

U.S. Department of State
CIVILIAN RESPONSE
The Newsletter of S/CRS

**"S/CRS Supports Embassy
Kathmandu Facilitation of
the Nepal Peace Process"**
(see page 7 for details)

Office of the Coordinator for Reconstruction and Stabilization

December 2007, Issue No. 1

CIVILIAN RESPONSE

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Message from Secretary of State Condoleezza Rice



It is my pleasure to welcome this inaugural edition of the *Civilian Response* newsletter from the Office of the Coordinator for Reconstruction and Stabilization (S/CRS). Thanks in large part to the leadership of S/CRS, the U.S. Government has advanced our ability to plan and conduct “whole-of-government” reconstruction and stabilization missions, including through the recently-approved Interagency Management System. I am committed to S/CRS becoming fully operational and establishing the Civilian Reserve Corps called for by President Bush. As we continue to make progress in this vital area, this newsletter will be a valuable source of information on developments in Washington as well as front-line reports from our diplomatic “first responders” in the field. I hope you find this resource useful as we work together to put transformational diplomacy into action. In the months that follow, I look forward to further strengthening our already robust partnership with other government agencies. To realize our reconstruction and stabilization goals, it is crucial that

we draw on the talents and patriotism of the American people, and I thank you for your commitment.

Message from USAID Administrator & Director of Foreign Assistance Henrietta H. Fore

I am pleased to join with Secretary Rice in welcoming the new *Civilian Response* newsletter from the Office of the Coordinator for Reconstruction and Stabilization (S/CRS). The Coordinator’s office is embarked on a unique and important effort to bring together all the tools of the interagency process – civilian and military, diplomatic and development – to meet 21st century challenges arising in fragile and failing states. S/CRS does not supplant our Ambassadors in the field or our experts at USAID, State’s regional bureaus, or other departments and agencies. Rather, it is developing the mechanisms and resources to allow the successful coordination of whole-of-government reconstruction and stabilization operations. By helping to ensure “unity of effort” in Washington and in the field, S/CRS will make a very real contribution to our nation’s crisis response capabilities. S/CRS and the tools it is developing are a timely investment in America’s security.



Table of Contents

Message from the Secretary of State.....	2
Message from the USAID Administrator & Director of Foreign Assistance.....	2
Message from the Coordinator	3
The Interagency Management System.....	3
Building Civilian Capacity for Reconstruction and Stabilization	4
“Section 1207” Supports Interagency Security Initiatives Worldwide.....	4
S/CRS Planning Facilitation for Provincial Reconstruction Teams in Afghanistan	5
My Deployment to Liberia as an Active Response Corps Officer –Deborah Hart	5
Excerpts from the Prepared Statement of Ambassador John Herbst, House Armed Services Subcommittee on Oversight and Investigations....	6
S/CRS Supports Peace Efforts in Darfur	7
S/CRS Supports Embassy Kathmandu Facilitation of the Nepal Peace Process	7

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Message from the Coordinator



The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) was established in 2004. Starting with just a handful of staff, with the support of Secretaries Powell and Rice the office has now grown to over 70. It is an interagency office, and during the past three years we have had staff detailed from other parts of State, USAID, Defense, Treasury, Justice, Labor, Homeland Security, and CIA.

We now have a modest response capability and a growing cadre of civilian planners. We work closely with the military and our other colleagues throughout the interagency system. We have deployed staff to Iraq, Afghanistan, Kosovo, Sudan, Chad, Liberia, Nepal, Lebanon and other crisis points.

Recently we reorganized to better reflect the tasks we now face. Principal Deputy Coordinator Mark Asquino oversees our Planning, Civilian Readiness and Response, and Resource Management divisions. Deputy Coordinator Larry Sampler, detailed to us from USAID, supervises the Conflict Prevention and Strategic Communication divisions.

I am immensely proud of the accomplishments of S/CRS during its three short years of existence. We have a bright future ahead of us. I hope that this Newsletter and its future editions will help to expand understanding of our mission, our capabilities, and our accomplishments. And I look forward to ever-increasing cooperation and collaboration with our colleagues within the Department of State, at USAID, DOD and throughout the U.S. Government, and with our bilateral and multilateral partners around the world.

—John E. Herbst

Electronic Edition

Civilian Response is available electronically via the S/CRS websites:

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The Interagency Management System: A New Approach to Managing Stabilization and Reconstruction

National Security Presidential Directive 44 (NSPD-44) directs the Secretary of State to coordinate and lead integrated U.S. Government efforts to prepare, plan for and conduct reconstruction and stabilization (R&S) activities. A major element of implementing NSPD-44 is the Interagency Management System for Reconstruction and Stabilization (IMS). The IMS was approved by the NSC earlier this year to provide coordinated, interagency policy and program management for R&S missions, with or without a military component. It is not intended to respond to political and humanitarian crises which are regularly and effectively handled through existing mechanisms.

The IMS consists of three parts, each flexible in size and composition to meet the particular requirements of the situation and to integrate personnel from all relevant agencies.

(1) A Washington-based Country Reconstruction and Stabilization Group (CRSG) is the central coordinating body for the USG effort. This interagency group will consist of a special Policy Coordinating Committee (PCC) jointly chaired by the regional Assistant Secretary of State, the Coordinator for Reconstruction and Stabilization, and the regional National Security Council Senior Director. It is supported by an interagency Secretariat with planning and operations staff drawn from all relevant USG agencies. The CRSG drafts a whole-of-government strategic plan for the operation, and prepares recommendations for the Deputies' and/or Principals' Committee to use as guidance for U.S. officials in Washington and the field.

(2) An Integration Planning Cell (IPC) is a small team of interagency planners and regional and sectoral experts. It can be deployed to a Geographic Combatant Command or to a multinational headquarters to assist in harmonizing civilian and military planning processes and operations.

(3) At the request of the Chief of Mission (COM), an Advance Civilian Team (ACT) can be deployed to provide surge capacity supporting the Country Team's efforts to develop and execute R&S plans. Where appropriate, the ACT can help to integrate military and civilian R&S operations in support of both the COM and the Joint



Force Commander. In all circumstances, U.S. civilian field operations are conducted under COM authority. If necessary, the ACT can deploy a number of Field Advance Civilian Teams (FACTs), which provide the COM with maximum capacity to implement R&S programs at the provincial or local level. When required, FACTs will integrate with U.S. or coalition military forces to maximize unity of effort in the field.

Building Civilian Capacity for Reconstruction and Stabilization

Since the end of the Cold War, the U.S. has engaged in 17 different stabilization operations. The responsibility for carrying out these operations has fallen largely on the U.S. military, leading to repeated calls for enhancing the government's civilian response capacity for reconstruction and stabilization (R&S) operations. In his 2007 State of the Union Address, President Bush proposed the establishment of a civilian reserve, to function "much like our military reserve," easing



Ambassador Cameron Hume and members of a Congressional Delegation visit a primary school in El Salam IDP Camp in North Darfur State

"the burden on the Armed Forces by allowing us to hire civilians with critical skills to serve on missions abroad when America needs them." In subsequent Congressional testimony, Secretary Rice reaffirmed the importance of establishing this Civilian Response Corps.

The Office of the Coordinator for Reconstruction and Stabilization, working on an interagency basis, has developed a three-tiered

system to get civilians on the ground quickly in a stabilization mission. The core of U.S. civilian response capacity is the Active Response Corps (ARC), full-time federal employees who are trained and available within 48 hours to deploy in a crisis. The second tier of rapid responders is the Standby Response Corps (SRC), comprised of current USG employees with a range of skills and expertise. SRC officers have full-time jobs, but volunteer for deployments to high priority R&S operations. The third tier is the Civilian Reserve Corps (CRC), which gives the USG a "just in time" pool of experts from outside the federal government, without bringing them on as permanent U.S. Government employees. Interested individuals will sign up on a voluntary basis as reservists for four years, with an obligation to deploy for up to twelve months during that period, if called upon. The ARC and SRC exist now and are slated to expand, while creation of the CRC awaits Congressional authorization to access \$50 million set aside for this purpose in the 2007 budget supplemental.

Future issues of this newsletter will describe the three corps in more detail. In the meantime, you can find additional information on our web site.

"Section 1207" Supports Interagency Security Initiatives Worldwide

Section 1207 of the National Defense Authorization Act of 2006 authorizes the Secretary of Defense to transfer up to \$100 million to the Secretary of State in 2006 and 2007 to provide civilian assistance in reconstruction, security or stabilization. Congress' intent was to provide funding for stability activities that would not be funded otherwise, with a focus on prevention and keeping U.S. boots off the ground. In FY 07, S/CRS worked with DoD and our colleagues in State and USAID to identify over \$99 million in Section 1207 funds for seven different projects.

Lebanon, approved in late FY 06, was the first 1207 initiative. \$10 million was provided to the Lebanese Internal Security Force for basic and investigative training for new recruits and for targeted equipment purchases. Another \$5 million supported de-mining efforts by the Lebanese Armed Forces.

Haiti was the next 1207 initiative, with \$20 million in funds approved in early FY 07. This effort, known as the Haiti Stabilization Initiative,



helps build on the goals of the USG Conflict Transformation Plan for Haiti through a broad effort focused on provision of services, police training and civil society strengthening in some of the more insecure communities in and around Port au Prince.

Other 1207 initiatives approved in FY 07 include \$4 million for Colombia; \$8.85 million for Yemen; \$10 million for Nepal; \$15 million for the Trans-Sahara Counter-Terrorism Partnership, focusing on Mali, Mauritania, and Niger; \$16.9 million for the Tri-Border initiative of the Philippines, Indonesia and Malaysia; and \$25 million for Somalia.

For FY 08, renewal of 1207 is included in the draft Defense Authorization bill. Should Congress renew this authority, S/CRS looks forward to continuing collaboration with DOD and our other partners to address conflict hot-spots around the world.

S/CRS Planning Facilitation for Provincial Reconstruction Teams in Afghanistan

In late December 2006, CJTF-82 Commander, Major General Rodriguez, requested assistance from S/CRS to help maximize PRT effectiveness. S/CRS sent an exploratory team to Kabul in March for two weeks. The team returned and provided a proposal to CJTF-82 and Embassy Kabul in early April for a small interagency planning and assessment team to facilitate whole-of-government planning within PRTs.



Local Shura assembling in Kapisa to discuss community and development priorities

The team deployed from May through August 2007. The S/CRS-led team worked directly for the PRT Working Group formed by State, USAID and CJTF-82 at Embassy Kabul. They conducted a complete assessment of the PRT planning process in June and developed a process and methodology to meld military and civilian planning frameworks in July. In August the team facilitated and validated the planning process at PRT Mehtarlam and PRT Jalalabad. At the Embassy's request, an expanded team returned to Afghanistan for three months to complete the planning process at all of the remaining US-led PRTs in Southeastern Afghanistan.

My Deployment to Liberia as an Active Response Corps Officer -Deborah Hart

Recently, I returned from Liberia after a 90-day deployment to Embassy Monrovia as an Active Response Corps Officer coordinating issues relating to Security Sector Reform (SSR). Primarily, I took charge of the justice sector support program and the new effort to train a 500-person Emergency Response Unit (ERU) of the Liberian National Police (LNP). The QRU project is a novel undertaking in which the US will provide the direction and lead trainers (as well as equipment) under UN Police (UNPOL) auspices. I worked closely with the Embassy, the UN Mission to Liberia (UNMIL), implementing contractors, the State Department's Bureau of International Narcotics and Law Enforcement (INL), and the LNP.

In addition, I investigated land dispute issues, taking a holistic approach and working closely with a range of stakeholders, including the Office of Transition Initiatives, the Ministry of Lands, Mines and Energy, and Liberian NGOs. I was able to identify and nominate a local expert on land issues for inclusion in a recent property symposium organized by the Office of the Coordinator for Reconstruction and Stabilization (S/CRS).

At the request of our Ambassador to Liberia, Ambassador Donald E. Booth, I have returned for another 90 days to work with the UN and LNP on all the details of planning and starting training for the ERU; to follow up on the findings of the September 5-14 visit of an interagency SSR team and to provide guidance and support for the development of future funding proposals.



Featured in the photo below is the Indian Formed Police Unit of UNMIL. They are an important model for stability operations in Liberia, and were among many security sector operations in Liberia, and were among many security sector professionals I met with to discuss the security challenges faced in Liberia and to get ideas for the operation of the new ERU.



The author with Indian Police in Liberia

Being an Active Response Corps officer requires a high degree of flexibility! In addition to SSR, while I was in Liberia, I assisted with Congressional delegations, prepared for an inspection by State's Office of the Inspector General, investigated land dispute issues, observed elections—just to name a few. Working with all the sections and agencies at the Mission is an integral feature of my role in coordinating SSR in the context of the rule of law. Before returning to Monrovia, I worked in Washington, DC for a short time filling in at the INL Liberia Desk to help out with contracting and funding issues for the ERU program and our justice sector support program. I am now back in Liberia to continue my work in SSR and the justice sector.

Excerpts from the Prepared Statement of Ambassador John Herbst, House Armed Services Committee, Subcommittee on Oversight and Investigations, October 30, 2007

Weak and failed states pose a serious security challenge for the United States and the international community. They can become

breeding grounds for terrorism, weapons proliferation, trafficking in humans and narcotics, organized crime, and humanitarian catastrophes. If the U.S. Government is going to meet these threats, we must adapt our national security architecture. The Office of the Coordinator for Reconstruction and Stabilization, or S/CRS, is part of that effort within the Administration.

My office is charged with two tasks. The first is to ensure that the entire U.S. Government is organized to deal with reconstruction and stabilization (R&S) crises affecting U.S. national interests, to include harmonizing civilian and military activities. The second and equally important task is to build the civilian capacity to staff these missions when called upon to respond. These tasks are simple to describe, but not so simple to achieve. It requires a major, perhaps even a revolutionary, change in the way the U.S. approaches conflict response.

In December 2005, President Bush issued National Security Presidential Directive 44 (NSPD-44) to improve management of reconstruction and stabilization operations. As part of the NSPD process, we have reached interagency agreement for how the U.S. Government should organize itself to deal with a stabilization crisis. The new approach [is] called the Interagency Management System (IMS) for Reconstruction and Stabilization. The value of the IMS is that it clarifies roles, responsibilities, and processes for mobilizing and supporting interagency R&S operations. It provides the tools to ensure unity of effort, guided by whole-of-government planning.

Patriotism is a trait common both to uniformed forces and civilian employees. Civilian officers from across our government have and continue to serve our nation honorably in Iraq, Afghanistan, Sudan, Kosovo, and numerous other troubled places around the world. But the reality is we simply do not have sufficient resources to meet the needs arising from states in peril. Hence, my second task – building a civilian response capability that is trained, equipped and prepared to deploy in a crisis.

The generosity and patriotism of the American public is beyond doubt. Following 9/11 we saw ordinary citizens channel their grief into service – they joined the military or looked for ways to volunteer in their communities. The Civilian Reserve Corps gives Americans another way to share their skills with people in need while serving their country.



Building civilian capacity for reconstruction and stabilization is essential to our national security, and I have no doubt that the U.S. Government will have this capability in the next ten years. Some have asked if it should be in the Pentagon instead of the State Department. The Defense Department is wholly supportive of S/CRS efforts, and has been arguably our greatest advocate. We have benefited tremendously from their advice and expertise.

Truly building civilian capacity ensures that we are able to partner with the military, when necessary, for the challenges that lie ahead and to be able to deal with some crises without having to invoke U.S. military power. A civilian R&S capacity would also help relieve the U.S. military of post-conflict activities, and allow our soldiers, sailors, airmen and marines to focus on their primary mission. We still have a long way to go to achieve this, but I can assure you there is strong support for this effort in the Administration. I am confident that with Congressional support, in the next two or three years we will be able to create the response capacity our country needs and our civilians and military in the field deserve.

S/CRS Supports Peace Efforts in Darfur

For more than two years, S/CRS has directly supported the efforts of the Bureau of African Affairs (AF) and Embassy Khartoum to build peace in Darfur. In 2005, S/CRS coordinated the Sudan Country Reconstruction and Stabilization Group (CRSG) and an interagency strategic plan for implementing the Comprehensive Peace Agreement. One month after the signing of the Darfur Peace Agreement in May 2006, members of S/CRS' Active Response Corps (ARC) and a transitional security advisor from the S/CRS Planning Office deployed to Darfur to create a forward Embassy field presence in El Fasher, establish "Peace Secretariats" to broaden support for the peace process, and develop a network of contacts, including with key rebel groups. Despite austere and often hostile field conditions, S/CRS officers provided significant political and security reporting to inform policy-making in Washington. ARC officers also represented the U.S. as observers on the African Union Ceasefire Commission, participating in investigations of ambushes, aerial bombardments, inter-ethnic fighting and other ceasefire violations. From Washington, S/CRS continues to provide back-stop support to its officers in the field, providing them with policy insight

and reach-back to S/CRS expertise.



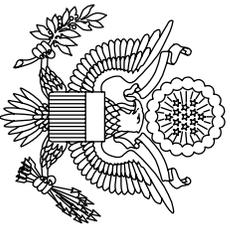
Active Response Corps Officer Eythan Sontag speaks at the opening of the Darfur Peace Agreement Implementation Office in El Fasher, Sudan

S/CRS Supports Embassy Kathmandu Facilitation of the Nepal Peace Process

S/CRS has been actively involved in seeking ways to support Nepal's fragile peace process. Most recently, S/CRS detailed a Conflict Prevention Officer to Embassy Kathmandu for over eight months to assist with the peace process and promote interagency strategy development. S/CRS engagement in Nepal began in 2004 with a field-based workshop with the country team to support development of a conflict-focused USAID strategy. This was followed by an S/CRS-organized Washington policy roundtable.

From September 2006 through June 2007, Conflict Prevention Officer Holly Benner provided conflict advisory support to the country team in Kathmandu, Nepal. She assisted with field assessments, interagency coordination on conflict issues, provision of expertise or reach back to S/CRS Conflict Prevention Unit (CP) on specific issues such as Demobilization, Disarmament and Reintegration, and mission planning. Holly's deployment was part of CP's development of a model for a regional conflict advisor role to support conflict prevention efforts in the field.

Featured on the cover: Former S/CRS Conflict Prevention Officer Holly Benner, with Chief of Buddha Community Policing Program and Department of Justice/ICITAP Policy Advisor, on a visit to the Buddha Community Policing Program in Kathmandu.



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