

CIVILIAN STABILIZATION INITIATIVE

Proposed Appropriation Language

CIVILIAN STABILIZATION INITIATIVE

For necessary expenses to establish, support, maintain, mobilize, and deploy a civilian response corps [in coordination with the United States Agency for International Development,] and for related reconstruction and stabilization assistance to prevent or respond to conflict or civil strife in foreign countries or regions, or to enable transition from such strife, [\$45,000,000] \$323,272,000, to remain available until expended: *Provided*, That [up to \$23,014,000] *such funds* may be made available [in fiscal year 2009] to provide administrative expenses for the Office of the Coordinator for Reconstruction and Stabilization: *Provided further*, That [notwithstanding any other provision of law and following consultation with the Committees on Appropriations, the President may exercise transfer authorities contained in the Foreign Assistance Act of 1961 for reconstruction and stabilization assistance managed by the Office of the Coordinator for Reconstruction and Stabilization, United States Department of State, only to support an actively deployed civilian response corps, subject to the regular notification procedures of the Committees on Appropriations: *Provided further*, That not later than 60 days after enactment of this Act, the Secretary of State and the Administrator of the United States Agency for International Development shall submit a coordinated joint spending plan for funds made available under this heading and under the heading "Civilian Stabilization Initiative" in title II of this Act] *the Secretary of State may transfer and merge funds made available under any other heading in Titles I, III and IV of this Act with funds made available under this heading to maintain and deploy a civilian response corps and to provide reconstruction and stabilization assistance: Provided further, That the Secretary may appoint, compensate and remove Civilian Reserve Corps personnel without regard to Civil Service or classification laws. (Department of State, Foreign Operations and Related Programs Appropriations Act, 2009.)*

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Resource Summary

(\$ in thousands)

Appropriations	FY 2008 Actual	FY 2009 Estimate	FY 2010 Request	Increase / Decrease
Positions	0	351	361	10
Funds	0	45,000	323,272	278,272

In addition to these funds, \$30 million was made available to S/CRS from D&CP in FY 2008, plus \$10 million in FY 2009.

Overview

The Civilian Stabilization Initiative (CSI) builds on three years of interagency development, exercises, and pilot efforts to create a robust Civilian Response Corps, the need for which has been consistently highlighted by the Administration. The Reconstruction and Stabilization Civilian Management Act of 2008 (Title XVI of Public Law 110-447) charged the Department of State with leading the interagency effort to significantly improve the ability of the United States to respond to conflict and create a civilian counterpart to the U.S. military ready and capable to stabilize countries in the transition from war to peace. This vital initiative establishes a permanent interagency civilian reconstruction and stabilization response capacity. This capacity is an essential part of this Administration's strategy to enhance the tools of soft power projection and to permit the Defense Department to focus on its core military mission responsibilities. The requested resources will provide funding to build, train, equip, and deploy a 4,250-member interagency Civilian Response Corps managed by the Office of the Coordinator for Reconstruction and Stabilization (S/CRS).

Program Description

The FY 2010 request includes \$323.3 million to build and sustain a coordinated capacity across the United States Government (USG) for a "Whole of Government" response to emergent Reconstruction and Stabilization (R&S) crises. This will provide the ability to further American interests abroad by providing new soft power tools and increased capabilities. CSI will enable the President and Secretary to react to unanticipated conflict in foreign countries through the Interagency Management System (IMS), which produces interagency analysis and planning and puts civilian experts on the ground as they are needed, improving assistance, effectiveness, and increasing options available to support countries in crisis. Experience in Iraq and Afghanistan has underscored the need for quick engagement in reconstruction and stabilization activities. Populations need to have essential services restored, including restoration of confidence in local institutions. The resources requested for CSI enable the USG to rapidly respond to these situations. It puts experts on the ground quickly to provide the initial planning and prioritization of activities and provides the institutional structure to coordinate the many actors who need to integrate their individual plans into cohesive national, provincial, and sub-provincial plans. Having a Civilian Response Corps ready to respond will reduce the threat of failed states and will reduce or eliminate the need for large military deployments in such crises. Increasing the USG's

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options for assistance will mitigate the dangers of conflict and state failure that threaten American interests around the world.

This request supports the recruitment, development, and training of a Civilian Response Corps (CRC), which includes a 250-member interagency Active component (CRC-A) and a 2,000-member Standby component (CRC-S). The Civilian Response Corps Active and Standby components will be situated in, and drawn from, the Departments of State, Justice, Commerce, Treasury, Agriculture, Health and Human Services, Homeland Security, and the U.S. Agency for International Development. The request also supports a Reserve component (CRC-R) of 2,000 new Civilian Reservists in FY 2010.

This interagency initiative is extensively coordinated within the USG and receives regular input from major partners with similar capabilities including the United Kingdom, Canada, the European Union, and the North Atlantic Treaty Organization (NATO). The Interagency Management System has the flexibility to integrate partners, build on coalition support, and otherwise operate as part of a broader international mission.

Performance

Performance since FY 2006 has focused on building the infrastructure of the three Civilian Response Corps components. With resources provided in FY 2007 and FY 2008, progress has been made as outlined below to recruit the first CRC-A responders, enroll CRC-S responders, and demonstrate the value of establishing a robust Civilian Response Corps through limited reconstruction and stabilization deployments.

Beginning in late FY 2008, the ramp-up of the first 100 Active responders was funded through FY 2008 supplemental funding appropriated separately to Department of State and the U. S Agency for International Development. To date, the Reserve Component (CRC-R) has not been funded.

The indicators for the CRC-A and CRC-S are based on the number of each component who have been trained, equipped and are deployable within 7 days (CRC-A) or 30-60 days (CRC-S). The number of CRC-A and CRC-S responders who have been recruited, trained, and equipped measures progress in achieving the planned build-up of the internal USG civilian response capacity. The annual targets track this progress until the total capacity of 250 CRC-A members and 2,000 CRC-S members has been achieved, at which point operational indicators will be developed. The indicators for the CRC-A and CRC-S are the best measure of program effectiveness, as the Reserve component has not been funded.

STRATEGIC GOAL: ACHIEVING PEACE AND SECURITY	
Strategic Priority: Conflict Prevention, Mitigation, and Response	
Indicator: Sufficient numbers of Interagency CRC-A and CRC-S are trained, equipped, and deployable within 7 days (CRC-A) or 30-60 days (CRC-S) to support R&S operations.	
Target FY 2010	CRC-A will have 250 hired, trained, and deployable. CRC-A members will have completed core readiness and force protection courses. Total of 1,250 CRC-S component members have been trained of the 2,000 total. USAID, DOC, DOJ, USDA, DHS, HHS, and Treasury retain their CRC-A members for year two.

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Target FY 2009	CRC-A will have 250 interagency personnel identified. Approximately 22 will be managed directly by S/CRS, while others will be managed by participating agencies. The new interagency CRC-A will complete core readiness and appropriate force protection courses, as well as attending specialized courses and civil-military exercises focused on Interagency Management Systems (IMS) operations. A total of 1,250 interagency CRC-S personnel will be identified at State, USAID, DOC, DOJ, USDA, DHS, HHS, and Treasury, and at least 750 interagency civilian members will be trained in R&S core courses. As required, mission-specific and force protection training will be provided for IMS-related operations.
Target FY 2008	CRC-A will have 12 officers on board with four Full Time Equivalent (FTE) employees all of whom have completed core readiness and appropriate force protection courses and attended specialized courses and civil-military exercises. CRC-A members respond to multiple requests by the Secretary and State Department bureaus to deploy on short notice to R&S operations, support Embassies in the field, and set up a forward U.S. expeditionary presence. One hundred CRC-S complete core training.
Results FY 2008	Rating: Improved over prior year, but not met Target not met because funding was not provided. By the end of FY 2008, a total of 13 CRC-A personnel were aboard on details. All CRC-A members completed R&S training. CRC-A deployed to Kosovo, Darfur, Afghanistan, Nepal, AFRICOM and Georgia. Over 350 serving State Department employees retained on the CRC-S roster, which includes 250 retirees enrolled through the Department's Retirement Network (RNet). Of the 350 CRC-S members registered, more than 50 participated in S/CRS sponsored training. Five CRC-S members deployed to Afghanistan and one in Iraq under DOD missions. Standard Operating Procedures (SOPs) were better prepared and interest was increasing.
Impact	Increasing demand for S/CRS assistance while limited capability is being provided. Stretched use of S/CRS capacity in assisting other bureaus, missions, and countries. Employees are deployed consistently and spread thinly at times resulting in better and improved services, but less of the 100 percent of goal met for the year. The program led to increased collaboration with other agencies.
Steps to Improve	With the initial supplemental funding received late FY 2008, the Department is expediting recruitment, training, and pre-positioning of equipment.
Results FY 2007	Target not met because funding was not provided. By the end of FY 2007, a total of 12 CRC-A personnel were aboard on detail. All CRC-A members completed R&S training. CRC-A members deployed to Darfur, Haiti, Iraq, Liberia, and AFRICOM. Over 90 serving State Department employees retained on the CRC-S roster, along with over 250 retirees enrolled through the Department's Retirement Network. Nine CRC-S members participated in S/CRS sponsored training. Two CRC-S members deployed to Sudan and Chad. SOPs worked through with participating bureaus to release CRC-S members.
Results FY 2006	By end of FY 2006, 12 CRC-A personnel were aboard on detail (no FTE provided) and fully trained. Six had deployed to Darfur and Chad. Over 90 State Department employees selected and placed on CRC-S roster, along with over 250 retirees enrolled through RNet. Training and exercise requirements identified.
Results FY 2005	Options analysis completed on how CRC-A would be used in training, military exercises, and emergencies. Training program conceptualized. Roster of eligible individuals under development.
VERIFICATION AND VALIDATION	
Data Source and Quality	Foreign Service Institute Report on Training; Standby Component Sign Up Sheets; Check-out and Check-In Deployment sheets and reports; After Action Review reports; Travel Reports; and Expenses Paid. Data Quality Assessment revealed no significant data limitations.

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The primary indicator for the overall readiness of the Civilian Response Corps Reserve component (CRC-R) is the total number of CRC-R members who have been selected, vetted, trained, and are able to deploy to augment Active and Standby USG component members. Annual training goals track orientation training for initial hires and refresher training for CRC-R members in follow-on years. Annual targets are set until the full 2,000 member capacity is reached and initial orientation training and follow-on annual refresher training for all 2000 members target is provided.

STRATEGIC GOAL: ACHIEVING PEACE AND SECURITY	
Strategic Priority: Conflict Prevention, Mitigation, and Response	
Indicator: Status of U.S. CRC-R members recruited from outside the USG, selected, vetted, trained, and able to act in their areas of expertise. CRC-R ready to deploy in 60-90 days of Presidential call-up to staff Reconstruction and Stabilization (R&S) operations.	
Target FY 2010	CRC-R roster grows to over 2,000. Over eighty-five percent will have completed orientation training and over thirty percent completed annual refresher training.
Target FY 2009	Five hundred CRC-R recruited, selected, screened, and hired. Orientation training designed and delivered to up to 500 CRC-R.
Target FY 2008	CRC-R Home Office established and beginning to hire staff, recruit civilian reservists, and design reservist training courses.
Results FY 2008	Rating: Below Target CRC-R Home Office was not established and was not able to begin to hire staff, recruit civilian reservists, or design reservist training courses because the Reserve component was not funded. Received minimal supplemental funding authorized to recruit and train up to 100 CRC-A and 250 CRC-S.
Impact	Inability to stand-up target reserve civilian response capability could result in decreased readiness and a delay in the build up of adequate civilian response capacity.
Steps to Improve	The initial funding received in the middle of September, 2008, provided for recruitment and training of allowable number of CRC-A and CRC-S members only. Will continue to promote funding for the CRC-R.
Results FY 2007	Funding for the CRC-R not authorized.
Results FY 2006	An extensive Management Study for Establishing the CRC-R was completed to document the actions, detailed planning activities, and resources needed to recruit, train, and manage a 2000-member CRC-R response capacity.
Results FY 2005	Indicator established in 2006.
VERIFICATION AND VALIDATION	
Data Source and Quality	Interagency task force approved decision documents on design of Civilian Response Corps, including Reserve component. FSI training records for CRC-A and CRC-S. The S/CRS rosters for the CRC-S. Data Quality Assessment revealed no significant data limitations.

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Justification of Request

The CSI reflects an integrated strategy by the USG to build the necessary civilian capacity, based on analysis of recent USG experiences in Haiti, Bosnia, Kosovo, East Timor, Afghanistan, and Iraq. The strategy works to ensure that the United States is ready to meet the next crisis, bringing all necessary expertise to bear. CSI provides the trained, equipped, and mission-ready civilian experts and institutionalized systems to meet national security imperatives, including in partnership with the U.S. Armed Forces. The FY 2010 budget will enable U.S. civilians to respond rapidly in countries in crisis, coordinating with U.S. or international military forces, delivering effective assistance, deploying R&S teams to support U.S. embassies (where they exist), and to partner with local citizens and international actors on the ground.

The U.S. Civilian Response Corps comprises four related functions: building up USG internal rapid response capacity through staffing, training, and pre-positioning of equipment; establishing a trained and equipped U.S. Civilian Reserve Corps to draw on broader American expertise; sustaining rapid responders during the immediate response (first three months); and providing initial funding to protect USG civilians on the ground in the build-up of a mission.

The FY 2010 request funds up to 1,000 CRC-A and CRC-S members to respond to reconstruction and stabilization missions in FY 2010. Over the long term, CSI will aim for an overall CRC capacity of 4,250 members, composed of a mix of 250 Active Responders, 2,000 Standby Responders, and 2,000 Civilian Reserve Responders. This total response capacity is required due to the uncertainty of necessary skill sets and assumptions on how many from each component would be able to deploy to support a given R&S mission.

The FY 2010 request reflects a net increase of \$183.3 million above the total \$140 million available to support the CSI in FY 2009. The \$140 million FY 2009 program level includes \$85 million in CSI funding available to the Department and \$55 million available to USAID. The \$85 million available to the Department includes \$45 million appropriated to CSI in the Department's FY 2009 annual appropriation; \$30 million in carry-over from FY 2008 D&CP supplemental funding; and \$10 million in FY 2009 D&CP bridge funding. Amounts appropriated to D&CP are shown within D&CP for the respective fiscal years. The \$55 million available to USAID is composed of \$25 million in FY 2008 supplemental funding and \$30 million in FY 2009 annual appropriations. The FY 2010 request regularizes supplemental funding and consolidates funding under the CSI account in the Department of State.

These funds will be applied throughout FY 2009 to fund the build-up of the interagency CRC-A component and expand the Standby component. Personnel resources reflect 361 Full Time Equivalent positions. The net increase of \$183.3 million would support the following program priorities:

USG First Responders: \$136,899,549

This portion of the request will fully support USG CRC first responders, including expansion of the Active Component to 250 interagency members, through basic salaries, training, and other support costs and to sustain the 100 first responders hired in FY 2009. Training for the Standby Component will be increased from 500 members to the full complement of 2,000 members. A total of 24 ten-member R&S teams will be supported to provide in-country R&S assistance prior to or in lieu of a formal IMS engagement. Funding will also support required equipment for all three components of the Civilian Response Corps including armored vehicles, field

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communications technology, and support items acquired and pre-positioned to support immediate deployment in response to crisis.

Civilian Response Corps – Reserve Component Readiness: \$63,622,269

The Civilian Reserve Corps will expand to 2,000 Civilian Response Corps – Reserve component members. Recruiting, hiring, and training will be increased to allow for rapid start up across the spectrum of policing, rule of law, public administration, and infrastructure assistance.

Expert Deployment: \$12,500,000

The Office of the Coordinator for Reconstruction and Stabilization will draw from rosters of program-funded agencies including Treasury and Justice for the first three months of an operation, ensuring that critical staff such as police trainers and advisors can be deployed when they are most needed.

Initial Deployment: \$51,250,440

Funding will sustain deployed personnel and provide mission-specific logistics to field and sustain the initial component of rapid response (up to 130 responders) for the first three months of an operation. This will enable the initiation of stabilization and conflict mitigation activities, establishment of U.S. field presence if necessary, and cooperation with host nations and international partners on the ground. Funding will also support the operations and maintenance of an interagency Deployment Center to prepare first responders for specific country engagements.

Civilian Force Protection (contingency-specific): \$34,257,208

Funding will provide security for the civilian mission in country for up to three deployed field teams (up to 130 staff) and will sustain this security provision in a semi-permissive environment for three months.

Washington Leadership and Management: \$24,742,534

Washington-area leadership will coordinate, manage, and direct the interagency R&S response, including management of the total response capacity. This includes 10 new positions for the Office of the Coordinator for Reconstruction and Stabilization operations and staff.

Funds by Program Activity

(\$ in thousands)

	FY 2008 Actual	FY 2009 Estimate	FY 2010 Request	Increase / Decrease
Administrative Support	0	7,075	35,560	28,485
Civilian Response Readiness	0	37,925	287,712	249,787
Total	0	45,000	323,272	278,272

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Funds by Object Class

(\$ in thousands)

	FY 2008 Actual	FY 2009 Estimate	FY 2010 Request	Increase / Decrease
1100 Personnel Compensation	0	10,958	74,352	63,394
1200 Personnel Benefits	0	4,261	22,629	18,368
2100 Travel & Trans of Persons	0	7,515	22,800	15,285
2300 Rents, Comm & Utilities	0	450	2,543	2,093
2400 Printing & Reproduction	0	50	10,000	9,950
2500 Other Services	0	21,666	178,848	157,182
2600 Supplies and Materials	0	100	2,100	2,000
3100 Personal Property	0	0	10,000	10,000
Total	0	45,000	323,272	278,272