

U.S. Department of State

CIVILIAN RESPONSE

The Newsletter of S/CRS



Standby Response Corps:
Making a Difference
(see page 5)

Office of the Coordinator for Reconstruction and Stabilization

February-March 2008, Issue No. 3

CIVILIAN RESPONSE

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Message from the Coordinator



The Civilian Stabilization Initiative (CSI), unveiled on February 4 as part of the President's budget request for Fiscal Year 2009, is the culmination of two years of work by 15 agencies led by S/CRS to determine the civilian capacity needs of the U.S. Government to respond to the stabilization challenges that we face and will continue to face over the next decade.

Building on our experiences in Iraq, Afghanistan and elsewhere, CSI will allow us to provide the civilian partner that our armed forces need to convert military victories into long-term success. More importantly, if employed early and effectively, civilian intervention may avoid the need to put "boots on the ground" in the first place. This civilian capacity is flexible and also can be used in operations with the UN and other partners where our interests are at stake. When needed, rapidly-deployable, trained, and equipped civilian experts will be able to support our troops and reduce their burden in conducting reconstruction and stabilization activities.

CSI provides the full complement of U.S. civilian personnel -- from within multiple civilian agencies and the proposed U.S. Civilian Reserve Corps (CRC) -- that we need to respond to national security challenges arising from weak and failing states. With CSI, when a crisis erupts we will be able to send out rule of law and policing experts from State and DOJ, economic experts from Commerce and Treasury, border security experts from Homeland Security, and conflict and recovery officers from USAID, just to name a few, within 48-72 hours. These "first responders" will be backed up by thousands of volunteer civilian reservists from across the country -- police officers, lawyers, civil engineers, city planners, agricultural experts, and others -- who are trained, ready and able to implement a coordinated reconstruction and stabilization strategic plan tailored to local conditions.

The development of the CSI proposal has been a true team effort, and it has enjoyed extraordinary support from our armed services, USAID and other civilian agencies, the academic community, and members of Congress. I look forward to giving U.S. policymakers the missing tool they need to respond effectively to complex crises that threaten our national interests around the world.

–John E. Herbst

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Introducing the Civilian Stabilization Initiative

On February 4, President Bush unveiled the Administration's proposed budget for Fiscal Year 2009. It includes \$248.6 million for the Civilian Stabilization Initiative (CSI), a coordinated interagency effort to build the necessary civilian expertise so that the U.S. Government can respond rapidly and comprehensively to assist states at risk of falling into conflict, and to partner effectively with the U.S. military, international actors, and local governments and citizens to restore stability.

CSI includes \$75.2 million in funding for the Active Response Corps (ARC), an interagency cadre of trained and equipped "first responders" who can deploy within 48-72 hours to countries in crisis. Positions included in the ARC will be spread across the Department of State, the U.S. Agency for International Development, and the Departments of Justice, Agriculture, Health and Human Services, Commerce, Treasury, and Homeland Security. The budget also funds training for members of the Standby Response Corps (SRC) drawn from within these agencies. (A companion article in this issue describes the SRC, its mission, and how to join it. An article on the ARC appeared in the January 2008 issue of *Civilian Response*.)

The President's budget request also provides \$86.8 million for the U.S. Civilian Reserve Corps (CRC). Reservists will be drawn from the private sector, and state and local governments across the United States, with expertise in the range of knowledge, skills and abilities necessary to assist with a transition from crisis including: policing and rule of law, infrastructure development, economic stabilization, agriculture, governance, and the provision of basic services. (For more details, see the article on the CRC in the December 2007 issue of *Civilian Response*.)

The early period after a crisis is often when the international community can have the greatest impact, but the gap in civilian capacity has impaired our ability to rely on civilian agencies for this task. Therefore, CSI also includes \$63.6 million in start-up funding for initial deployment and civilian force protection that

will lay the groundwork for successful transition in countries in crisis. The Administration has also requested authorities to allow the Secretary of State to transfer funds to further support deployments.

Through CSI, civilian first responders can coordinate in the field with U.S. or coalition military forces, international organizations and NGOs, and local governments and citizens. They can initiate the reconstruction and stabilization (R&S) assessment, planning, program design, negotiations, and training necessary to assist countries in restoring law and order, saving lives, stabilizing the economy, and providing the essential services that allow societies to avert or transition from conflict.

Account	FY08 Actual	FY09 Request
Civilian Stabilization Initiative		\$248.631
<i>Active and Standby Response Corps</i>		\$75.220
<i>U.S. Civilian Reserve Corps</i>		\$86.768
<i>Civilian Force Protection, Support and Deployment</i>		\$63.629
<i>Office of the Coordinator for Reconstruction and Stabilization (S/CRS)</i>	\$7.505	\$23.014
**Figures in millions of dollars		

Finally, CSI provides \$23 million for the Office of the Coordinator for Reconstruction and Stabilization (S/CRS) to implement the President's directive on management of R&S operations. This includes building and supporting the civilian capacity requested in CSI, and providing the leadership necessary for whole-of-government strategic planning, analysis, policy direction, and coordination of U.S. Government R&S activities.



CSI is a major step forward in equipping the U.S. Government with the capabilities it needs to manage 21st century challenges. As Secretary Rice testified on February 13, “the truth is we really did not have, either in any department or in the U.S. Government as a whole, an institution that could really deal with post-conflict stabilization. And yet, whether it is the major efforts in places like Iraq or Afghanistan or smaller efforts in places like Liberia or Haiti or, we hope one day, to help reconstruct a democratic Cuba, it is going to be necessary that we have the civilians who can do that. And the Civilian Response Corps will allow Americans to dedicate themselves for a year or so to taking their skills as city planners or as people in rule of law or as health experts and go and help to spread prosperity.”

S/CRS-led Interagency Conflict Assessment in Eastern Sri Lanka

In January, S/CRS led a U.S. Government (USG) multi-agency team to Sri Lanka to assess conflict dynamics and develop a whole-of-government stabilization strategy for the Eastern province. In response to a request by Embassy Colombo, S/CRS mobilized a broad interagency group in Washington to discuss options for increased U.S. support to help stabilize the Eastern province, recently reclaimed from Liberation Tigers of Tamil Eelam (LTTE or Tamil Tiger) control. At the group’s recommendation, two S/CRS officers joined with two experts from USAID and a Department of Justice officer currently working in Mindanao, Philippines for a three-week mission to assess and provide recommendations for a comprehensive response to the Eastern “opportunity.”

The consultative process in Washington was particularly beneficial due to the significant challenges facing the U.S. Mission in Sri Lanka. U.S. resources for Sri Lanka had been cut substantially, in part due to the country’s relative

marginalization as other regional priorities took precedence. In addition, Sri Lanka had been scrutinized due to allegations of Government involvement in human rights violations. As a country characterized by over twenty-five years of intractable civil war, the Mission faced substantial hurdles to attracting the attention and resources needed to capitalize on a fleeting and urgent opportunity to prevent a return to conflict in the East. Recognizing the challenges, the U.S. Embassy and the State Department’s Bureau for South Central Asian Affairs (SCA) supported S/CRS formation of a Washington group, engaging offices and agencies from across the USG to look at dynamics and possible tools and resources that might be mobilized to address them.



S/CRS’ Claire Sneed and USAID/CMM’s Judith Dunbar with Eastern Province Batticaloa District Government Head following meetings regarding security for upcoming district elections (Photo: Kevin Kittridge, Department of Justice)

In Sri Lanka, the assessment involved dialogues between the Colombo and Washington teams, and over sixty meetings in Colombo and the Eastern province. Meetings were held with government ministers and other policy makers, provincial and district-level government officials, central and regional commands of the Sri Lankan Armed Forces and National Police, Supreme Court Justices, minority group leaders, civil society,



conflict-affected and displaced communities, and representatives of the international donor and NGO community. Throughout the three weeks of facilitated discussion and meetings, the team developed a common understanding of the driving and mitigating factors and dynamics linked to regional instability. The process of building a consensus from diverse - and divergent - U.S. government perspectives enabled a holistic strategy, using diplomatic, defense, and development tools, to emerge.

The final week in Sri Lanka involved briefings with Sri Lankan Government officials, discussions between team members, and the drafting of the report. The assessment team presented their findings and recommendations to the Country Team, which endorsed them. In Washington, the U.S. interagency group for Sri Lanka is now engaged in review of the strategy report. Embassy Colombo has expressed its gratitude to S/CRS for facilitating a whole-of-government dialogue that led to a concrete strategy and policy recommendations.

Through this effort, S/CRS and USG agencies gained important insights about interagency conflict assessment and prevention planning. First among them is the importance of explaining the analytical process, step-by-step, to all of those involved. This process has generated important lessons learned that will inform the development of the Interagency Conflict Assessment Framework, which will be captured in an After Action Review. A second insight is that of the value of an interagency process and dialogue in reaching a common understanding about the root causes of instability. The Sri Lanka experience reinforced that an interagency analytical process will lead to more effective use and harmonization of all relevant and available USG resources. Finally, this endeavor underscored the importance of a process and product that is field-owned. Ultimately, it is the U.S. Embassy Country Team that must realize an interagency strategy and vision. S/CRS can facilitate the process of integrating different perspectives and expertise from within the U.S. government, but in the end it is the Embassy and actors on the ground who will help bring about durable peace.



The Sri Lankan armed forces restrict civilian sea access as part of counter terrorism efforts. Deep sea access is vital to the livelihoods of the majority of Eastern province residents. The proposed interagency strategy for the Eastern province includes provisions to improve civil-military cooperation to address sea access issues, particularly for those communities displaced, and resettled, away from coastal areas by recent conflict and the 2004 tsunami. (Photo: USAID/ Sri Lanka catalogue)

The Department's Standby Response Corps (SRC): An Opportunity to Enhance and Apply Employees' Expeditionary Skills

The Standby Response Corps (SRC) is a Department-wide program involving employees who fulfill ongoing job responsibilities in their State Department (DOS) bureau or post, but are available on 30 days notice for temporary duty (TDY) deployments of approximately 90 to 180 days in support of reconstruction and stabilization (R&S) missions. The SRC includes Civil and Foreign Service, generalists and specialists. Deployments are voluntary, based on individual and office concurrence in response to a specific mission need.

The SRC was established in 2005 and currently has more than 100 active duty DOS employees on its roster, as well as about



150 Department retirees who can be called back to work on deployments in WAE (When Actually Employed) status. SRC members have deployed for Darfur monitoring missions in Sudan and Chad. They have taken R&S classes at the Foreign Service Institute (FSI), and participated as DOS embeds in Army Civil Affairs Team field training exercises at Ft. Bragg, NC.

In FY 2008 the SRC will expand to include at least 197 DOS and 186 USAID active employees. Significantly, there are plans to expand the SRC to other USG civilian agencies (including Commerce, Agriculture, Treasury, Homeland Security, Health and Human Services and the Department of Justice), bringing the total SRC membership to 500 in FY 2008 and 2000 in FY 2009.



SRC member Gottlieb Duwan (back row, fourth from left) from Embassy Stockholm, with Civil Affairs Team 38 and "Pineland Village" role players during SRC deployment to Operation Certain Trust, North Carolina, October 2007

SRC membership is an opportunity for Department of State Civil and Foreign Service employees to build their skills in operational readiness and crisis response, enhance their foreign affairs professional knowledge, participate in DOS and military training, and apply their individual skills and motivation to implement USG policy goals in an expeditionary environment.

A snapshot from SRC member Keith Mines:

Serving in a Reconstruction and Stabilization job is like being in a small consulate on steroids. You are the RSO, Pol/Econ Section, IPC, OMS, GSO, and PD section, all rolled into one. It is also the place where a career's worth of skills come into play. Most assignments tend to draw out a narrow slice of skills and experience, backed up by an array of specialists. Post-conflict assignments require all the skills one has, and then some, and you are suddenly the specialist on anything from field communications to security. They require intense negotiating skills, with war lords, local officials, and allied and U.S. military officers, and often in an environment where one has precious little to offer. Post-conflict jobs are on the front lines of policy in an environment where information is moving a hundred miles an hour, much of it disjointed or false. Ours is the task of making sense of it and writing rapidly with the eye of a trained observer. They are invariably in austere environments, and certainly making do with few creature comforts is a part of the gig. But there are no awards for suffering, only for getting the job done, so one must still, in that austere environment, make a professional appearance, get out and safely meet people, and have a way for transmitting information. They are usually in environments where translators and locally engaged staff have never worked for an Embassy, and in many cases never worked for anyone. Leadership and mentoring in an intense cross cultural environment are key to successful management. And they are conducted in an environment where interagency cooperation is not optional, but is a baseline requirement for success. This is the environment that brings it all together for a State Department professional.

Eligibility for the SRC

Currently, SRC membership is open to skilled, qualified, and motivated volunteers who are regular, non-probationary Civil and Foreign Service employees of the Department of State.



S/CRS is charged with developing a diverse, multi-talented, resilient Standby Response Corps whose members can deliver their professional and deployment support skills and advance USG goals in the crucible of an evolving, unpredictable R&S mission.

The SRC seeks individuals with background related to R&S and deployment support needs. The core "reconstruction & stabilization sectors" are: Security, Governance and Participation, Humanitarian Assistance and Social Well-Being, Economic Stabilization and Infrastructure, and Justice and Reconciliation. R&S support skills include Management/Administration, Logistics, Public Diplomacy, and Information Management. Additionally, personnel with backgrounds in the military, law enforcement, Peace Corps, NGOs, international development, and disaster/emergency response have skills applicable to SRC missions. Finally, the SRC seeks motivated, multi-talented, adventurous, adaptable, team-oriented individuals.

How would a deployment work?

When SRC members are needed for potential mobilization, S/CRS would search its database for employees with the best applicable skills and training related to the region or situation. Qualification highlights might include service in the country or region, language skill, or key specialized skills needed. S/CRS would then contact the selected personnel and ask them if they are available to deploy within 30 days for the requested period of deployment (usually 90 – 180 days). If the SRC member agrees to the deployment, S/CRS will contact his/her bureau to coordinate agreement on deploying the employee on S/CRS orders for the TDY mission. Deployments would only be finalized with concurrence of the SRC employee, their home office, S/CRS, and the overseas mission.

Applying for the SRC

Applying for the SRC is not a "bid" or application for a new



A Civil Affairs Team member administers first aid to a UN roleplayer "injured" by insurgents during Operation Certain Trust, North Carolina

position. Applications can be made at any time by emailing a resume and/or EP+ profile to src@state.gov, Attn: SRC Coordinator Paul Kreutzer. S/CRS will evaluate applications and respond with information on acceptance or deferral of membership and next steps for SRC members. New SRC members should inform their supervisors of their status and seek to register for baseline R&S courses (PD 560, 561, and 562, lasting five days) at FSI within twelve months of joining or as soon as travel to Washington allows.

S/CRS and the Liberia Interagency Security Sector Reform Assessment

At the request of Secretary of State Condoleezza Rice, and in consultation with Assistant Secretary of State for African Affairs Jendayi Frazer, S/CRS has been contributing to the ongoing U.S. effort to help stabilize and rebuild Liberia. In response to a request from the U.S. Ambassador to Liberia, Donald Booth,



who stressed the pressing need to help the Liberian security services stand up and eventually supplant international peacekeepers, S/CRS Coordinator Amb. John Herbst agreed in June 2007 to send an officer to Embassy Monrovia for 90 days to focus on security sector reform issues. By the end of that

that brought together experts from USAID, Joint Forces Command (JFCOM), and the State Department's International Narcotics and Law Enforcement Bureau (INL). To maximize the impact of the ten-day assessment, Deborah pulled together meetings and interviews, and organized trips up country.



A police station in East Liberia (Photo taken by Assessment Team)

The resulting review highlighted the need to continue U.S. programs on security sector reform and to pursue these efforts in a broad-based approach supporting military and civilian forces as well as a strong justice sector. This insight has worked its way into program design. The timing was fortunate, since INL was in the process of implementing \$5 million in FY07 Supplemental funding earmarked to create a police Emergency Response Unit, which complements continued funding for UN Civilian Police and additional justice sector projects. Lastly, the SSR group proposed a variety of high priority project ideas that could lead to a proposal for funding under Section 1210 of the National Defense Authorization Act of 2008. In sum, this effort, in which S/CRS played a catalytic role, is an example of how the skills and knowledge found throughout the interagency can support concrete results that advance U.S. national security interests. At Ambassador Booth's request, Deborah returned to Monrovia for a follow-on TDY assignment in late 2007 to continue working these issues.

month, Active Response Corps member Deborah Hart was sitting at a desk in Embassy Monrovia. Deborah knows Liberia, having spent two years as Political Officer there in the late 1990s, during President Charles Taylor's authoritarian rule. An avid networker, Deborah reached out to contacts from that era and quickly got to know key Liberian and international players working on security sector reform (SSR). (For Deborah's own account of her initial deployment to Monrovia, see her article in the December 2007 issue of *Civilian Response*.)



The Ministry of Justice transfer of authority ceremony (Photo taken by Assessment Team)

One important challenge was to provide Deborah with support from Washington-based SSR experts. To address this need, S/CRS staff, including a civilian policing expert, joined forces with an informal interagency group that was looking at approaches to SSR in a broad sense. The interagency SSR team read a raft of assessments and reports on Liberia. Overall, it was clear that current U.S. security, justice and development assistance programs have made tremendous progress in a complex environment. There followed a series of video conferences with Embassy Monrovia and broad email exchanges that defined the scope of a four-person SSR assessment team

Liberia faces daunting challenges. At this juncture, the Liberian security and justice services are not yet prepared to respond



fully to threats to stability and peace. However, through efforts such as the SSR assessment, change can be made. The assessment positively influenced USG programming in a very real way; it led to the improvement of the design and implementation of the INL police program as it works with the Liberian government, the United Nations, and the Irish government (also a donor) on a new Emergency Response Unit for the Liberian National Police. The United States is Liberia's largest bilateral donor, and this effort is one example of how the skills and knowledge found throughout the interagency can create a successful, comprehensive intervention that supports positive concrete results.

Northern Lights: S/CRS Outreach to Canada

Among the many international partners with which S/CRS has developed ties, the closest are the UK's Stabilisation Unit (formerly the Post-Conflict Reconstruction Unit) and Canada's Stabilization and Reconstruction Task Force, or START. On December 21, 2007, S/CRS Coordinator Ambassador John Herbst traveled to Ottawa, Canada to deepen these ties. Part of the Ministry of Foreign Affairs, START was established in September 2005 to help the Canadian government create a whole-of-government approach to respond to countries in crisis or at risk of crisis.

In a series of meetings with his counterpart, Director General Robert Derouin, and other policymakers, Ambassador Herbst discussed possible avenues of closer collaboration between Canada and the United States. While communication among S/CRS, START, and the United Kingdom's Stabilisation Unit is already strong, both Herbst and Derouin believe it would be helpful to reach out to other countries, such as Japan, India, and Brazil.

Ambassador Herbst and Director General Derouin also met with Jill Sinclair, Assistant Secretary to the Cabinet in the Foreign and

Defence Policy Secretariat of the Privy Council Office, the equivalent to the National Security Council. Sinclair was interested in hearing more about the role S/CRS is playing in the U.S. approach to reconstruction and stabilization (R&S) and believes that further work can be done between the two countries to improve collaboration efforts on the ground.

Finally, Ambassador Herbst met with Colleen Swords, an Assistant Deputy Minister in the Ministry of Foreign Affairs, to elaborate on the goals and way ahead for S/CRS. Swords noted that both START and S/CRS have faced many similar challenges in creating a new and innovative approach to countries facing crises and that the two agencies can learn much from each other as they expand and grow.

After returning to Washington, Ambassador Herbst commented: "It was an important and productive trip. It is essential to work closely with foreign counterparts to create a more integrated approach to complex situations on the ground. I am sure S/CRS and START will continue to have a mutually beneficial relationship."

START's website may be found here:

http://www.dfait-maeci.gc.ca/foreign_policy/start/start_strt-en.asp.

Ambassador Herbst returned north of the border on February 9 to address a three-day international conference, "Coordinating Chaos," organized by the Trudeau Centre for Peace and Conflict Studies at the University of Toronto. The U.S. Consulate in Toronto arranged for Ambassador Herbst's participation. Ambassador Herbst delivered an address on "Coordinating Actors in Stabilization Operations" as part of a panel discussing "The Stabilization Period."

To a large audience comprised of students and international leaders of R&S policy and operations, Ambassador Herbst laid out S/CRS's mandate to coordinate USG actors in R&S operations and to create a civilian capacity to staff these



operations. He described the steps that S/CRS has taken thus far to create this capacity and progress the office has made on increasing coordination between USG agencies. Ambassador Herbst also stressed the importance of international coordination in response to failed states. He noted that S/CRS has been working with Canada's START and with the UK's Stabilisation Unit to identify areas for collaboration. He suggested that R&S operations require not only coordination between governments but also cooperation amongst societies at large.

While conference participants expressed interest in U.S. and Canadian plans for whole-of-government approaches to R&S crises, the very current issue of Canada's involvement in Afghanistan remained much on the minds of all involved. As the conference progressed, Canada's parliament was debating the Canadian military's future role in Afghanistan. A number of speakers at the conference related their experiences in coordinating Canada's presence in Afghanistan, including Brigadier General D.A. Fraser, Commandant of the Canadian Forces College, with whom Ambassador Herbst met while in Toronto.

Other presenters drew on experiences in Somalia, Kosovo, Macedonia, Democratic Republic of Congo, East Timor, and Uganda. These case studies served to remind the audience of how far the international community has come in our efforts to coordinate responses to failed states—and how far we have to go.

S/CRS Profile: Anne Bodine

Anne Bodine is a Foreign Service Officer with the Department of State (DOS) who is currently serving as the Director of the Active Response Corps (ARC) in the Office of the Coordinator for Reconstruction and Stabilization (S/CRS). Bodine joined the Foreign Service in 1986 as an economic officer. She has a

range of experience: from management jobs at economic sections in the Levant and in the Near East bureau in Washington to working on Middle East peace process issues, post-war reconstruction in Lebanon, and Provincial Reconstruction Teams (PRTs) in Afghanistan. Through her work with the PRTs and two follow on assignments in Iraq, Bodine was introduced to S/CRS and its mission to prevent and respond to conflict. As a result, she saw S/CRS as the logical next step in her 21-year Foreign Service career.

As the Director of the ARC, Bodine has the rare opportunity to weigh in on the Washington side of issues she "encountered in the far remove of the field." She is committed to injecting her field experience into policy-level discussions aimed at improving State's capacity to become more expeditionary, particularly increasing the preparedness of the people it deploys. Bodine supervises an 11-person ARC team. ARC members' primary responsibility is to deploy to conflict areas on very short notice to bridge the gap until further surge staff can be mobilized.



Active Response Corps Director, Anne Bodine

Bodine's experience makes her an ideal choice for the job. She has been able to impart valuable lessons from her own experiences, whether in providing insights on ways to improve interagency communication, revising the training curriculum for staff she expects are more likely to confront dangerous or unsafe field environments, or looking for ways to streamline efforts by tying into USAID capabilities. Bodine's efforts to expand the ARC's operational capacity are paving the way for additional civilian surge elements such as the SRC (see separate article in this issue) and the larger, longer-term surge component of the Civilian Reserve Corps.

In her contributions to the Secretary's goal to make diplomacy



more “transformational,” Bodine believes it is important to focus on information sharing. She has developed personnel databases and is working with State’s Human Resources Bureau (HR) and Bureau of International Narcotics and Law Enforcement (INL) to review options for better tracking temporary hires, contractors, and local staff in areas where turnover and personnel systems may not be uniform. She is devoting considerable time to identifying information management tools that ARC members could use to help coordinate information flows in the field when her teams are deployed.

In many assignments, Bodine has worked closely with the military—an experience she found to be very positive and beneficial to the overall missions of S/CRS and DOS. Knowing that her teams are likely to encounter military or international peacekeeping missions in most political hotspots these days, Bodine highly values prior experience working with the military when recruiting new team members. Additionally, she sends ARC members to train and participate in military exercises to help solidify their understanding of civil-military operations. For Bodine, closing the civil-military divide in the field is a significant step toward enhancing operational effectiveness and policy outcomes for the nation. Ultimately, she hopes to translate the field experiences of the ARC -- along with lessons learned from colleagues in other S/CRS offices -- into Standard Operating Procedures (SOPs) for future S/CRS operations.

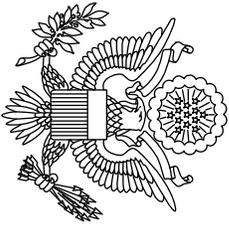
After six months in S/CRS, and three years in conflict countries, Anne is still passionate about improved interagency coordination in R&S environments. She advocates building up an administrative framework for these operations and intensive investment in new tools to ease communication and consolidate field/support functions. She is optimistic about success, which will come through a combination of real-world deployments and other S/CRS initiatives that design and test structures to fulfill the President’s directive to improve interagency coordination.

Featured on the cover: S/CRS Standby Response Corps Officer, Keith Mines, with a local leader in the Jebel Moon mountains of West Darfur.

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