

CONFLICT STABILIZATION OPERATIONS

Proposed Appropriation Language

CONFLICT STABILIZATION OPERATIONS

For necessary expenses to support, maintain, mobilize, and deploy a civilian response corps and for related reconstruction and stabilization assistance *and contributions* to prevent or respond to conflict or civil strife in foreign countries or regions, or to enable transition from such strife, [~~\$56,500,000~~]~~\$45,207,000~~, to remain available until expended: *Provided*, That funds made available under this heading may be made available to provide administrative expenses for the coordination of reconstruction and stabilization activities: *Provided further*, That the Secretary of State may transfer and merge funds made available under any other heading in Titles I, II, 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 Response Corps personnel without regard to Civil Service or classification laws]*on a time-limited basis solely to carry out reconstruction and stabilization activities, employees without regard to the provisions of title 5 governing appointment in the competitive service and may fix the basic compensation of such employees without regard to chapter 51 and subchapter III of chapter 53 of title 5.*

COMPLEX CRISES FUND

Provided further, That up to [~~\$10,000,000~~]~~\$7,000,000~~ of the funds appropriated under this heading may be transferred to, and merged with, funds appropriated under the heading "Conflict Stabilization Operations".

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SEC. 7054.

(a) Funds appropriated or made available under this or any other Act for reconstruction and stabilization assistance, including funds that are reprogrammed or transferred to be made available for such purposes, may be made available for such purposes, notwithstanding any other provision of law: *Provided*, That the administrative authorities of the Foreign Assistance Act of 1961 may be utilized for assistance furnished with such funds: *Provided further*, That the President may furnish additional assistance by executing the authorities provided in sections 552(c) and 610 of the Foreign Assistance Act, notwithstanding the percentage and dollar limitations in such sections: *Provided further*, That funds allocated or reprogrammed for purposes of this section shall remain available until expended.

(b) The authority provided by section 618 of the Foreign Assistance Act of 1961 shall remain in effect through [~~2013~~]~~2014~~.

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Resource Summary

(\$ in thousands)

Appropriations	FY 2012 Actual	FY 2013 CR ⁽¹⁾	FY 2014 Request	Increase/Decrease From FY2012
Positions - Enduring	247	183	158	(89)
Enduring Funds	21,816	0	45,207	23,391
Overseas Contingency Operations Funds	8,500	8,500	0	(8,500)
Total Funds	30,316	8,500	45,207	14,891

FY 2012 Actual includes the transfer of \$21,816,000 from Diplomatic and Consular Programs (D&CP) to Conflict Stabilization Operations. Although not included in the table above, this level is being sustained under the FY 2013 Continuing Resolution through a transfer from D&CP.

(1) The FY 2013 CR is based on the annualized continuing resolution calculation for FY 2013 (P.L. 112-175).

Program Description

The Bureau of Conflict and Stabilization Operations (CSO) advances U.S. national security interests by taking early and strategic preventative action to resolve conflict, break the cycles of violence, and harness beneficial drivers of change and local sources of stability through diplomacy, application of technical expertise, and innovative programs. CSO collaborates with US embassies, the U.S. Government interagency, and international partners, but most importantly, supports host nation partners in developing truly local solutions. Chiefs of Mission draw upon CSOs capabilities for a wide array of conflict prevention and stabilization support, including: conflict and needs assessments; planning, interagency coordination; and scalable expeditionary field teams consisting of subject matter expert advisors and mentors, analysts, planners, and trainers.

CSO was established as a bureau in November 2011 in response to the Quadrennial Diplomacy and Development Review (QDDR)'s call to elevate conflict prevention as a core mission of the State Department and to respond much earlier in conflict situations, rather than reacting after violence has broken out. Former Secretary Clinton characterized the creation of CSO as "one of the most important decisions that came out of the QDDR" because of the critical role of civilian engagement in conflict-affected settings in protecting Americans, promoting U.S. values, and furthering national interests.

As part of creating a new bureau, CSO has taken significant steps to develop a "business model" of being agile, innovative, responsive, and results-driven. CSO is refining the Civilian Response Corps (CRC) to ensure it draws on the best expertise available in a timely manner and at a lower cost overall. CSO has worked to shift resources away from Washington with 70 percent of its budget now directed to field-based operations.

Through its bureau strategic goals, CSO seeks to:

1. Respond rapidly to break cycles of violent conflict and mitigate crises in priority countries;
2. Catalyze local reform by promoting policies, regulations, and practices that increase community resilience and address causes of destabilizing violence;
3. Mobilize local stakeholders and reformers to build coalitions to prevent conflict and respond to crisis; and
4. Manage resources responsibly to prevent conflict and respond to crisis.

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CSO operates in priority countries where conflict is present and where U.S. resources are insufficient to meet the challenges. CSO can play a major role in these states by extending the reach of the U.S. Mission, enhancing understanding of conflict dynamics throughout the country, and expanding the U.S. Government's ability to influence local actors and institutions. CSO's past work has included helping to facilitate South Sudan's referendum on independence, supporting efforts to stamp out the Lord's Resistance Army, allaying ethnic violence in the Kyrgyz Republic and strengthening local capacity to address it, and helping the Transitional National Council take charge in Libya. CSO provided a similarly-broad array of support on election-related conflict prevention in Kenya, encouraged democratic openings and reconciliation in Burma, offered non-lethal support to the civilian opposition in Syria, and designed innovative approaches to reducing crime-related violence in Central America.

It is critical that solutions are driven by local dynamics and actors, both to work and to ensure long-term sustainability. Too often in conflict situations, the international community begins by deploying the tools immediately at hand regardless of whether they are right for the situation, letting the tools drive the solution. This results in inefficiency, short-lived results, and higher costs. CSO's approach is different, focusing on identifying the right tools. CSO also recognizes that strategies must be driven by local dynamics and actors, both to be effective and ensure long-term sustainability. CSO prioritizes host nation capacity building and local solutions. CSO's methodology includes a rigorous process of joint analysis and planning in partnership with the host nation and other partners, complemented by proactive monitoring, evaluation, and learning processes that further enhance policy and operational engagement. CSO plans to conduct at least four special evaluations during the next year using a special combination of external and internal expertise. CSO's newly established Office of Learning and Training plans to use monitoring and evaluation information to develop lessons learned and best practices which will be disseminated internally for application in future and ongoing engagements.

Performance

CSO's indicator "Percentage of CSO engagements that were commended (in embassy cables, interagency documents, partner assessments, etc.) as strongly contributing to the ability of the U.S. Government or local partners to transform conflict dynamics" measures impact on CSO's primary goal of transforming conflict dynamics by including effects on local partners of non-USG actors, thus capturing the impact of innovative CSO efforts that leverage non-USG resources, build sustainability, or productively challenge USG business as usual. "Strongly contributing" means CSO's work is explicitly described by partners as being a critical or lead component, or as providing a foundation or vision for the work of partners; while "ability to transform conflict dynamics" measures impacts such as increasing the systematic understanding of what drives or mitigates conflict and developing new or improved systematic conflict intervention plans.

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Strategic Goal 1: Counter threats to the United States and the international order, and advance civilian security around the world								
Strategic Priority		Conflict Prevention, Mitigation, and Response						
Active Performance Indicator		NEW APP INDICATOR: Percentage of CSO engagements that were commended (in embassy cables, interagency documents, partner assessments, and non-USG documents) as strongly contributing to the ability of the U.S. Government or local partners to transform conflict dynamics.						
Prior Year Results and Ratings					FY 2012		Planned Targets	
FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	Target	Result and Rating	FY 2013	FY 2014
N/A	N/A	N/A	N/A	N/A	New Indicator	N/A New Indicator, No Rating	65%	75%
Impact		Baseline year; N/A						
Methodology		Documents originate both from USG and post sources and from non-USG sources. To qualify, documents received must commend CSO rather than simply thank or mention CSO, consistent with the definitions and examples of strongly contributing and ability to transform conflict dynamics. CSO examines documents submitted by Engagement Leads to verify that they originate from outside the bureau and meet this stringent definition.						
Data Source and Quality		Engagement metrics reports from Engagement Leads, who are required to evaluate documents received from outside the bureau which mention their engagements and record any commendations that match the definition given by this indicator. They must also submit copies of the qualifying documents for verification. While evaluations on the value added of CSO engagements are subjective, we are confident that posts will provide CSO with honest and frank reviews on our ability to help transform conflict dynamics.						

CSO was established as an expeditionary organization able to operate in conflict countries in order to increase USG capability to have timely impact on the ground. While there are important contributions CSO can also make in Washington, and it is necessary to devote some resources to Washington-based support and administration, the bulk of CSO and CRC personnel should be in the field, where the ultimate impact is supposed to happen.

This will be measured as the annual average of the daily percentage of deployable CSO and CRC personnel who were deployed to the field.

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Strategic Goal 1: Counter threats to the United States and the international order, and advance civilian security around the world								
Strategic Priority		Conflict Prevention, Mitigation, and Response						
Active Performance Indicator		NEW APP INDICATOR: Percentage of deployable CSO/CRC personnel who are deployed in support of field operations.						
Prior Year Results and Ratings					FY 2012		Planned Targets	
FY 2007	FY 2008	FY 2009	FY 2010	FY 2011	Target	Result and Rating	FY 2013	FY 2014
N/A	N/A	N/A	N/A	N/A	N/A	N/A New Indicator, No Rating	40%	45%
Impact		Baseline year; N/A						
Methodology		This will be measured as the annual average of the daily percentage of deployable CSO and CRC personnel who were deployed to the field. This is a straightforward calculation from the deployment database, which shows how many of the deployable staff available were deployed each day. Database accuracy can be spot checked against records kept by Engagement Leads.						
Data Source and Quality		Bureau deployment records from database of deployable CSO and CRC personnel, managed by the Bureau's Office of Civilian Response Corps and Deployment Support. Data is entered based on travel purchases and reports from engagements of arrivals and departures. Data quality is excellent. CSO keeps very detailed records on deployment related activities.						

Justification of Request

The FY 2014 Request for the Bureau of Conflict and Stabilization Operations is \$45.2 million, a total increase of \$14.9 million above the FY 2012 Actual. In FY 2014, funding will be focused primarily on high-impact engagements. These will depend on conditions at the time, but may include Middle East and North Africa (MENA) transition countries, Nigeria, Burma, and/or North Central America. The FY 2014 funds will be used to: (1) respond to the increasing number and size of requests for civilian expertise; (2) empower crisis response teams to rapidly stand up and manage stabilization programs in emergent situations; and (3) build crosscutting initiatives that amplify the impact of the Department, interagency and partner activities and strengthen community resilience in response to conflict.

The following provides a detailed justification of the FY 2014 Request by program activity:

Overseas Response Operations: \$28.1 million

In FY 2014, the majority of CSO's resources are directly dedicated to the staffing, operation, and support of overseas deployments. The following are the major components of this program activity:

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- **Response Capacity: \$6.4 million**

The request includes the salaries, benefits, and support costs of full-time interagency CRC component members from USAID and other participating agencies. It also includes the salaries and benefits of the direct-hire employees in CSO's Offices of Overseas Operations who also deploy.

- **Response Operations Support: \$1.1 million**

These funds will provide for direct management, administration, recruitment, and operational support of the CRC personnel who participate in overseas deployments.

- **Deployments: \$20.6 million**

This funding provides for all costs associated with deploying CSO personnel, including the CRC civilian responders, to support conflict and stabilization missions. In FY 2014, CSO projects having a small number of large-scale, high-impact engagements and between 10-15 medium-sized, technically-focused engagements. As resources permit, CSO will also deploy experts to assist embassies or other partners with policy or program development challenges. Operationally, CSO will support Chiefs of Missions in priority countries with integrated expeditionary operations for conflict prevention, stabilization, and transition. CSO will also support embassies, regional bureaus and special envoys with conflict analysis and planning support, expertise and innovative strategies. The funding includes the costs of travel, per diem, in-country support, air or surface transportation of equipment, bandwidth for satellite communications, subsistence, and other costs associated with an engagement, including the hiring of experts and other engagement-specific responders.

CSO is developing a set of crosscutting initiatives to advance innovative approaches to preventing and mitigating conflict. Building on best practices derived from these activities, CSO will scale up implementation of these approaches in priority countries and at the regional level.

In Kenya, CSO is supporting peaceful elections focused on preventing a recurrence of election violence. Other illustrations include facilitating dialogue on strengthening cross-border water management along the Nile; mobilizing Central American, and Middle East/North African youth as positive role models through media, technology and conflict mediation activities; and catalyzing interfaith collaboration and leadership in Nigeria and Kenya.

Policy, Partnership, and Learning: \$6.7 million

This program element will provide the funding and staff to develop new relationships with bilateral and multilateral partners, NGO's, and other nontraditional actors that can help expand the CSO's reach and deepen its expertise, as well as to manage civilian-military strategies and relationships. In addition, this program element provides for a resource center on conflict stabilization, professional development, and training for the CSO responders, as well as the development of lessons learned from CSO operations to inform ongoing and future missions.

Plans, Programs, and Integration: \$7.3 million

Funding requested provides for the personnel and support costs of Washington-based headquarters staff, including CSO Front Office, necessary to implement programs, policies, proposals, and strategies for conflict prevention and stabilization operations, as well as staff to exercise oversight and management responsibility for the integration of conflict and stabilization operations, deployments, and programs with overall U.S. foreign policy objectives. This program element includes the resources necessary to provide for the administrative and management support of CSO operations, including financial management, budget/strategic planning, human resources, and general services operations.

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CSO Headquarters: \$3.1 million

This activity funds the CSO headquarters support costs, including non-deployment travel, rents, utilities, IT network support, printing, internal supplies, and equipment. In FY 2014, CSO anticipates that consolidating its offices in the Foggy Bottom area will result in associated savings and cost avoidance of approximately \$4 million (between FY 2012 and FY 2014) in rent, security, IT expenses, utilities, and shuttle bus costs.

Overseas Conflict Stabilization Programming

CSO manages and oversees the implementation of conflict stabilization programming, utilizing foreign assistance funding made available for such purposes. The FY 2014 Request for the Complex Crises Fund (CCF) provides that up to \$7 million may be transferred to CSO to support overseas conflict and stabilization programs.

CSO focuses on direct political engagement in crisis response. As CSO begins an engagement, its civilian responders often identify the need for stabilizing project activities. Such activities are integral components of CSO's engagements and will directly support priority foreign policy objectives. Projects will be designed to build credibility for new civilian authorities by addressing immediate needs, increasing access to balanced and accurate information, restoring and/or enhancing the operational capacity of local institutions, and promoting public acceptance. In keeping with CSO's crisis response and stabilization mandate, program funds (ordinarily from foreign assistance accounts) will provide civilian responders operating in dynamic and tense environments the flexibility to support critical small initiatives rapidly, in order to head off or mitigate future violence. Their use will be primarily for rapid response to an unfolding and often unpredictable emerging political event, but may also be used for timely conflict prevention interventions.

CSO has integrated project activities into its operations: CSO's Syria team is using program funds to provide opportunities for disparate groups to work together and increase their political and civilian capacity for effective "tipping point" activities – such as training on non-violent resistance techniques and advice on how to increase the impact of locally-developed communications content. CSO is also helping to prepare civilian opposition members to play a stabilizing role in countering sectarian violence or vigilantism when they return home.

CSO funding is critical to the development of such innovative approaches so that they can be integrated into long-term programs that could ensure sustainability and host nation ownership. Flexible funding will increase the capacity of teams to engage quickly in activities within 0-12 months. These small projects within an overall CSO engagement will generally involve direct capacity building efforts with local partners.

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Funds by Object Class

(\$ in thousands)

Conflict Stabilization Operations (CSO)	FY 2012 Actual	FY 2013 CR	FY 2014 Request	Increase/Decrease From FY2012
1100 Personnel Compensation	4,119	0	15,361	11,242
1200 Personnel Benefits	1,119	0	12,269	11,150
2100 Travel & Trans of Persons	1,196	0	4,600	3,404
2200 Transportation of Things	1	0	0	(1)
2300 Rents, Comm & Utilities	504	0	835	331
2400 Printing & Reproduction	33	0	35	2
2500 Other Services	14,136	0	11,415	(2,721)
2600 Supplies and Materials	77	0	86	9
3100 Personal Property	318	0	101	(217)
4100 Grants, Subsidies & Contributions	313	0	505	192
Total	21,816	0	45,207	23,391

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