



**15th Annual
Western Hemisphere Security Colloquium**

*Rethinking Hemispheric Security and Strategy:
Ten Years after the Mexico City OAS Declaration*

May 21-22, 2012

**“Realizing the Full Potential of the
Oldest Regional Multilateral Defense
Cooperation in the World:
La Junta Inter Americana de Defensa”**

REMARKS BY

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PART 1 - ACKNOWLEDGEMENTS

(Slide 1)

- Express appreciation to INSS, especially Jay Cope and Ambassador Einaudi for considering the IADB and offering to include the IADB as a co-sponsor to this year's Western Hemisphere Security Colloquium.
- Especially pleased to have had the opportunity along with many of my colleagues on the IADB Council of Delegates to host colloquium attendees at the historic Casa del Soldado last evening. If it was your first time to visit the Casa, I hope it will not be your last – as all of you will always be welcome – “Nuestra Casa es su Casa”.
- I am also very pleased to see so many of ‘mis companeros de trabajo’ in attendance with me – I am quite certain they are happy that I will be speaking in English today and not making them suffer as they normally have to in our Council meetings where I force them to listen to me try and chair meetings in Spanish.

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- While I welcome the opportunity to share my perspectives as Chairman of the IADB this morning, I must tell you that in order to be here with you, I am actually missing out on my invitation to attend the Commander's Conference of the Inter American Naval Conference, which this year is being held in Cancun, Mexico.

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- Not that I am complaining, just wanted you to know how important I think you all are that I would pass up meeting and drinking rum with a bunch of sailors in Mexico!

PART 2 - INTRODUCTION

(Slide 3)

- I think that the IADB's co-sponsorship of this year's colloquium is particularly appropriate given the theme of "Rethinking Hemispheric Security and Strategy: Ten Years after the Mexico City OAS Declaration"

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- It is appropriate, considering that the Special Conference served as an important turning point in the 70 year history of the IADB given that the Governments of the America's "reiterated the need to clarify the juridical and institutional relationship between the Inter-American Defense Board (IADB) and the OAS." This in turn led to the eventual establishment of the IADB as an official entity of the OAS with a new statute and mandate approved by our nations through the General Assembly in 2006.

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- This year's Colloquium theme is also particularly relevant and timely for the Inter American Defense Board, given that the IADB's role and future is currently enmeshed in the ongoing debate that started in Mexico in 2003 with the recommendation (paragraph 48 of the Declaration) to inter alia:

... given the distinct nature of traditional and nontraditional threats to security, continue the process of study and assessment of the hemispheric instruments and cooperative mechanisms for collective security and peaceful settlement of disputes

- This debate remains open today both within the OAS Committee for Hemispheric Security and also as one of the thematic lines in the upcoming Conference of Defense Ministers of the Americas to be held in Uruguay in October 2012.

- The Board has more than ‘passing interest’ in the outcome of these discussions in that there are different (and perhaps divergent) views within the hemisphere on the continued relevance of the IADB/IADC, and the adequacy of its statute, mandate and structure.
- Recently, at least one member nation was very critical of the IADB, characterizing the Board as an “anachronism” that should no longer play a role within the hemispheric defense and security architecture. And within the OAS itself, given the organization’s budgetary challenges, the Secretary General has openly questioned whether the OAS should continue to provide funding for the IADB which he characterizes as “something of a case apart”. I’d like to come back to this issue a little later in my speech.
- In this context, this is an important time to step back and consider where we are 10 years after the Special Conference on Security in the Americas and ensure that the ongoing debates on the ‘Inter American Defense and Security System, its components, instruments and mechanisms’ are balanced, and that eventual decisions about the parts of the System, including of course the IADB, are fully informed and based on advancing the collective security interests of our nations in the Americas. (Comment: Regarding yesterday’s discussion on the collaboration imperative or sense of urgency for cooperation - This should not be seen as an interesting academic exercise – the threats to our national interests and hemispheric collective security are real and increasing, and to reverse this trend we need real and effective cooperation not only at the sub-regional level but across the hemisphere.)
- So all this having been said, I am particularly pleased to see this Colloquium focus on this topic, and am pleased that the IADB is

contributing – I am certain that the proceedings of this event will contribute and help advance our thinking regarding these important issues.

PART 3 - REALIZING THE FULL POTENTIAL OF THE OLDEST REGIONAL MULTILATERAL DEFENSE COOPERATION IN THE WORLD: LA JUNTA INTER AMERICANA DE DEFENSA”

(SLIDE 6)

- With these opening remarks in mind, I thought that I might use the remainder of my time today to offer you an overview of what I and my colleagues within the IADB Council have been thinking about, and working on, over the past 10 months since I assumed my post as Chairman.
- My goal is to convince all of you about the uniqueness of this venerable organization (perhaps older than Hal Klepak, but perhaps not quite as unique...) its continued relevance, and I will argue for the need to strengthen the Board in order to fully exploit and realize its full potential in support of our national and collective needs and interests. I would of course be very interested in hearing your thoughts and questions and will endeavor to leave time for discussion.
- At the outset however a couple of caveats, because I am mindful that I am in a roomful of professionals, many whom have studied, worked and dedicated the greatest part of your professional careers within the Western Hemisphere and the Americas.
- I on the other hand am an “interloper” who has been parachuted into the Inter American System 10 months ago despite having no real previous experience in the environment, and as a Canadian Forces officer, given our traditional national focus on Trans-Atlantic security through NATO and Continental Defense through our bilateral CAN-

US relations in NORAD, I must admit to serious shortcomings in my professional training, education and development vis-à-vis Defense and Security Issues in the Americas.

- If there is any good news however about a Canadian Lieutenant General and Chairman of an international organization that has no prior experience in his field, is that: I have ‘no historical baggage’, no preconceived notions, nor do I have any hidden agenda. My approach has been, and will continue to be, to listen to what the OAS and our member nations want from the IADB and together with my colleagues on the Council and its elected leaders, to try our best to respond and deliver results that are valued.

“IADB 101” Perceptions and Reality

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- While I suspect that most of you in this room know something about the IADB, if I have learned anything since July 2011 is that despite the long history of this unique hemispheric defense cooperation institution, the oldest regional defense organization in the world, I do not believe that the Board is very well known, or well understood in many of our nations. This includes unfortunately our primary stakeholders including defense ministries, our armed forces, or for that matter by our primary clients, the OAS.
- This lack of awareness is somewhat surprising given that the IADB is the oldest regional security cooperation organization in the world, and considering the Board is older than most of the “Brand Name” international organizations including the UN, NATO, NORAD, OAU, EU, OSCE or for that matter the OAS itself.
- Over the past several months, I and my colleagues on the Council have been discussing this issue and the need for all of us to do a better job raising the profile of the IADB with our stakeholders, and

positioning ourselves to play a more proactive and visible role within the OAS, with our Defense Ministries and with other partners in the complex web of defense and security institutions that make up the Inter American System.

- So I apologize to all the IADB experts in the audience, but please allow me therefore to provide a quick orientation regarding the IADB for those who may not know very much about the Board: (Review IADB Mission, Services and Tasks, Structure – Slides 8-11)

Diagnosis – Strengths, Weaknesses, Opportunities and Threats

- As I was studying Spanish and preparing to assume my functions as Chairman on 30 June 2011, after much reading and many discussions with stakeholders and our delegations, I did my own assessment of the IADB's situation which I then offered to the Board last August to serve as a guide for my two-year tenure as Chairman.
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- Without going through the entire mission analysis, suffice to say that the overall picture for the IADB was somewhat mixed.
 - The strengths of the IADB included the unique and outstanding network of hemispheric senior national defense, military and security representatives forming the Council, a highly qualified and experienced elected leadership team, a motivated full-time multinational Secretariat staff and excellent year-long 'defense and security in the hemisphere' educational program offered to military, police and civilians by the IADC;
 - On the other hand, relations with the OAS were not great for a variety of reasons, but especially given the Board's military and defense mandate was somewhat out of synch or alignment with the OAS needs given the organization's focus on its pillars of Democracy, Human Rights, Development and Multidimensional Security. In addition, the Board was not well connected to

Defense Ministries or other hemispheric Defense and Security organizations; financial resources were insufficient and; the Board was not seen as producing anything tangible in terms of products or results, with the notable exception of the students graduating from IADC.

- The bottom line was the Board's full potential was not fully tapped, nor was it being exploited by the nations or the OAS. This is what my colleagues and I have been working on, in order to try and redress this situation.

“Las Tres Ps”

- Over this past year to guide these efforts, the Council of Delegates has developed and approved a 5 Year Strategic Plan which outlines three broad strategic objectives and 14 supporting goals. For anyone who is interested in finding out more about the Board and our plan, I would recommend looking for our 2011 Annual Report and Presentation on the OAS/CHS web-site.

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- As a way to help think about what we have to do and orient our collective actions, we have adopted the idea of “Las Tres Ps”:
 - **Proactivity** – Move from waiting for requests for our services to proactively seeking out opportunities to contribute in order to show our value and demonstrate the potential. Outreaching, communicating and helping to raise visibility and ‘selling the IADB’ with our stakeholders in the OAS and member states.
 - **Positioning** – We need to work to re-position the board to play a more visible leadership role within the complex mix of hemispheric institutions dealing with Defense and Security affairs.

- The board is uniquely positioned in the Americas to serve as a “bridge” between the OAS political level and the Defense Ministries, which are currently largely outside the ambit of the OAS. The Board also has all of the requisite capacity and capabilities to serve the bi-annual Defense Ministerial process by offering continuity and a permanence to the support provided to CDMA.
- The Board is also very well suited and placed to helping connect, coordinate, de-conflict and synchronize the efforts of the three service conferences (CAA, IANC and SICOFAA) and,
- Ultimately the Board could serve to help connect the hemispheric level to the sub-regional defense and security organizations in the Americas (SADC, CFAC, CARICOM RSS/IMPACS and to the CANUS Bilateral North America).
- **Prioritization** – Finally, the Council recognizes that ultimately the IADB needs to deliver results and that we need to focus on the most important issues facing the nations in the hemisphere, especially where we enjoy the support of a majority of nations. As a minimum a short list of priority areas to focus includes:

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- Enhancing military readiness and international response to assist civilian authorities in complex disasters;
- Analysis, Development, Coordination and Implementation of Confidence and Security Building Measures in the Americas;
- Enhancing Information Sharing and Situational Awareness in the hemisphere;

- Education and helping improve military-civil relations and building institutional capacity in hemispheric defense and security affairs

“La JID: Entre dos mundos”

- For the Board to be ultimately successful, there are a few critical issues that must be resolved but perhaps none are more important than “ownership” and ultimate accountability for the Board. After 10 months in the job, I am still not 100% certain who I work for...

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- One of the ways I have been describing the IADB is that we are currently caught between two different worlds; on one hand we are an “entity” within the political-diplomatic world of the OAS, Foreign Ministries and the OAS General Assembly which ultimately controls the board through its governing statute and the authority to dissolve the IADB. On the other hand, the IADB was originally created by, and still largely sustained with the support and largesse of defense ministries and armed forces including significant financial and infrastructure support from the US Department of Defense.
- It is interesting to read the legal opinion prepared when the OAS was considering the jurisdictional relationship with the IADB in a document titled: *“Inter-American Defense Board: Legal Options for Adopting the Organization's Stepchild”*. Considering some of the debates and discussions ongoing within the OAS and CDMA regarding the IADB, it at times feels like the Board is an ‘unwanted step-child’ within the OAS and further has been “orphaned” or abandoned by the Defense Ministries.
- I think that the fact that the Defense Ministerial CDMA process is the only ministerial meeting in the hemisphere outside the OAS framework is a contributing factor to the IADB being caught in the middle. It seems that at least one of the “elephants in the room” in

these past 10 years since the special conference is how to effectively integrate defense and military affairs and institutions (including the IADB and the three service conferences) within the wider hemispheric multi-dimensional security umbrella.

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- In the end, I do not believe we can survive ‘stuck in the middle’ and would simply note that the IADB needs to have a re-set of its relations with the OAS and Ministries of Defense. The OAS GA and Permanent Council need to be unequivocal in their expressed support for the IADB and explicit in their direction to, and expectations of, the Board. Further, the IADB needs to have predictable and sustained administrative and infrastructure funding support from the General Secretariat. Conversely, the Defense Ministries need to take collective ownership of the IADB by ensuring the Board has the requisite personnel and operational funding to execute its mission.
- Earlier I mentioned the OAS Secretary General’s vision paper for the OAS and I would like to show you an extract that refers to the IADB:

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The Inter-American Defense Board is something of a case apart since it has been brought into the OAS fold without the members having reached a clear determination as to its functions, its funding, and who it reports to. Notwithstanding the discussions that await us in the coming year on these topics, I believe that we could request the Defense Ministries of the Hemisphere, which actually design and steer the activities of the Inter-American Defense Board and its College, to create a special fund to finance it, thus disencumbering our Regular Fund of that cost.

- I don’t believe that the Secretary General’s Vision for the OAS was a particularly ringing endorsement of the Board. I nonetheless think his suggestion to approach the Defense Ministries has merit, because in

the end I agree that the Ministers need to weigh-in on what they want from this board, and their commitments to support the IADB as well.

- In the end, we have highlighted the potential of the board to serve the CDMA process as permanent technical secretariat an issue which will be debated in Uruguay in October, and I hope that we can use this the discussion to address the wider issue of ownership, accountability, and resourcing of the IADB.

Prognosis

- So what does the overall picture look like for the board given the current environment?

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- If you are inclined to think “half empty”, there is cause for some pessimism:
 - The Board’s governing statute presents some problems but is unlikely to change given how difficult it is to arrive at consensus;
 - There are competing views regarding defense and security institutional alignment at a hemispheric versus sub-regional level – a dynamic which is unlikely to change in the short run. This is the vicious circle which results in a ‘competitive rather than cooperative’ atmosphere, distracts the board from focusing on results, and undermines the potential value of the Board;
 - Delivering on the Board’s mandate as well as reforming and modernizing the board will necessitate an increase and then sustained and predictable personnel and financial resources. Given the budgetary outlook and financial pressures in the OAS and within the nations this does not look promising; and

- When “*everyone owns the problem ~ no-one owns the problem*”
Assuming we had all the answers to the problems we see, there is no obvious process, or authority to whom we can appeal.

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- Having said this, I am by my nature an optimist and notwithstanding the challenging environment we are working in, I remain enthusiastic about the prospects for the IADB in the short and long term – the glass is definitely “half-full”. Why do I think this?
 - The overwhelming majority of stakeholders I have met over the past several months have left me feeling very confident that the IADB is seen as an important institution that can, and should be used to greater effect as a key component within national and multilateral cooperation efforts.
 - These same stakeholders have identified a number of issues where the IADB could be tasked to work and add value to the nations, Defense Ministries and the OAS including:
 - Standardized assessment, cooperative capacity building, joint readiness training, enhanced information sharing and coordinated international military response to complex emergencies in the hemisphere;
 - Experiences, lessons learned, best practices and development of international cooperative mechanisms to assure effective defense and military support to civil authorities in combating terrorism, transnational crime and narco-trafficking;
 - Cooperative programs that contribute to defense institutional capacity building and professionalization of armed forces as a key hemispheric priorities that reinforce all four OAS pillars of democracy, human rights, development and security;

- Help in the harmonization, alignment, synchronization, coordination and de-confliction of the strategic issues and work activities within the hemispheric defense and security environment and with sub-regional and international actors.

(Slide 20)

- While there may be competing views and uncertainty in how to confront the security challenges in the Americas – there is general agreement on the nature of the threats and the especially the need for multilateral cooperation sub-regionally and across the hemisphere, including within the defense/military realm. This gives us much common ground to work on, and as a minimum the Board is on everyone's 'radar screen'
- Finally, the fact that we regularly have senior officials from 18-20 countries (large and small) from across all regions of the Americas, speaking Spanish, Portuguese, French and English – discussing, debating and working together in support of our national and collective security interests is incredibly important. The mere existence of the IADB and the IADC, and the fact that nations want to participate is the most important CSBM we have.
- With all these positive perspectives – how can we not be enthusiastic and optimistic? If the IADB did not exist today – I am quite certain that we would be working hard to create it!

Conclusion

- Notwithstanding any of the uncertainty or challenges of working in the political-diplomatic, multi-lingual, multinational defense-security-military world of the OAS and IADB, it is truly an honour and a privilege to be associated with the outstanding men and women representing their nations and serving on behalf of the Americas.
- At the outset of my presentation, I indicated my goal was to convince all of you about the uniqueness of this venerable organization and that it remains a relevant and important hemispheric Confidence and Security Building Measure for defense cooperation in the strategic security environment we face today and as we look to the future.
- Hopefully, I have been successful in my endeavor and I can count on your support and advocacy as well.
- I thank you for your attention and would welcome your reaction, comments or questions.