

**39<sup>th</sup> IFPA-Fletcher Conference on National Security Strategy and Policy:  
The Marine Corps: America's Expeditionary Force in Readiness**

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**Panelist, Session 2, "Meeting the Demand: Promoting Partnerships for Engagement"**

**KURT AMEND:** I think I would prefer to stay seated if that's okay, and be very quick in my remarks. First, let me thank the organizers of today's session and General Amos for having me here today. It's an honor to join this distinguished panel and to be a part of today's discussion.

One of the first experiences a young foreign service officer today would likely have with the U.S. military is the daily interaction with Marine security guards that he or she would meet that first day trying to get into the embassy. I shouldn't forget, of course, the exposure to many of the customs and social graces that one also learns Friday afternoon at the Marine House, but I won't need to go that far. I think you all know what I'm talking about.

But in fact, the inclusion of the Marine security guard detachment in every embassy country team reflects in microcosm the kind of integration between State and DOD that is needed to deal effectively with the wide range of challenges to U.S. interests around the globe. In the short time we have together this afternoon, and in keeping with our theme for the session, I thought I'd expand a bit on the topic of State-DOD integration and survey for you a number of ways that State, and more specifically the corner of State that I know, have come to know well, the Bureau of Political Military Affairs, collaborates closely the way that we collaborate closely with the Department of Defense every day and around the world.

But first, some context. In the last few months, the U.S. government has dealt with upheaval in the Middle East, natural disaster and nuclear crisis in Japan and now a military intervention in Libya. At the same time, we continue with our ongoing challenges and efforts in Iraq, Afghanistan, in Pakistan, not to mention our continued global efforts to counter violent

extremism, illicit trafficking, WMD proliferation, climate change and of course our global economic turmoil. If you haven't guessed, I think it's fair to say we all have a full plate.

These events, though, underscore the continued need for U.S. involvement and leadership and when crisis happens, the world does continue to look to the United States. This is something of which we should be proud, but it also represents enormous responsibility. And so as the world has become more interconnected and more complex and so have the threats to our security. Some of the most pressing problems we confront are no longer confined to national borders. Just think of transnational threats like terrorism, piracy off the Horn of Africa, illicit arms trafficking and the like. No single country, and certainly no government agency alone, can take these problems on effectively. Addressing these threats thus requires a multilateral approach with friends and allies, but a comprehensive approach as well, comprehensive integrated approach, within our own government.

Each crisis we confront today has also reinforced one of the central lessons, I think, of Iraq and what I used to know pretty well, Afghanistan. And that is effective collaboration between DOD and State is absolutely essential. When Marines are called upon and sent into harm's way, it is imperative for the sake of the mission that State and DOD get it right and that they learn how to deal and work closely together.

The U.S. military is often, and with this in mind, the U.S. military is often the most visible instrument of national power. Yet militaries are tools of political power, serving political objectives. Maintaining this balance, and right away you can see the inherent tension, the political military tension that exists, is not an easy task. And so now let me go into some detail in the ways in which the Political Military Bureau at the Department of State works to try to achieve balance between civilian control of military.

As we try to achieve this balance, we really have two functions. One is kind of inward looking, coordinating between State and Department of Defense; and the second is more external, sort of outward looking. And that is overseeing the global security policy within the Department of State. Let me take the latter first, building international partnerships. One of the PM's core

missions is to build and strengthen partner capacity. Secretary Gates not that long ago said strategic reality demands that the U.S. government get better at building partner capacity. And we've embraced the Secretary's point.

There are various tools by which we try to achieve this. One, for example, and you may know, be familiar with security assistance funding through the foreign military financing program. Essentially grants of military assistance, something that we oversee at State. This allows the U.S. government to meet the security needs of our allies and partners. And one good example in recent history is the PM's oversight of the Pakistan Counterinsurgency Capacity Fund, or PCCF, which is directed at building the capacity of the Pakistani government to combat the insurgency operating along its border with Afghanistan.

Second tool that we have at our disposal is the formulation, implementation and execution of a variety of train and equip programs to include a somewhat novel dual key section 1206 program aimed at providing key partners with specific counterterrorism capabilities. Novel, inasmuch as both the Secretary of State and Secretary of Defense need to approve the programs that exist under this umbrella.

Third, and some of you who've been overseas-- all of you who've been overseas would know-- the military education training program, IMET, which is a way by which we professionalize friendly military forces through training, education programs and also through personnel exchanges. We expose foreign military officials and civilian personnel to the important roles, democratic values and human rights canon should play in governance and military operations. The IMET program helps build important professional and personal relationships between the U.S. and program participants. And these relationships prove to be crucial in societies where these individuals often play pivotal roles in supporting or transitioning to democratic rule.

And finally, PM works to build international peacekeeping capacity throughout peacekeeping operations funding. In East Africa right now, for example, American trainers are on the ground helping to train the next generation of African peacekeepers at peacekeeping centers we helped create.

So those are some of the things we do in conjunction with DOD. Now let's sort of look externally and the way we--I'm sorry, that was the outward focus. Now let's shift to the inward focus and the way that we link up with DOD in a number of important ways. And it really begins with people. State and DOD have a number of personnel exchanges critical to building lasting connections that will facilitate coordination over many years. And take, for example, our relationship with the U.S. Marine Corps. We have an active duty Marine Corps colonel detailed to PM who leads our efforts to eliminate land mines and other illicit arms.

We have three Marine Corps captains doing fellowships at State and USAID, and there are nearly 200-- I was frankly taken aback when I learned this number earlier, a day or two ago-- 200 retired or former active duty Marines working at the State Department. For an organization that's really about the sizes of a small army division, about 11,500 people, I think that's a big number and it's an important number to keep in mind. And let's not forget, as I mentioned earlier, the nearly 1,300 Marine security guards who are around the world and keep embassies and State Department personnel safe.

I'm confident this level of personnel interaction will continue to grow and the commandant's Marine Corps planning guidance calls for placing more active duty Marines into interagency positions. This is something we commend and we welcome, and we will continue to welcome.

And it's a two-way street, looking the other direction, and I see several examples in this room, of individuals, senior diplomats who are embedded, if you will, with the U.S. Marine Corps, with our senior military services, service branch chiefs and combatant commanders around the world. These foreign policy advisors are pol. ads, are experienced State Department officers who give very serious policy support to senior military leaders. We have five diplomats right now who provide such support to the Marine Corps and we're looking to increase that number.

So, let me conclude briefly. And that is knowing that close interagency collaboration is vital, knowing that it is vital is significant in and of itself. I, the first step to solving any problem, that is the problem of effective, close working relationships between the two departments, is to

acknowledge that, in fact, exists. And we know we could do better, although I've mentioned some of the ways that we interact, we certainly could do better. But as I've just described, the extent of interaction is significant and growing more significant each day. And with the number of complex security issues that I briefly outlined at the start, and that await us each morning as we arrive to work, I think we really don't have a choice. So let me stop there.