterns, and legal authorities among others issues. In addition to the collaboration in Stuttgart, here in Washington we are in close and continual consultations with our colleagues at the Departments of State and Defense that have responsibility for AFRICOM.

USAID'S ROLE IN AFRICOM POST-IOC

We envision that USAID will play a constructive role in the structure and operations of AFRICOM when the command becomes operational. USAID currently has over \$3 billion of programs across the continent planned this fiscal year alone, making it a U.S. government agency with one of the largest financial commitment to Africa. Given AFRICOM's mission to support other agencies in implementing U.S. security policies and strategies on the continent, we expect that there will be many areas in which we might usefully collaborate.

As a first step, we intend to send a Senior Development Advisor (SDA) to AFRICOM to help the Commander make strategic choices with regard to development issues within his AOR. Modeled after Political Advisors, or POLADs, which the State Department sends to each of the geographic combatant commands, the SDA will be a senior foreign service officer with

extensive experience in USAID development work. The person will most likely have previously served as a mission director at least once, and will bring to the command group of AFRICOM the invaluable perspective of an experienced development professional with significant Africa experience. I should note that USAID already has SDAs at two combatant commands, EUCOM and the U.S. Special Operations Command (SOCOM), and we are committed to sending SDAs to each of the geographic combatant commands.

We believe that there may be other opportunities for us to participate in the structure and operations of AFRICOM. There are a number of leadership positions within the proposed organizational structure which are currently under development. At the moment, it is premature to say which, if any, would be appropriately staffed by USAID personnel. However, we will continue to observe the evolution of the AFRICOM's structure to determine which positions might best be served by the expertise that USAID has to offer.

USAID RESOURCES FOR AFRICOM

The most important resource that USAID will contribute to AFRICOM will be our people. USAID staff members have hundreds of years of experience engaging in humanitarian and development work in Africa. This accumulated wisdom will be of enormous benefit to the command as it performs its mission of supporting the interagency efforts of the U.S. government to assist local populations and deter extremism on the continent. To this end, USAID is committed to providing staff for the position I mentioned above. We will also consider providing additional staff for the AFRICOM headquarters as requested. Finally, we will work to ensure that AFRICOM's activities are closely coordinated with USAID programs managed by our missions across the continent.

We do not envision transferring any funds to the Department of Defense for the conduct of its civilian assistance activities. We will, however, work to ensure that our programmatic expenditures are coordinated with those of AFRICOM to avoid needless overlap or mutually exclusive activities.

CONCLUSION

USAID is a proud partner with our colleagues in the State Department and the Pentagon in the creation of AFRICOM. It will be a substantial step in our effort to integrate further the elements of defense, diplomacy and development in the execution of our foreign policy. In my judgment, it will also represent an improvement in the delivery of services to our beneficiaries by greater synergies in the distribution of U.S. government resources across Africa.

As AFRICOM continues to develop, we will continue to collaborate with our colleagues in the government and will work closely with our NGO partners to ensure that any concerns they may have are addressed.

Thank you very much for your time today. I look forward to keeping Congress informed regarding our involvement in AFRICOM, and I would be pleased to answer any questions you may have.