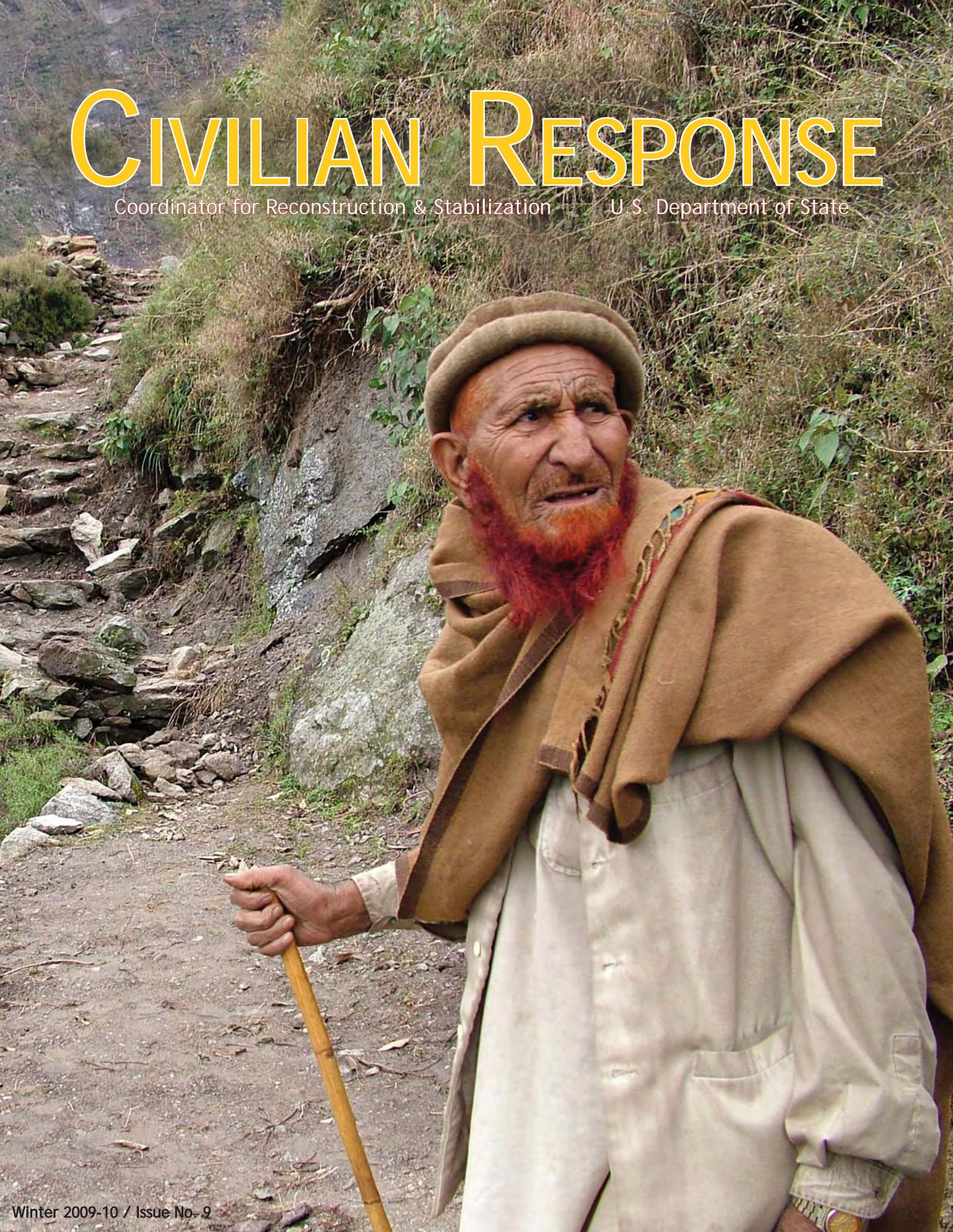


CIVILIAN RESPONSE

Coordinator for Reconstruction & Stabilization

U.S. Department of State



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CIVILIAN RESPONSE

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You can find previous issues of Civilian Response and sign up for our mailing list at: www.crs.state.gov.

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Assessment Teams Deploy to the Democratic Republic of

By Eythan Sontag, member of the Active Component of the Civilian Response Corps and lead for the Coordinator for Reconstruction & Stabilization's Africa Regional Coordination Team

Interagency teams work on the ground to better inform and strengthen U.S. policies

Secretary of State Hillary Clinton's August 2009 trip to Africa demonstrated the Administration's commitment to the continent and to a number of countries in particular. One of those is the Democratic Republic of Congo (DRC), where, during her trip, five priority areas for collaboration with the Government of the DRC were identified: Economic Governance, Anti-Corruption, Agriculture and Food Security, Sexual and Gender-Based Violence and Security Sector Reform.

The Civilian Response Corps is playing a major role in bringing rapidly deployable sectoral and generalist skill sets to the overall assessment effort, which ultimately seeks to help strengthen U.S. policies in the DRC toward the goals of promoting peace, stability and prosperity for this important central African country.

Upon returning to Washington, the Secretary and the U.S. Ambassador to the DRC requested the support of the Coordinator for Reconstruction & Stabilization (S/CRS) to assist in the coordination of interagency assessment teams to address these areas in conjunc-

tion with other U.S. Government (USG) stakeholders. Working in close collaboration with the State Department's Africa Bureau and the U.S. Agency for International Development (USAID), S/CRS led the coordination process in identifying interagency assessment teams, assisting in refining scopes of work initially proposed by the U.S. Embassy to the DRC in Kinshasa, arranging logistics and providing personnel and funding assistance for travel. These sectoral assessments are intended to enhance the United States' engagement in the DRC through a whole-of-government approach.

Operating under the authority of the Chief of Mission, the teams will clearly identify ongoing programs, initiatives, and actors in their respective sectors, and any gaps that may exist. Teams are expected to provide recommendations that enhance diplomatic engagement in the five priority areas and develop initial indicators to track progress, leverage existing resources for "quick wins," and propose initiatives or possible funding streams for additional or complementary activities.

This effort is a significant opportunity for S/CRS to deploy interagency teams in support of a reconstruction and stabilization (R&S) mission at the request of the U.S. Embassy in the DRC. In collaboration with the U.S. Embassy, various State Department bureaus, USAID and other agencies participating in the Civilian Response Corps, S/CRS helped build teams with a strong mix of qualified U.S. Embassy/USAID Kin-

shasa staff, Civilian Response Corps and non-Corps personnel, including several private sector experts. Nearly a dozen of the Corps's Active component members from six different federal agencies (the Departments of State, Agriculture, Justice, Health & Human Services, Treasury, and USAID) are participating in the assessment teams, as well as representatives from the Department of Defense. Teams range in size from 5-7 individuals, with a total number of roughly 33 personnel directly participating in the teams' efforts on the ground in the DRC.

S/CRS is coordinating the logistical support for all Civilian Response Corps officers as well as a number of other USG and non-USG team members. A senior S/CRS officer will serve in Kinshasa as coordinator for the teams. S/CRS will staff this position for three months, during which time the coordinator will focus on expediting logistical, substantive and technical issues, serving as a focal point for the assessment teams and identifying other points of assistance for S/CRS and the interagency in the DRC. The interagency assessment teams and the U.S. Embassy-based coordinator are supported by a Washington, D.C. reach-back team that provides supplementary analytical, policy, logistical, or technical assistance. The team is comprised primarily of staff from S/CRS, State Department's Africa Bureau, USAID's Africa Bureau and other members of the interagency – particularly when relevant assessment teams are in the field.



Congo



As part of the pre-deployment process, S/CRS, in collaboration with State Department's Africa Bureau and USAID, convened a number of meetings for team members, provided templates, read-ahead books and references, organized intelligence briefings and coordinated with the Foreign Service Institute (FSI), which provided a comprehensive 3-day seminar covering political, security, humanitarian, social, economic and cultural issues that successfully expanded team members' knowledge of the DRC context. This FSI program was groundbreaking for the African Studies Division in its focus on a specific country rather than a wider region.

Teams are deploying in three phases for two-weeks. The Economic Gov-

ernance and Anti-Corruption teams arrived concurrently in country on December 5, 2009. The other teams are scheduled to deploy in middle and late January 2010. Teams will conduct assessments in Kinshasa and other areas of the DRC, such as in Katanga Province or in the Kivus, and will provide initial findings and recommendations to the U.S. Ambassador prior to departing the DRC. The teams will subsequently draft more comprehensive sectoral reports and will provide briefings in Washington on their assessments.

Working closely with the State Department and USAID as well as with

other U.S. Government agencies, S/CRS is fulfilling its mandate under National Security Presidential Directive-44 and Reconstruction and Stabilization Civilian Management Act of 2008 to help connect the expertise of both traditional foreign affairs agencies and domestic departments in support of an R&S mission in a country of strategic importance to the U.S. ■

Partnership with U.S. Embassy to Bangladesh Results in **Award-Winning Mission Strategic Plan**

By Jon Danilowicz, Political/Economic Counselor at the U.S. Embassy to Bangladesh, and Melissa Bentley, Planning Officer in the Office of the Coordinator for Reconstruction & Stabilization

Recognition of the value of a whole-of-govern- ment approach to strategic planning

A year-long partnership between the Office of the Coordinator for Reconstruction and Stabilization (S/CRS) and the U.S. Embassy to Bangladesh in Dhaka has resulted in the FY 2011 Bangladesh Mission Strategic Plan (MSP) being recognized by the U.S. Department of State as the “MSP of the Year.” This award recognized the Embassy’s embrace of the S/CRS-inspired whole-of-government approach to strategic planning. This significant accomplishment flowed from the Embassy’s strong integration, unity of purpose, and strategic approach to planning. The award also highlighted the value of S/CRS’ innovative assessment and planning process that united the Embassy around a common understanding of the local environment, an overarching U.S. Government (USG) goal, and the strategy for achieving that goal.

At Ambassador James Moriarty’s request, in January 2009 S/CRS deployed a team to facilitate a whole-of-government strategic planning process at the Embassy timed to coincide with Bangladesh’s transition to democracy after a two-year caretaker government period. This process involved person-



nel from all Embassy sections, including the Departments of State, Defense, and Justice, and the U.S. Agency for International Development, and produced a USG Three-Year Strategic Plan for Bangladesh. This whole-of-government plan described the critical dynamics affecting stability in Bangladesh and articulated an overarching USG goal for the country, the strategic objectives necessary to achieve this goal, and the approaches required to promote stability within the country. This overarching three-year plan informed, and will



the Ambassador requested that an S/CRS team return to Dhaka to facilitate a comprehensive review of the Strategic Plan. In October 2009, S/CRS deployed a three-person team to the Embassy to support the Ambassador's goal of making the Plan, and the planning process, a "living tool." Rather than placing the Plan on the shelf following its completion, the document had become a tool for monitoring progress and supporting decision-making and coordination across the Mission. Senior leadership at the Embassy participated in the review, noting that the process had become as important as the product given its ability to unite the Country Team around a common goal.

As part of the ongoing review process, the S/CRS team guided the Embassy in looking back over the previous nine months to critically assess progress towards previous objectives,

This process helped to re-invigorate the Embassy's whole-of-mission vision, provide a shared understanding of the environment, and reinforce the already strong integration that existed at Post.

ing stability, and discuss their progress towards achieving the Embassy's goal. This process helped to re-invigorate the Embassy's whole-of-mission vision, provide a shared understanding of the environment, and reinforce the already strong integration that existed at Post. The S/CRS team worked alongside the Embassy's previously established working groups to review the strategic plan and recommended that these working groups subsequently form the core of Post's on-going assessment and planning processes. As a result, the working groups have been charged with undertaking periodic reviews of the environment and the Embassy's strategic objectives. Moreover, the Embassy will also use the Plan as a vehicle to link the Mission's strategic vision with existing planning and reporting requirements.

After departing Dhaka, the S/CRS team stopped at United States Pacific Command (PACOM) to brief on the whole-of-government planning process and the review of the Bangladesh Plan. In this respect, a whole-of-government plan can serve as a tool to inform military planning and highlight areas for increased collaboration. Further briefings have been planned for Washington stakeholders.

The planning process that informed Bangladesh's MSP presented an opportunity for S/CRS' planning process to unite the interagency around a shared story of what the USG aims to accomplish in Bangladesh and to provide the Embassy the opportunity to clearly organize its efforts around one common goal. Given the success of this pilot, S/CRS is considering offering similar planning support to select other Embassies facing reconstruction and stabilization challenges. ■

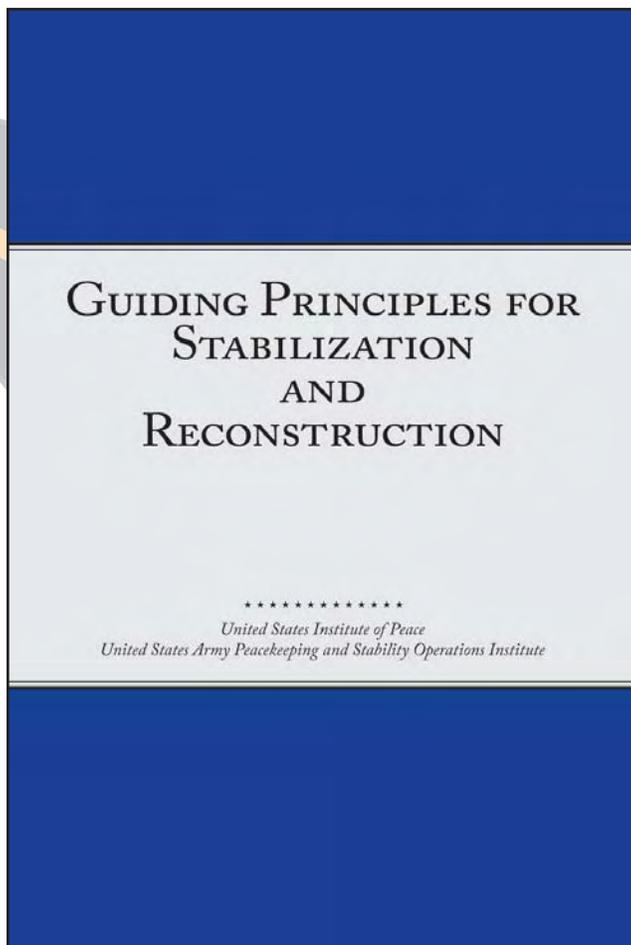
continue to inform, the basis of several iterations of the Embassy's annual MSP.

In addition to serving as a guideline for the Embassy's MSP, this document provided a framework for monitoring progress towards achieving USG objectives and instituted a quarterly review process. Following an initial in-house review by the Country Team in June,

assess changes in the local environment, and update the Strategic Plan based on these changes and evolving priorities. The review process included personnel from across the interagency and allowed participants the space to step back and assess the current situation in Bangladesh, review their strategy for promot-

“Guiding Principles for Stabilization and Reconstruction” A Strategic Roadmap for Peace

By Ambassador John Herbst, Coordinator for Reconstruction & Stabilization



A strategic roadmap for civilians engaged in reconstruction and stabilization missions is long overdue. As the United States and its international partners remain committed to Afghanistan, the need for strategic guidance that is comprehensive, institutionalized, and truly shared across institutions has never been clearer.

The Office of the Coordinator for Reconstruction & Stabilization is pleased to announce the Guiding Principles for Stabilization and Reconstruction — the first strategic “doctrine” ever produced for civilian planners and practitioners involved in peacebuilding missions. Developed by the United States Institute of Peace and the U.S. Army Peacekeeping and Stability Operations Institute, the manual is a practical roadmap for helping countries transition from violent conflict to peace. One year ago, the U.S. Army rolled out its unprecedented Field Manual 3-07: Stability Operations, which established the U.S. military’s support role in these operations. The Guiding Principles manual released today is a complementary publication, designed to support the civilian side of the U.S. inter-agency — those entrusted to lead these challenging missions.

The Guiding Principles manual offers two important contributions: 1) a comprehensive set of shared principles and 2) a shared strategic framework. Both rise directly from the enormous wealth of knowledge and experience that has accrued across the global peacebuilding community over the last two decades. The development of the manual involved intensive vetting and consultation sessions with NATO planners, British stabilizers, UN peacebuilders and other key partners. It also involved a thorough review of hundreds of doctrinal documents produced by the very institutions that have toiled in these difficult environments.

The strategic framework is the cornerstone of the manual and is based on a validated construct of common End States, Necessary Conditions and Major Approaches. It embraces five shared end states for these missions: a safe and secure environment, rule of law, stable governance, a sustainable economy and social well-being. Together, the framework and shared principles offer a critical tool for educating and training the hundreds of officers in the Active, Standby and

Helping countries transition from violent conflict to peace

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Deepening Cooperation with International Partners

By Sarah Pierson and Hsueh-Ting Wu, International Engagement Officers in the Office of the Coordinator for Reconstruction & Stabilization

This fall, the Office of the Coordinator for Reconstruction & Stabilization (S/CRS) made significant steps towards building more effective civilian response capabilities through deepening cooperation and collaboration with global partners. Such international engagement helps S/CRS not only perform more effectively, but also leads to improved real-world outcomes. By sharing the reconstruction and stabilization (R&S) burden with partners who are motivated to augment their own R&S capacity, S/CRS saves resources, works more efficiently by reducing duplication of effort, and garners increased legitimacy.

Washington Workshops

In October, S/CRS hosted participants from 12 countries (Australia, Canada, Denmark, Finland, France, Germany, Italy, Japan, Norway, Sweden, Switzerland, and the United Kingdom) and four international organizations (the United Nations, World Bank, Organization for Security and Co-operation in Europe, and European Union) for two gatherings: the Washington Workshop on Reconstruction, Stabilization, and Peacebuilding and the 2009 Stability Operations Training and Education Workshop. At both workshops, participants focused on practical steps to enhance reconstruction and stabilization and peacebuilding capabilities and to achieve greater cooperation and interoperability among bilateral and multilateral actors.

The first workshop addressed four key areas: knowledge management and lessons learned; deployable civilian capabilities; policy, strategy, and resources; and engaging the Global South countries to encourage the development of civilian R&S capabilities. The second workshop centered on training and education and was comprised of four thematic work groups, one of which focused on international partners. Discussions centered on areas of common training needs; current types of joint training and education; lessons learned to date; and opportunities and potential obstacles for increased collaboration.

Concluding the two workshops, partners agreed to set up one omnibus working group with the potential for sub-working groups.



Principals Meeting

In November, Ambassador John Herbst met with partners from S/CRS's counterparts in Australia, Canada, Germany, Netherlands, and the United Kingdom. These countries have already established, or are building, civilian expert capabilities and whole-of-government tools, similar to the United States' Civilian Response Corps, to prevent and respond to international crises. This gathering marked the expansion of this group to include the Office of the Australian Civilian Corps; Germany's Division at the Foreign Office in Berlin responsible for Civilian Crisis Prevention and Peacebuilding; and the Netherlands' Peace Building and Stabilisation Unit (PSU), in addition to the previous participants, Canada's Stabilization and Reconstruction Task Force (START) and the United Kingdom's Stabilisation Unit (SU).

At the meeting, the participants endorsed the formation of the International Community of Practitioners Working Group to continue the work of the October 2009 Washington Workshop. Additionally, the principals reaffirmed the importance of increasing information sharing on possible country engagements, training/exercise opportunities, and building partnerships.

This example of partners working together in civilian response complements similar efforts among our militaries, and will continue to reinforce the efforts our countries are pursuing through multilateral and regional organizations. ■



Reclaiming Ungoverned Spaces: Darien Province, Panama

Assessing deteriorating security in an isolated region of Panama

By Peter Kranstover & Claire Sneed, Conflict Prevention Officers in the Office of the Coordinator for Reconstruction & Stabilization

In recent years, the Revolutionary Armed Forces of Columbia (FARC) have been making inroads into southern Panama. The Darien, situated on the border with Colombia, is the southernmost province of Panama. This lush tropical valley, flanked on three sides by mountains, is renowned for its biodiversity. While eco-tourists flock to the region for its pristine rainforest, criminal groups are moving in for a different reason. The Darien Gap, the only break in the nearly 30,000 mile Pan-American Highway, provides a safe haven for those attempting to evade Colombian security forces.

Traditionally, the Darien received little attention, in part due to the region's geographic isolation and "frontier" reputation, and in part because

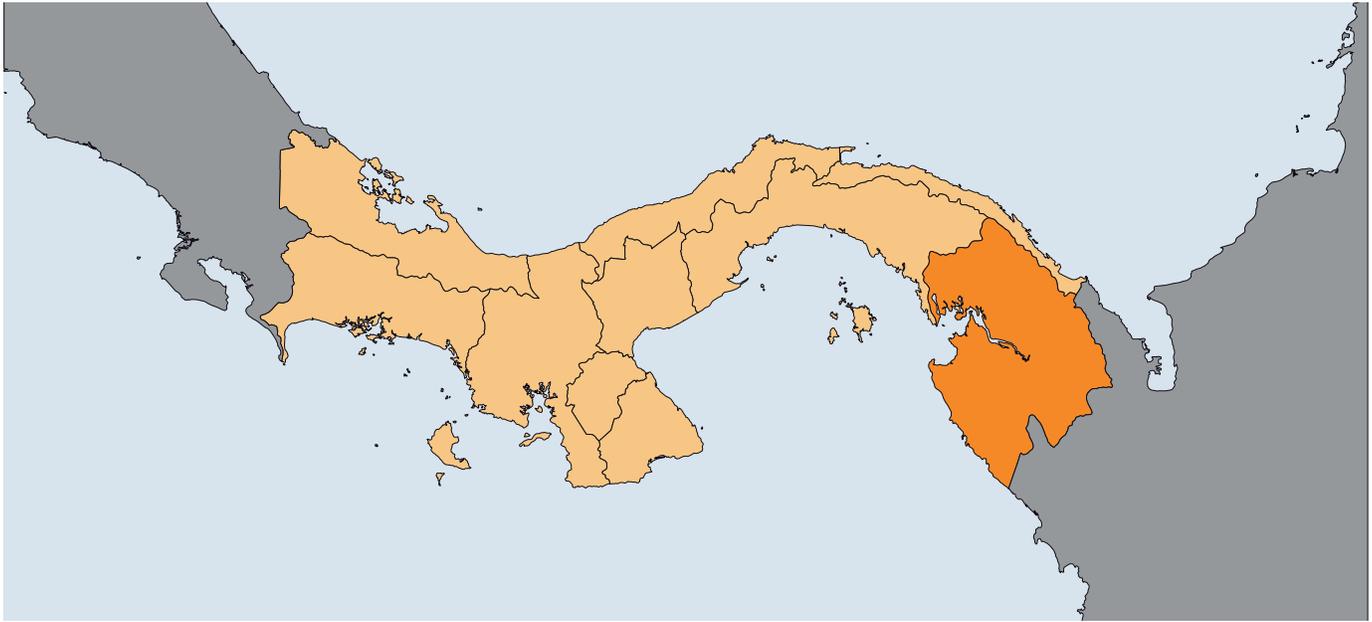
the FARC had not previously unduly bothered Darien residents. This changed when the Colombian government to the South made real inroads in defeating the FARC. Rebels increasingly fled Colombia through the mountains into the Darien and made greater demands on local residents. FARC presence prompted growth in trafficking networks and gangs, particularly in the areas inhabited by indigenous peoples like the Embera in Southeast Darien. Evidence that the FARC was recruiting indigenous youth sparked concerns in Panama's capital. It became clear that the country would have to pay attention to this ungoverned space, or the problem could grow out of hand.

In an effort to respond, in August

2008, the Panamanian government formed a new border patrol unit, known as SENAFRONT, to concentrate on law enforcement and security along Panama's border with Colombia in the Darien. Meanwhile, with Panamanian elections scheduled for April 2009, the U.S. Embassy took the opportunity to engage with donors and both national and local government on a more coordinated approach to solving the problem in the Darien.

The U.S. Ambassador to Panama, Barbara Stephenson, asked the Coordinator for Reconstruction & Stabilization to help facilitate an interagency assessment at her post in April 2009. The goal was to use the Interagency Conflict

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Funding to Increase Security in the Darien

Keeping out destabilizing drug trafficking organizations

By Bogdan Pintilie, Transatlantic Diplomatic Fellow, and Peter Kranstover, Conflict Prevention Officer in the Office of the Coordinator for Reconstruction & Stabilization

Following the success of the conflict assessment conducted at the U.S. Embassy to Panama in April 2009, the Office of the Coordinator for Reconstruction & Stabilization (S/CRS) invited the U.S. Embassy in Panama to submit a proposal for funding under Section 1207. The Section 1207 program administered by S/CRS provides immediate reconstruction, security, or stabilization assistance to maintain peace and security in countries that are unstable. Panama's Darien region is in danger of becoming a base of criminal operations for the Revolutionary Armed Forces of Colombia (FARC) and other drug trafficking organizations (DTOs). The influx of DTOs in the area threatens the stability of the country and the flow of commerce through this vital crossroads of the Americas.

The goal of the Panama Section 1207 project is to build the Government of Panama's capacity to maintain the security of its extended southern borders,

Three major program elements:

- 1 Improving effectiveness of government services and assistance programs
- 2 Improving quality of life to prevent and deter recruitment of local young people into the FARC and DTOs
- 3 Improving citizen security through support to the National Frontier Service

the Panama Canal, and the infrastructure that makes Panama so important to global trade. Application of Section 1207 funds will prevent destabilizing elements from coalescing in the Darien while coordinating Panama Government activities there. The total Panama Section 1207 project is \$5.07 million and includes funds for national organization capacity building and to prevent recruiting into the FARC and other DTOs.

The Section 1207-funded program builds upon the conclusions of the previously conducted conflict assessment

and is based on three elements:

1. Improving effectiveness of government services and assistance programs by encouraging and supporting the appointment of a Darien coordinator who would be responsible for coordinating and monitoring all Government of Panama actions in the Darien, and the formation of a Darien coordinating body that would bring together Government of Panama, international and civil society stakeholders in the Darien.

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The Malakand

Addressing the Root Causes of Violent Conflict in Pakistan through

By Maria Stephan, Planning Officer in the Office of the Coordinator for Reconstruction & Stabilization

“Today, Malakand stands at a critical crossroads. A timely and effective response will help the people of the division move towards a peaceful future. The challenge of rebuilding is compounded by the ongoing need to counter extremism, requiring the government to rebuild better through engaging the full participation of local communities.”

- Shakeel Qadir Khan,

Director General and Lead Economist of the Pakistani government's Provincial Relief, Rehabilitation and Settlement Authority

The Malakand Division of Pakistan, a large region in the volatile North-West Frontier Province (NWFP), is a central front in Pakistan's struggle against violent extremism. It is also the focus of a robust Pakistan-led stabilization and reconstruction effort that is garnering significant international attention. The area, a former tourist haven that includes the districts of Malakand, Swat, Shangla, Buner, Dir, and Chitral, has been in the throes of a power struggle between the Pakistani state and local militants for nearly two years. In late April, following the collapse of a fragile peace deal between the Taliban-affiliated Tehrik-e-Nifaz e Shariah-e-Mohammadi (TNSM) group and the NWFP provincial government, the Government of Pakistan (GoP) launched a military offensive against the Taliban in several parts of Malakand Division, including the Swat Valley. Following the military operation, Pakistani President Asif Ali

Zardari and Prime Minister Yusuf Raza Gilani called for international assistance in stabilizing the region.

The first priority was responding to a humanitarian crisis – an estimated 2 million Pakistanis were displaced as a result of the fighting between the Taliban and the Pakistani Army in the NWFP. In order to address the systemic causes of violence and weak governance in the Malakand Division, President Zardari's government called on the Friends of Democratic Pakistan (FoDP), a forum of key partners created in 2008, to help shape and fine tune a comprehensive stabilization and reconstruction strategy for Malakand. The initial fruit of that effort, a five-year **Comprehensive Stabilization and Socio-Economic Development Strategy for Malakand Division**, was finalized and presented by the GoP on 25 August to the FoDP Ministerial meeting in Istanbul, where it was positively received

and endorsed. This endorsement was further reinforced a month later at the FoDP Heads of State Summit in New York on the margins of the UN General Assembly.

The **Comprehensive Strategy for Malakand, also known as the Malakand Pilot Project**, is an important example of how external actors can support locally owned and operated reconstruction and stabilization. It also highlights how multilateral actors can unify their efforts to support a host nation struggling to address the drivers – as opposed to the symptoms – of violent extremism.

The Mission

In response to the urgent request made by Pakistan's democratically elected civilian government, the Coordinator for Reconstruction and Stabilization was asked to field an international team of planners and technical experts to support the NWFP provincial

Mission

Local-International Partnership



government in shaping their existing plans into a comprehensive strategy for stabilizing, rebuilding and developing the Malakand Division as it emerged from the conflict. As a result, Merrie Archer, a senior planner at S/CRS with extensive experience working in conflict zones, led a team consisting of U.S. and UK members, including the U.S. Department of State's Office of the Coordinator for Reconstruction & Stabilization (S/CRS), the U.S. Agency for International Development (USAID), the UK's Stabilization Unit (SU), and the UK Foreign and Commonwealth Office (FCO) in a visit to Islamabad in late July. The team agreed to a whole-of-government planning process for conflict transformation in Malakand and had three weeks to support the GoP to complete the task. This consisted largely of a series of fa-

cilitated planning and strategy sessions for technical experts from the federal and provincial levels of the Pakistani government, as well as participants from the UK, UN agencies, Japan, Australia, Netherlands, South Korea, Sweden, Germany and other partners.

Two salient aspects of the Malakand mission were the unprecedented level of coordination and co-operation between local and international partners, and the integrated whole-of-government planning approach that the team adopted. The local host for the three-week planning effort was the Provincial Relief, Rehabilitation and Settlement Authority (PaRRSA), a Pakistani governmental body created in June to lead the plan-

ning and implementation of rebuilding activities within the NWFP government. Prior to the arrival of the international team, PaRRSA's director general and lead economist, Shakeel Qadir Khan, drafted a report describing the post-conflict needs of the Malakand population, highlighting specific projects in the governance and security, education, health, and infrastructure sectors. Introducing the report, Khan wrote:

"Today, Malakand stands at a critical crossroads. A timely and effective response will help the people of the division move towards a peaceful future. The challenge of rebuilding is compounded by the ongoing need to counter extremism, requiring the government to rebuild better through engaging the full participation of local communities."

By highlighting the participation of local communities and stressing a bottom-up rebuilding process, Qadir had put his finger on the most critical aspect of any successful reconstruction effort. The major task for the international team would be to help PaRRSA transform its project-oriented "wish list" into a truly comprehensive strategic plan that fundamentally addresses the drivers of conflict in Malakand and the NWFP in a cross-sectoral manner.

A Hybrid Planning Process

In recent years, S/CRS and SU have been strengthening the institutional relationship that enabled their joint efforts in Pakistan to begin from a similar methodological starting point. This relationship strengthened the multilateral aspect of the planning process, which draws from some of the best features of the comprehensive and the integrated whole-of-government approaches.

Upon arrival in Islamabad, the U.S.-UK planning team met with colleagues from the U.S. Embassy, including Jerry Feierstein, the Deputy Chief of Mission; Jean Arnault, the UN Special Envoy to Pakistan; and Alistair King-Smith from the British High Commission in order to gain situational awareness and to plan a course of action.

The international team also met with Shakeel Qadir Khan, PaRRSA's director general and formerly the NWFP's lead economist, as well as other Pakistani provincial and federal interagency officials, representatives from FoDP embassies, the UN, and international financial institutions including the World

Bank. These initial meetings focused on identifying the critical conflict dynamics in Malakand, including the drivers of conflict and the sources of societal resilience. The U.S. government's Interagency Conflict Assessment Framework, a methodology for analyzing multi-dimensional conflicts, was adapted to guide the pre-planning efforts. This examination of the drivers of the problems in Malakand and the NWFP, and potential avenues for addressing them, led to a clearer understanding of the complexities of the region.

The next two steps for the planning team were to help Pakistani colleagues develop an overarching transformational goal and to settle upon key strategic objectives necessary to achieve that goal. Identifying key planning risks and assumptions was an important part of the critical analysis. A series of spirited expert working group meetings drew on the expertise of numerous Pakistani functional and sectoral experts from the federal and provincial government as well as members of the international community. After several meetings fu-

eled by the excellent lunches provided by the Pakistani Foreign Ministry, the team adopted the following overarching goal: *"Malakand Division achieves an increasingly secure environment, where the rule of law prevails, with an improved system of governance, where public services are restored and the potential of the region for constructive economic growth is tapped, creating opportunities to turn the people, especially youth, into an asset for the region, and resulting in a secure, prosperous and tolerant place, free from the dangers of militancy."*

To support that goal, the working groups identified seven supporting strategic objectives. Taken together, these objectives outline the complex "problems" that must be resolved in order to achieve the goal, and seek to transform the conflict by changing its trajectory from a negative one into a positive one on the road to viable peace for the region.

Having established the key objectives necessary and sufficient to achieve their goal, the hybrid (local-international)

Strategic Objectives for Malakand

- 1 The government provides adequate security and ensures speedy dispensation of justice, which is responsive to the people of Malakand, thereby proactively countering the threat of militancy.
- 2 The role of traditional institutions and alternative dispute mechanisms is strengthened.
- 3 The governance structures of Malakand are reformed and responsive to the people of Malakand Division, thereby instilling a sense of confidence in the government by the population.
- 4 The government's capacity to provide necessary services to the people of Malakand is enhanced, in support of the development of the socio-economic profile of the region.
- 5 Malakand Division's economic infrastructure is developed, encouraging private and international investment to provide adequate resources and opportunities for sustained economic growth for all.
- 6 A system exists that can tap into the people's potential by enhancing the population's capacity, particularly the energy of the youth, to become assets to improve socio-economic growth in the region.
- 7 The image of Malakand is restored as a secure, prosperous, and tolerant place, secure from the dangers of militancy.



Swat Valley in Malakand Division

working groups worked together to develop specific tasks and activities, and to sequence and synchronize those tasks and activities in time, space, and purpose to advance those key strategic objectives. The working groups organized themselves according to four key “pillars” into which the seven strategic objectives were grouped: security, rule of law and governance; social services; economic growth and infrastructure development; and technical education and poverty alleviation. Importantly, the Pakistani experts in the working groups recognized that even multi-sectoral solutions didn’t necessarily integrate solutions effectively across problem sets. The working groups identified a number of “cross-cutting issues” that affected all of their deliberations. These included

community participation, gender equality, environmental sustainability, human rights, provincial and district capacity building, accountability and transparency, and conflict sensitivity.

Back in Washington, an S/CRS support team helped the field personnel organize various parts of the planning process. They helped develop an initial line of inquiry building on the inter-agency conflict assessment framework

Back in Washington, an S/CRS support team helped the field personnel organize various parts of the planning process.

that allowed the team in country to elicit from GoP counterparts their key concerns about drivers of conflict and windows of opportunity for addressing them. Later, the support team assisted

local counterparts in developing metrics and indicators to assess progress on each of the seven strategic objectives, and using a metrics framework for assessing the impact of the stabilization strategy on the conflict. Accordingly, the working groups in Islamabad adapted these metrics into their strategic plan.

The Product and Follow-Up

Following three weeks of facilitated, structured dialogue in Islamabad, the planning team and counterparts from the federal and provincial levels of the Pakistani government produced a 40-page strategy for Malakand that included the Pakistani vision for what Malakand should attain within five years: objectives, cross-cutting issues, risk analysis, metrics, coordination structures, and a roadmap for implementation. The resulting Malakand strategy is highly significant from a local, a regional, and



The planning team meets with President Zardari and his Cabinet to review the penultimate draft of the Comprehensive Strategy for Malakand. (From left: Daniel Rogers, S/CRS Civilian Response Corps; Alan Burke, UK Stabilisation Unit (SU); Bela Kapur, SU; Merrie Archer, S/CRS; President Zardari; Shannon Darcy, USAID; Larry Dolan, USAID; Bill Kelley, Department of State; Masoud Malik, USAID)

Top left: The team works with Pakistani counterparts to refine the overarching goal.

Bottom left: S/CRS Senior Planner Merrie Archer shakes hands with President Zardari.

an international perspective. It is a comprehensive reconstruction and stabilization plan developed expressly at the direction of the Pakistani government with key support from international partners. It is an actionable strategy that has been informed by local conditions and underpinned by a bottom-up approach to rebuilding, particularly important as it provides a framework for both Pakistani and international partners to coordinate efforts. This strategy formulation on its own would be significant given the time and logistical constraints the planning team overcame. When one further considers the complexity of the environment in Malakand and the diverse groups of actors and interests, the team's accomplishment is remarkable.

At a meeting with the President and his Cabinet to review the penultimate draft of the plan, President Zardari emphasized that the Comprehensive Strategy for Malakand provides an example of cooperation and planning that should be used as a model for planning for the stabilization of other parts of Pakistan, a comment echoed by the FoDP. PaRRSA director Shakeel Qadir Khan presented the Comprehensive Strategy to Minister-level representatives to the FoDP, the U.S. Special Representative for Afghanistan and Pakistan, and other high-level

audience members at the August 25th FoDP ministerial in Istanbul, Turkey. Given the overwhelming agreement and support for the Malakand strategy at the Istanbul ministerial, the main goal of the strategy formulation and planning process, to achieve wider FoDP and GoP buy-in for a Malakand strategy, was clearly achieved.

The Comprehensive Malakand Strategy was also introduced at the first Summit of the FoDP on the margins of UN General Assembly on September 24th, under the co-chairmanship of President Obama, President Zardari, and Prime Minister Brown (UK). The Summit Leaders praised the special effort made by the GoP in designing a strategy for the reconstruction and development of the Malakand Division, in close consultation with the Friends of Democratic Pakistan, and reinforced their commitments to offering further humanitarian and early recovery assistance for those in need, and also to the reconstruction of affected areas.

Implementation planning, the next stage in planning for stabilization and reconstruction, is equally vital. This stage, in which the strategies for each objective are deepened, mapped out and woven together, is necessary before the GoP and donors begin mapping actual

projects against the higher order strategy so that there is a clearer picture of how the objective is to be achieved. The purpose is to ensure that each objective includes all actions both necessary and sufficient to achieve that objective. Conversely, activity-mapping merely matches some good activities to a goal, but without giving implementers the full means for achieving that goal. The Malakand Strategy places heavy demands on the Zardari government and provincial officials to coordinate with the international community to properly resource and implement key tasks outlined in the strategic plan. "It is imperative," according to S/CRS Civilian Response Corps member and member of the advisory team in Islamabad Daniel Rogers, that "the momentum of cooperation generated from the initial process be sustained."

The GoP worked closely with the World Bank and Asian Development Bank to finalize a Preliminary Damage Needs Assessment, which was released in November 2009, and to initiate a more rigorous Post-Crisis Needs Assessment to address the underlying causes of conflict across the entire NWFP. As PaRRSA envisions it, the Comprehensive Strategy for Malakand

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GearingUp

Equipping the Civilian Response Corps

By Elizabeth Minor of the Office of the Coordinator for Reconstruction & Stabilization and Matt Shugert of the Office of Civilian Response at the U.S. Agency for International Development

The Civilian Response Corps is gearing up – literally. With over 500 Standby members recruited and 50 new Active members hired (with 200 more on the way), the initiative is moving full steam ahead. However, recruiting, hiring, and training these rapid responders is only half of the story. The men and women of the Civilian Response Corps will be deployed to some of the most isolated and restricted overseas locations and will need specialized equipment to support them in the field.

The Department of State and the U.S. Agency for International Development are purchasing a variety of individual and team equipment to facilitate rapid deployment of Corps members. There is enough individual equipment to support

the deployment of 250 Civilian Response Corps members, from both the Active and Standby components.

Corps members will be trained on the use of this equipment in the newly designed Security for Non-Traditional Operating Environments (SNOE), a course that emphasizes hands-on application of skills and aims to replicate the stresses and conditions that Corps members might experience in the field.

From the Darfur in Sudan's isolated west, to Colombia, members of the Civilian Response Corps have been, and will continue to be, at the forefront of challenging reconstruction and stabilization missions; and their equipment needs to be just as versatile and expeditionary as they are. ■

Civilian Response Corps Standard Equipment

Team medical kits, solar powered equipment rechargers, and office start-up kits

These items will allow Corps members to remain as resource-neutral as possible and avoid placing a burden on the receiving embassy.

Protective gear

Items such as ballistic protective vests, helmets, and fire retardant gloves will help protect Corps members from many of the dangers of serving in non-permissive environments.

Fully armored vehicles

Corps members will be able to maintain freedom of movement in semi and non-permissive environments through use of the twenty-eight fully armored vehicles that are scheduled for delivery in 2010. The vehicles will also be available for use by other U.S. Government employees supporting reconstruction and stabilization missions abroad.

Mobile communications equipment

The Corps deploys a variety of completely self-contained, solar-powered packages available to keep Corps members in constant contact with Washington and others in the field when they are working away from post.

Election Support Team for Afghanistan

By Tom Reich, Deputy Director for Planning for the Coordinator for Reconstruction & Stabilization. Mr. Reich spent five months in Afghanistan from May through October 2009.

In March 2009, the Special Representative for Afghanistan & Pakistan called on the Coordinator for Reconstruction & Stabilization (S/CRS) to assemble an interagency team to look at resource needs for the August 20 elections in Afghanistan. In response, S/CRS fielded an interagency team of experts from the Departments of State and Defense, and the U.S. Agency for International Development (USAID) to conduct an assessment. This Interagency Election Support Team produced a set of recommendations and a work plan that guided U.S. Government efforts to boost security coordination, enhance operations, and strengthen fairness and transparency to ensure broad participation in the election. The deployed 10-person team used this plan as a guide to identify gaps and shortcomings in the 2009 Afghan electoral process and find solutions to help promote a credible, inclusive, and secure election.

From mid-May through early November 2009, the S/CRS Interagency Election Support Team was deployed to Embassy Kabul, where it established strong working relationships with personnel already assigned

to the Embassy, in particular the political section and USAID, many of whom had been working with energy and effectiveness in promoting a successful election. The de-

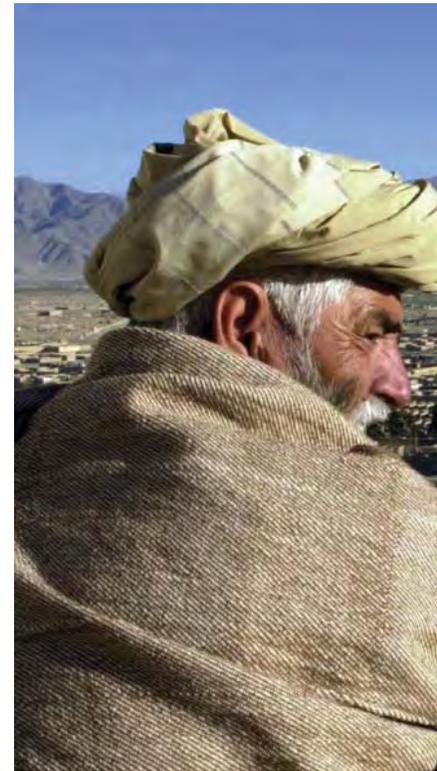
ployed team -- made up of personnel from the Departments of State and Defense, the U.S. Agency for International Development, and several independent election experts -- augmented the work begun by personnel assigned to the post, and carried out a variety of lines of effort.

The Election Team provided expert assistance to the Afghan Independent Electoral Commission (IEC) to ensure the IEC had a sound management and logistical organization to carry out the national presidential election on August 20.

They strengthened the Electoral Complaints Commission's (ECC) ability to detect and investigate election fraud. The Election Team not only furnished planning assistance to the ECC, but worked with the ECC and IEC to develop a comprehensive plan for auditing ballot boxes. This plan was utilized after the election and detected widespread fraud in a number of voting centers.

The Election Team was able to fill critical gaps in the Afghan election process which enabled the Afghan authorities both to conduct the election itself, and to detect the widespread fraud...

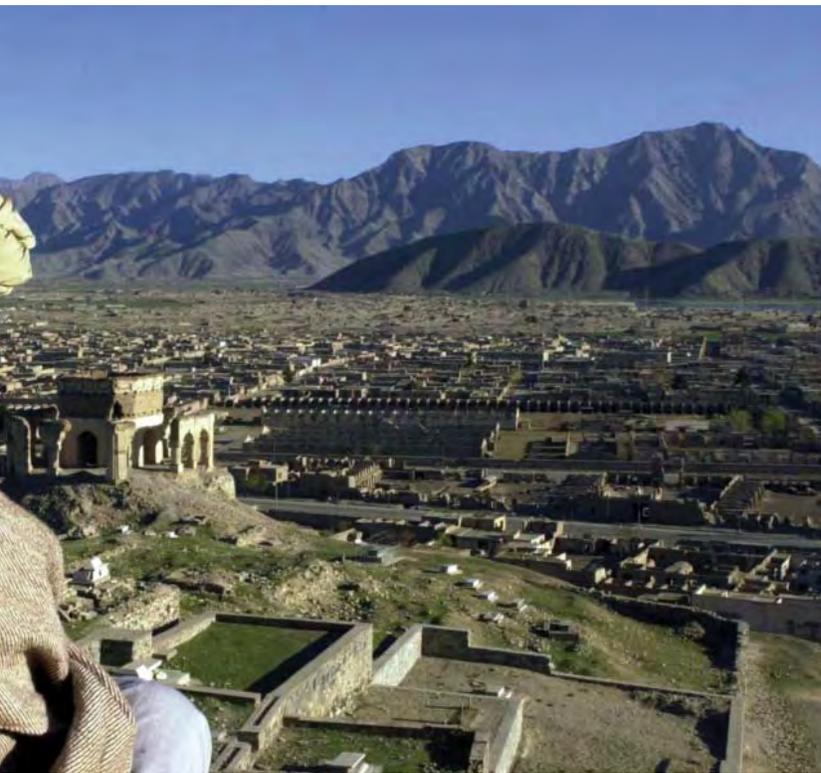
The team established an "observer secretariat" to enhance transparency and visibility among the various international observer missions that deployed to Afghani-



stan. The secretariat enabled the missions to make decisions about where to station their personnel, so the observers could deploy to critical locations around the country. The Election Team was also instru-

mental in ensuring that a number of observer detachments around the country (from several different countries) were able to link up with NATO security assets and logistical support from Provincial Reconstruction Teams.

Through USAID, contracted with an established international opinion research firm to produce several public opinion polls and conduct regional focus groups



Above: A man looks out over the capital city, Kabul, where the Election Team was stationed. Right: The Election Team, Independent Electoral Commission, and International Foundation for Electoral Systems (IFES) inspect the first real Presidential and provincial ballots for quality and security measures.



in the period before the election. This information helped inform the Team and the Embassy on Afghan attitudes toward the campaign, key issues, and candidates well before August 20.

The Election Team was able to fill critical gaps in the Afghan election process which enabled the Afghan authorities both to conduct the election itself, and to detect the widespread fraud which occurred in a large number of provincial voting centers. While the election is generally

seen as so heavily laden with fraud as to be a failure, this perception overlooks the success in the Afghans themselves performing many of the logistical and organizational tasks necessary to hold a national election, an experience that is key to building a national election capacity for the future. In addition, the demonstrated success of the ECC in detecting fraud, and of the ECC and IEC in working together to agree to throw out the fraudulent votes, bodes well for the future of at least the technical level of Afghanistan's election machinery. ■

A group of men in outdoor gear are gathered in a wooded area, practicing survival skills. They are kneeling on the ground, focused on their tasks. One man in the foreground is using a knife to work with a piece of material. Other men are also working with tools and materials scattered on the ground. The scene is outdoors with trees and grass visible in the background.

Civilian Response Corps members practice using flints and improvised materials to start fires.

Summertime SNOE

Fieldcraft Training for the Civilian Response Corps

By Eythan Sontag, member of the Department of State's Civilian Response Corps-Active Component

The crack of bullets and explosions pierce the air. Tires squeal and skid as vehicles corner tightly at high speed around curves and dirt roads. Global Positioning System units beep and handheld radios crackle as field missions are planned and carried out.

These are just a few of the sounds that characterize the experience for students participating in one of the Department of State's most atypical training curriculums: Security for Non-Traditional Operating Environments (SNOE). The course is designed specifically for the growing cadre of U.S. Government civilians – members of the Civilian Response Corps – who are prepared to deploy on a moment's notice to conflict-affected countries throughout the world. Students gain critical knowledge and field skills that will help them more ef-

fectively and safely function in unconventional and austere environments, often beyond the reach of U.S. civilian or military support structures.

SNOE, developed jointly between the Bureau of Diplomatic Security and the Office of the Coordinator for Reconstruction and Stabilization (S/CRS), is entirely unlike the average training most Foreign or Civil Service officers receive. The focus is on "hard skills" that can be utilized in high-threat and remote circumstances – ranging from the jungles of Africa to the mountains of Afghanistan. Topics include everything needed for a hostile or semi-permissive environment including, surveillance detection, trauma first-aid, hostage survival, personal safety practices, weapons familiarization, improvised explosive device awareness, mission planning,

land navigation and high-threat on- and off-road driving techniques. The course adopts an "experiential" approach that emphasizes hands-on application of the skills. While some of the training is conducted in classrooms, the majority of it is in the great outdoors – aimed at replicating to the maximum degree possible the stresses and conditions that corps members might experience in the field.

At the outset of the course, students are issued a range of field equipment, from first-aid kits, to body armor to personal survival packs to GPS units. SNOE instructors cover the use and maintenance of this gear, and students have ample opportunity to put the items into practice. Few, if any, of the State Department's training classes actually encourage participants to start fires (with a flint and knife), build improvised shelters (using trash bags, survival gear

A Civilian Response Corps member practices administering first-aid to a team member.



or material from the local environment) or to signal for helicopter evacuation (employing signaling panels or mirrors). The kit, while often essential in carrying out typical Civilian Response Corps missions, is only as helpful as the ability to utilize it correctly; the SNOE course ensures that its students gain a basic familiarity and proficiency with the equipment so that it can be effectively used when the time and circumstances require it.

The first iteration of SNOE ran from mid-June to early July 2009, and was held at various training venues in Virginia and West Virginia. Instructors included a mix of contractors with extensive military, law enforcement or other specialized experience;

The focus is on “hard skills” that can be utilized in high-threat and remote circumstances

highly trained medical personnel; and Diplomatic Security driving, weapons, security and explosives experts. The Civilian Response Corps students represented not only S/CRS, but also other components of the Department of State

and other agencies, including the Department of Justice’s Marshal Service and the Department of Health and Human

Services. Participants’ diverse reconstruction and stabilization backgrounds – in such places as Iraq, Afghanistan, Africa, the Balkans, Asia and Latin America – added practical perspectives

and context to the course.

SNOE culminates in a field training exercise that synthesizes many of the topics covered in the previous three weeks of training. Throughout the course, instructors feed students information about a notional conflict-impacted country where they will eventually “deploy.” The vast range space of U.S. Marine Corps Base Quantico serves as the venue for this notional country, and role players – acting as displaced persons, tribal leaders, militants and other characters – set the stage for SNOE participants to practice mission planning, navigation, surveillance detection, driving and a host of other hard skills.

Participants in the pilot course departed Quantico physically and mentally fatigued, but also fulfilled by the new competencies they had gained and the knowledge that they will be better equipped for future missions. ■



PARTNER PROFILE

Commerce

By John Dickerson, member of the Active Component of the Civilian Response Corps at the U.S. Department of Commerce, Commercial Law Development Program



Coordinator for Reconstruction & Stabilization, Ambassador John Herbst (center) welcomes Commerce Civilian Response Corps members at their first specialized Reconstruction and Stabilization Orientation Training.

In 2008, the Secretary of State formally launched the Civilian Response Corps with an Active component of “first responders” and a Standby component of additional personnel trained and available to support reconstruction and stabilization (R&S) missions around the world. As one of the eight federal executive departments and agencies participating in the Corps, the U.S. Department of Commerce has jumped in with both feet and continues to develop resources in support of the initiative.

Employees from across the entire Department have enthusiastically answered recruitment efforts. Commerce hired its first two members of the Active component in early 2009, and is presently filling its Standby positions with personnel from across the Department. In fact, by the end of the first quarter of FY 2010, Commerce expects to have its full complement of Standby subject matter experts on board, ready to train and serve.

In December of 2009, the Coordinator for Reconstruction and Stabilization, Ambassador John Herbst, had the opportu-

nity to thank and welcome most of the Department of Commerce Civilian Response Corps members at the Department’s first specialized R&S Orientation Training. The purpose of the training was to ensure each member has a general understanding of the value added that all of Commerce’s participating agencies/bureaus can bring to an R&S environment. Nine different agencies/bureaus were highlighted in the training with case studies of how they participated in past R&S missions.

To build its ability to participate in and provide support for the Civilian Response Corps, one of the first challenges facing Commerce was to map the skill sets of its agencies/bureaus and personnel to the identified essential tasks to support countries in transition from armed conflict or civil strife to sustainable stability. Given the size and diversity of Commerce, this was no easy task. Through this mapping exercise, it was discovered that most of the bureaus of Commerce have subject matter expertise that could be of value to the larger R&S efforts of the federal government. In fact, many bureaus have a long history of providing such support, albeit on an ad

hoc basis to date.

In preparing to integrate and coordinate its R&S activities with the Civilian Response Corps, Commerce designed and implemented a tabletop experiment to assist in the development and testing of the Department's processes and procedures to support the early phases--activation, assessment and planning, and mobilization, among others--of a Civilian Response Corps deployment. The initial experiment was so successful in meeting its goals that Commerce is currently planning a second tabletop experiment focused on the development and testing of the Department's reach-back capabilities to be conducted in FY 2010.

In addition, Commerce recently

completed a "Capabilities for Reconstruction and Stabilization Missions" white paper summarizing its capabilities for R&S missions which, in turn, provides a basis from which the Department will create educational training modules to acquaint employees and third parties with the R&S capabilities of Commerce. The white paper, as well as our process for developing it, has been shared with other Civilian Response Corps Participating Agencies to inform their own efforts.

A key to Commerce's success has been senior-level visible support and commitment to the R&S program. In fact, the R&S program office was recently moved to the Commerce Secretary's Office of Policy and Planning, which

will expand the program's visibility and increase its ease of coordination across the bureaus and offices of the Department. Work sharing and leveraging of knowledge within Commerce is facilitated through the internal R&S liaison network. Such intra-departmental cooperation, coupled with the ongoing support of senior management, has allowed Commerce to make great strides in standing-up its portion of the Civilian Response Corps. ■



Commerce Support Activities in Reconstruction & Stabilization

Commercial Law and Development Program

Undertook *capacity building activities* for the Petroleum Contracting and Licensing Directorate of Iraq's Ministry of Oil. Their focus was on the successful negotiation and implementation of durable contracts with international oil companies.



National Telecommunications and Information Administration

Deployed an advisor to Iraq to provide *advice and assistance regarding the telecommunications sector* and related matters such as proposed policy, legislation, regulation, training and education, commercialization, and international and local compliance matters.

National Oceanic and Atmospheric Administration

Provides *weather data* on Afghanistan that is incorporated into the Famine Early Warning System, which, in turn, assists various government agencies and non-government agencies in the planning and implementation of R&S activities.



International Trade Administration

Afghanistan Investment and Reconstruction Task Force *organized the first Afghan Marble and Stone Conference*, which took place in Kabul, to encourage foreign direct investment, use of modern technology and equipment, and better management techniques, to develop one of Afghanistan's industrial sectors of comparative advantage.



National Institute of Standards and Technology

Deployed an advisor to Iraq to work with the Iraqi national standards body, as well as relevant Iraqi ministries involved in setting or using standards, to *lay the groundwork for a functioning and coherent national infrastructure for standards and conformity assessment*.

United States Patent and Trademark Office

Conducts numerous conferences, seminars and programs on all aspects of intellectual property rights and enforcement, with activities held at its facilities in the U.S., as well as at overseas locations, including Bahrain, Bosnia, Ghana, Nepal, Nigeria, Oman, and Yemen.



An Anthropological Expedition

By Linda Cowher, Deputy Director of Strategic Communications for the Coordinator for Reconstruction & Stabilization

Cognizant of the need to train Civilian Response Corps members on the human history of a country and region before they deploy, the Office of the Coordinator for Reconstruction & Stabilization (S/CRS) introduced itself to the community of anthropologists when Senior Planner Don Boy, who has an advanced degree in anthropology, and Strategic Communications Deputy Director Linda Cowher traveled to Philadelphia on December 4th to participate in the fourth annual Employer Exposition co-hosted by the American Anthropology Association (AAA) and the National Association for the Practice of Anthropology (NAPA). Held on the margins of the annual AAA/NAPA Convention, the Employer Exposition offered public, private, and non-profit organizations employing anthropologists a chance to explain how they can contribute to the innovation, creativity, and effectiveness of these groups. Anthropologists visiting the Employer Exposition booths learned about the various ways in which these

potential employers might utilize their skills outside of the traditional academic career path.

In addition to S/CRS, participating federal government agencies included the U.S. Agency for International Development, the National Institutes of Health, the U.S. Government Accountability Office, and the National Oceanic and Atmospheric Administration. For six straight hours, a continuous stream of curious anthropologists, both professors and graduate students, visited the S/CRS booth. Although the overwhelming majority had never before heard of S/CRS, most evidenced strong interest in learning more about its mission and about possible short- or long-term employment opportunities as area studies trainers for Civilian Response Corps deployments, providing subject matter expertise and anthropological insight to conflict dynamics assessment, or as full-time members of S/CRS corporate staff. ■

*“Guiding Principles...”
continued from page 8*

Reserve components of the U.S. Department of State’s Civilian Response Corps.

While there is no silver bullet for the immense complexities of these operations, the Guiding Principles manual is a must-read for all levels of individuals involved in any aspect of a reconstruction and stabilization mission, be it decision-making, assessment, planning, training and education, implementation or metrics. It is the bible for reconstruction and stabilization operations.

Our mission in the Office of the Coordinator for Reconstruction & Stabilization is to lead, coordinate and institutionalize U.S. government civilian capacity to respond in these environments. The manual augments this mission by establishing a set of baseline principles that can help improve U.S. interagency cooperation, along with cooperation with our partners at home and abroad, including national govern-

ments, international institutions and nongovernmental organizations. By institutionalizing and translating into practical guidance the many lessons we have learned, we can help free decision makers, planners and practitioners from the ad hoc approaches of the past. ■

*Reclaiming Ungoverned...
continued from page 10*

Assessment Framework (ICAF) to help evaluate the assumptions behind the Embassy’s approach to dealing with the deteriorating security situation in the Darien. The Coordinator sent a small team to Panama for three days to help the embassy in this effort.

With the Coordinator’s support, Ambassador Stephenson led the senior country team in a series of discussions on the topic of FARC incursions, the resulting growth in narco-criminal activity, and Panama’s ability to respond. The discussions were organized using

the ICAF methodology, which provides a format for people with different perspectives to come to a common understanding of the dynamics that feed into and diminish conflict in a given context. The assessment exercise is designed to promote better coordination in the planning and execution of diplomatic, defense and development efforts undertaken by various agencies of the U.S. Government.

Ambassador Stephenson saw the ICAF as a way to examine assumptions about the sources of conflict in the area in order to develop a more effective strategy to support stabilization in the Darien region. The ICAF process, she noted, brought to the fore a number of different perspectives on Panama and the Darien. Formally examining these differing perspectives helped the embassy team establish a shared understanding of important influences in Panama and the Darien. These influences or factors included the indigenous

leadership, a local sense of tradition and autonomy, and the rich resources and potential of the region, all of which serve to frame any prescription for an increased Panamanian government presence in the area.

As one embassy team member later commented, "It was very useful to have someone from outside come in and question our assumptions and 'force' us to defend our strategy from scratch. The assessment helped to purify our thinking on the issue, eliminating issues that while interesting and potentially important in a larger sense, were not central to our Darien strategy. The major pillars of our strategy (such as at-risk youth and community policing) were validated by the process, though our understanding of the major drivers of conflict was clarified, which helped us explain better what we were trying to do."

Ambassador Stephenson later summed up the conclusions of the ICAF for the Los Angeles Times: "The situation in Panama," she said, "argues for working with at-risk youth to prevent gang violence from taking root, and for training the police in community policing principles so they form strong ties with their communities -- a proven recipe for preventing crime."

The outcome of Embassy Panama's deliberations is exactly the type of approach the ICAF is designed to foster: an integrated, thoughtful and coordinated approach to drawing on the full range of U.S. resources, both civilian and military, represented in the embassy country team in order to help a country address challenges to its stability. ■

Funding for...
continued from page 11

2. Improving quality of life to prevent and deter recruitment of local young people into the FARC and DTOs. The project would provide funds for the Darien coordinator to quickly fund and execute high impact projects in critical areas that will im-

prove water systems, schools and health care facilities, or improve economic opportunities. This funding would also be used to fund programs for at-risk youth in local schools and communities and an information operations campaign in the Darien to encourage FARC members to turn themselves in, and to discourage residents of the Darien from collaborating with or joining the FARC or DTOs.

3. Improving citizen security through support to the National Frontier Service (SENAFRONT). Funds will be used to create a dedicated training center for the National Frontier Service to improve their capabilities at community policing and law enforcement in a jungle setting, and make it possible to increase the size of the force in the mid-term. Section 1207 funds will also be used to provide bonuses for the Frontier Service when units deploy to remote locations in support of other 1207-related activities.

Successful implementation of the Panama Section 1207 project will help the Government of Panama reestablish its presence in this relatively isolated region and maintain security in an area that many in Panama hope will serve as a buffer against conflict in Colombia. ■

The Malakand...
continued from page 16

will help guide the initial response to the crisis and be subsequently informed and updated based on the results of the Post-Crisis Needs Assessment. In order to ensure the timely implementation of the Malakand strategy, Director Shakeel Qadir has called for a timely drafting of a detailed implementation plan that prioritizes and synchronizes key activities. "In tandem, capacity at the provincial and district levels will be enhanced by strengthening PaRRSA and district-based implementing departments for the sectors," he writes.

"Working together on the development of the Malakand Strategy has not

only shown how the U.S. and the UK can operationally combine their accumulated R&S [reconstruction and stabilization] expertise; it has, more importantly, demonstrated how international expertise can support and inform host-nation efforts to use an integrated approach and conflict transformation methodology to respond to internal crises," said Bela Kapur, Conflict Advisor in the UK's Stabilisation Unit. This, in essence, is a new and unprecedented use of our combined capabilities. "Our work in Pakistan with the Malakand Strategy is a first-of-its-kind planning mission. Our civilian responders working side by side with their international counterparts, is the wave of the future for civilian engagement in reconstruction and stabilization," said Ambassador John Herbst, Coordinator for Reconstruction & Stabilization.

Conclusion

As the GoP expands its military operations to South Waziristan and other parts of the Federally Administered Tribal Areas (FATA), it is critical that, after the dust settles, non-kinetic stabilization efforts in these areas receive pride of place. This central conclusion was emphasized by Pakistani officials and local leaders involved in the Malakand planning process, according to Merrie Archer:

"Although the Malakand strategy only extends to assisting the Malakand Division at this time, the concept and final product could be replicated in the conflict affected areas in the FATA and, more broadly, to other areas of Pakistan that are vulnerable to rising extremism and militancy." ■

The Congressman and Ambassador Herbst sit in on training for members of the Civilian Response Corps.



Congressman Farr Visits the Civilian Deployment Center

By Terry Heide, Special Advisor for Legislative Affairs for the Coordinator for Reconstruction & Stabilization

Congressman Sam Farr (D-CA-17) and two members of his staff, Marc Hanson and Debbie Merrill, were hosted by the Coordinator for Reconstruction & Stabilization, Ambassador Herbst, for a visit to the National Conference Center in Lansdowne, Virginia, on Monday, December 7, 2009, to see the Office of the Coordinator for Reconstruction & Stabilization (S/CRS) and the U.S. Agency for International Development (USAID) in action. The visit was both an opportunity for Mr. Farr to support the Naval Post Graduate School, which is in his congressional district, and a chance to tour the Civilian Deployment Center.

The Center for Reconstruction Studies at the Naval Post Graduate School was holding a course entitled “Tools for

Cross-Cultural Understanding” for 40 U.S. government and international participants, including 15 Civilian Response Corps members. Matt Vaccaro, Director of the Center, was on-hand to greet the party. Mr. Farr and Ambassador Herbst provided a few remarks to the class and then participated as students in a portion of the afternoon session. The course instructor, Tatsushi Arai, Assistant Professor of Conflict Transformation at the School for International Training in Vermont, did an excellent job of making Mr. Farr and his staff part of the case study on cultural elements of the conflict in Iraq.

Following the class, USAID provided a tour of the Civilian Deployment Center, which is housed at the National Con-

ference Center. John Champagne, from USAID’s Office of Civilian Response, gave a short overview of the Civilian Response Corps and answered questions before John Watson, also of the Office of Civilian Response, provided a tour of the current and proposed deployment facilities. A highlight of the tour was a display of the equipment. Mr. Farr and his staff were impressed by the quality of the equipment, particularly the armored vests for use by Corps members in non-permissive environments.

Mr. Farr came away from the day’s visit and tour with a greater appreciation of the work that S/CRS and the Office of Civilian Response are putting into training and equipping the Civilian Response Corps for current and future reconstruction and stabilization missions. ■

Civilian Response Corps Member Profile



Donna Kerner

Donna Kerner is one of the first members of the Active component of the Civilian Response Corps at the U.S. Agency for International Development (USAID). She came on board in July 2009 as a Disarmament, Demobilization, and Rehabilitation Specialist (DDR). Donna has worked in politically complex positions in Iraq, Afghanistan, Uganda, Liberia, Burundi, Sudan, Kosovo, Macedonia and Croatia. Most recently, Donna was Senior Civil-Military Planner at the Department of State's Office of the Coordinator for Reconstruction and Stabilization and worked at USAID's Office of Transition Initiatives (OTI) as Africa Deputy Team Leader.

Ms. Kerner was the first Active Component Corps member from USAID sent to the field for temporary duty. In October, she began a three-month assignment in Goma, Democratic Republic of the Congo (DRC). The purpose of her mission was to assist the USAID Mission's efforts in Goma serving as its eyes and ears on the ground, feeding information back to the Mission about issues, discussions, and initiatives with their locus in North and South Kivu. Serving as USAID Kinshasa's interim representative in Goma provided Ms. Kerner the opportunity to take a closer ground view of the dynamics of the various partners conducting DDR activities in eastern DRC. By engaging other actors such as United Nations agencies, other donor representatives, provincial and local government authorities, Donna provided a comprehensive assessment of some of the core stabilization initiatives currently underway in the region. Donna returned from the DRC in late December and is looking forward to future deployments. ■



CIVILIAN RESPONSE

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