



Testimony

of

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Chairman Tierney and Ranking Member Flake, thank you for this opportunity to submit written testimony regarding the Department of Homeland Security's (DHS) engagement with U.S. Southern Command (SOUTHCOM) and U.S. African Command (AFRICOM).

DHS's International Mission

The security environment within which DHS operates is characterized, among other elements, by a constantly shifting international system. The interconnected nature of world economies and international infrastructure means that seemingly isolated events often have transnational origins and global consequences. The accelerated flow of ideas, goods, and people around the world generally advances America's interests, but also creates security challenges that are increasingly borderless and unconventional.

Within this environment, DHS has a core responsibility to ensure the safety, security, and resiliency of the United States and the global movement and information systems upon which our nation relies. In order to fulfill its full range of missions, DHS builds international and interagency partnerships to enhance the Department's ability to identify threats and vulnerabilities, and to understand, investigate and interdict threats or hazards at the earliest possible point.

In both the recent Quadrennial Homeland Security Review (QHSR) and the subsequent Bottom-Up Review process, the need to strengthen the international aspects of the Department's mission have received focused attention. This includes strengthening relationships between domestic and international security leaders and institutions, enhancing mechanisms for international civil-security cooperation, and improving DHS's ability to provide coordinated civil-security capacity-building assistance to key foreign partners, consistent with the broad range of U.S. Government international priorities and in consultation and coordination with the Department of State and the U.S. Chiefs of Mission stationed in foreign countries.

DHS's Relationship with the Combatant Commands

In this context, SOUTHCOM, AFRICOM and the other geographic combatant commands of the Department of Defense (DoD) have been and continue to be key partners for DHS. We are working to develop mechanisms for expanded engagement with all of the combatant commands (COCOMs), including SOUTHCOM and AFRICOM. Our relationship with AFRICOM focuses on issues of terrorism, transnational crime, arms and strategic technology proliferation and contraband smuggling. Our relationship with SOUTHCOM focuses on drug trafficking, smuggling of special interest aliens (SIA), crime, gangs, natural disasters, document fraud, illicit arms, and terrorism.

Collaboration with these COCOMs is important to meeting DHS goals and objectives in these regions and around the world. DHS provides key law enforcement expertise and

information on emergent threats to the homeland, as well as operational and tactical support to the combatant commands.

We work with these COCOMs to develop aligned strategic approaches and to provide civilian security sector assistance where appropriate. It is essential to our mission that other nations have the capacity to manage their borders, effectively enforce customs regulations and interdict contraband, improve disaster preparedness, control immigration, secure cargo and enhance the security of the global aviation system, all while facilitating the legitimate trade and travel upon which our economies rely. In order to deliver training and technical assistance in these areas, and in line with the president's foreign policy priorities, DHS works with the Department of Defense, the Department of State, and the U.S. Agency for International Development.

DHS Engagement with SOUTHCOM and AFRICOM

DHS and the COCOMs continue to work together to improve our strategic alignment and operational cooperation. Several components of DHS have particularly close relationships with SOUTHCOM and AFRICOM, and a DHS liaison officer was recently stationed at SOUTHCOM. The following are just a few examples of the collaboration that exists.

United States Coast Guard (USCG)

USCG has a total of 70 senior officers, enlisted personnel, and civilian personnel supporting SOUTHCOM at their headquarters, in the Coast Guard Reserve Unit, in the Joint Interagency Task Force South (JIATF-S), in embassies, and in other key locations. A USCG Rear Admiral serves as SOUTHCOM's Director of Operations, and the Director for JIATF-S is a USCG Rear Admiral as well. A USCG liaison is also stationed at SOUTHCOM headquarters in Miami. SOUTHCOM employs the Coast Guard's skill set to provide assistance and vital capabilities to developing partner nations in law enforcement and search and rescue areas, and USCG forces play an important role in JIATF-S by leading detection and monitoring efforts for illicit trafficking through the Caribbean and Eastern Pacific Ocean. The Naval Station Guantanamo Bay, a full-service naval base for SOUTHCOM, serves as a critical steady-state forward operating location for Coast Guard operations in support of counter-drug, migrant interdictions, and search and rescue operations. Finally, SOUTHCOM and USCG undertake cooperative operations and exercises on a regular basis.

The USCG has eight personnel posted to AFRICOM. The USCG Office of International Affairs participates in AFRICOM's Security Assistance planning meetings, Theater Security Cooperation Conference, Security Cooperation Education & Training Working Group and other activities. The USCG also engages directly with AFRICOM regarding Africa Maritime Law Enforcement Partnership (AMLEP) operations, and provides law enforcement and cutter assets to DoD through the Request for Forces (RFF) process. Since 2008, in coordination with AFRICOM, the USCG has undertaken training

needs assessments and legal assistance reviews in Cape Verde and Sierra Leone, as well as participated in site visits to Morocco and Senegal for AMLEP planning.

The USCG has undertaken initiatives to negotiate permanent bilateral agreements for maritime law enforcement operations with Cape Verde, Morocco, Senegal, and Sierra Leone, and short term agreements have been successfully negotiated with Cape Verde and Morocco. The USCG is continuing its efforts to help West African nations build capabilities, capacities and competencies in all aspects of maritime law enforcement including counterdrug operations, migrant interdiction operations, and fisheries enforcement.

U.S. Immigration and Customs Enforcement (ICE)

During the 2008 reorganization of SOUTHCOM to increase interagency collaboration, ICE Homeland Security Investigations (HSI) was identified as an essential element in overall synchronization and coordination efforts with interagency partners in SOUTHCOM's area of focus. This resulted in the assignment of two ICE liaisons at SOUTHCOM headquarters, and one ICE liaison at JIATF-S, who worked to increase efficiency and collaborative practices by identifying existing gaps within mission objectives common to both DoD and ICE. HSI works to address the wide spectrum of criminality that can be categorized under illicit trafficking, and is continuing to find new and innovative ways to collaborate with SOUTHCOM. ICE also partners with JIATF-S.

One specific example of SOUTHCOM and ICE partnership is the Intelligence Support Exploitation Team (ISET) , in which Special Operations Command South forces provide analytical support to ICE Attaché offices through the identification, exploitation, and dismantling of transnational SIA smuggling networks. The ISET model of collaboration was deployed in Quito, Ecuador in January 2010, and has successfully identified several significant SIA smuggling nodes based in Ecuador, as well as numerous supporting elements in Central and South America.

Since Aug. 2, 2009, ICE has had two personnel embedded in AFRICOM's Counter-Narcotics and Law Enforcement Division, where they support efforts to assist in building African nations' law enforcement capabilities to combat transnational crimes that impact the safety of the United States. ICE representatives at AFRICOM receive Command support in developing initiatives to provide analysis on East African human smuggling, narcotics smuggling, and other transnational crimes. AFRICOM provided financial support to: ICE bulk cash smuggling training sessions in Nigeria; a senior intelligence officer collaboration seminar; participation in a border security survey in Sierra Leone; and in the development of the Maritime Illicit Trafficking Analysis Center in Italy. In FY 2011, AFRICOM has indicated it plans to provide financial support to various ICE capacity-building efforts and will support a multi-national symposium on special interest alien smuggling, as requested by ICE Attachés.

ICE personnel at AFRICOM have provided briefings on ICE capabilities to over 200 Command personnel and routinely engage the Command's components and participate in

Command staff meetings, intelligence collaboration meetings, and military planning sessions.

U.S. Customs and Border Protection (CBP)

CBP works through JIATF-S to disrupt the flow of illegal contraband moving toward the United States by providing air assets for these missions, along with other detection tools. In addition, CBP's Office of Border Patrol has three personnel who serve as liaison officers to SOUTHCOM. Over the past seven years, CBP has worked closely with SOUTHCOM, sharing capabilities concerning transnational threats in the Caribbean region. Most recently, CBP cooperated with SOUTHCOM during the Haiti earthquake relief efforts.

CBP has also been working indirectly with SOUTHCOM through biometric initiatives to identify smuggling trends throughout Latin America and the Caribbean. In July, CBP Border Patrol hosted a teleconference to further discuss areas of collaboration in the area of biometrics and information exchange to more keenly address transnational threats in the region.

CBP is working with AFRICOM to expand collaboration on training and technical assistance provision, and has attended the last two AFRICOM planning conferences held in November 2009 in Frankfurt and in November 2008 in Garmisch, Germany. Additionally, CBP presented in Mauritania and Algeria at Border Security Seminars to discuss leadership, border security strategies, and partnership. CBP has been asked to complete an assessment with AFRICOM for Senegal, which could result in additional engagement with AFRICOM.

Transportation Security Administration (TSA)

TSA posted a Transportation Security Administration Representative (TSAR) to AFRICOM in November 2009. TSA has requested funding in the President's Budget for fiscal year 2011 for capacity building (training) at the international airport in Dakar, Senegal. In addition, the TSAR regularly attends joint planning team meetings and is an active participant in the Command Collaborative Forum. Furthermore, TSA's Office of Global Strategies meets regularly with AFRICOM staff.

Federal Emergency Management Agency (FEMA)

FEMA has supported SOUTHCOM initiatives, projects, exercises and knowledge exchanges related to strengthening of emergency management concepts and systems to mitigate the effects of disaster.

Office of Health Affairs (OHA)

The DHS Office of Health Affairs has engaged with SOUTHCOM in assisting in regional Pandemic Influenza planning and response efforts in the Caribbean, and has

engaged in regional exercises with emphasis on ensuring Panama Canal resilience to pandemic threats.

Science and Technology Directorate (S&T)

DHS S&T is working with JIATF-S to develop and deliver technical capabilities to detect, track, and interdict small, dark boats, to include self-propelled semi-submersibles and fully submersibles.

Office of Intelligence and Analysis (I&A)

I&A has supported numerous SOUTHCOM and AFRICOM initiatives, projects, and knowledge exchanges. These efforts are generally geared toward ensuring SOUTHCOM and AFRICOM receive intelligence and information from the Department pertaining to transnational threats operating in their respective areas of responsibility.

Recommendations for Enhanced DHS Cooperation with SOUTHCOM and AFRICOM

The DHS Quadrennial Homeland Security Review (QHSR) and the Bottom Up Review (BUR) have identified deeper coordination with the Department of Defense as valuable to the DHS international mission, important to the maturation of the DHS-DoD relationship, and central to the development of a more efficient and coherent set of security sector partnerships throughout the world. The exchange of DHS Component representatives has provided our COCOM partners with needed expertise in a variety of civil-security areas. It has also highlighted the need for a stronger partnership between DHS and the COCOMs at the policy-setting level to ensure that homeland security-related engagements and assistance are properly aligned.

To assist US Government (USG) efforts to combat emerging threats, DHS is engaging in civil-security tasks like capacity-building for disaster preparedness, countering illicit smuggling and trafficking, strengthening aviation, port and maritime security, and ensuring international border integrity. DHS's competencies in these areas are being effectively integrated with Combatant Command, Department of Defense, Department of State, and other USG security assistance strategies.

Our national security relies in part on the ability of foreign governments to effectively combat terrorism and other threats within their own borders. International engagement, in the form of long-term training and technical assistance projects, provides a level of assurance that foreign governments are taking actions that align with U.S. efforts and support shared security goals. By partnering with Latin American, Caribbean, and African nations, DHS, SOUTHCOM and AFRICOM are supporting the enhancement of our shared security.

Thank you again for the opportunity to provide this written statement. I am happy to provide any follow-up information you require.