

Office of the Coordinator for Reconstruction and Stabilization (S/CRS)

U.S. Department of State



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Mission

The Office of the Coordinator for Reconstruction and Stabilization (S/CRS) was established to:

Lead, coordinate, and institutionalize U.S. Government civilian capacity to prevent or prepare for post-conflict situations, and to help stabilize and reconstruct societies in transition from conflict or civil strife so they can reach a sustainable path toward peace, democracy and a market economy.



Status

- ▶ S/CRS created in July, 2004; Amb. Carlos Pascual appointed Coordinator.
- ▶ 30 staff from State, USAID, OSD, CIA, Army Corps of Engineers, Joint Forces Command, Treasury.
- ▶ Secretary of State gave broad mandate to manage resources, planning, and development of policy options to respond to failing, failed, and post-conflict states.
- ▶ Established interagency coordination mechanisms.
- ▶ Designed a system to identify at-risk countries.
- ▶ Forged strong relationships with key USG partners, including U.S. military.
- ▶ Initiated contacts with nongovernmental and international partners.



Factors in Developing a Stronger Stabilization and Reconstruction Capacity

Assumptions:

- ▶ Address 2-3 stabilization and reconstruction (S&R) operations concurrently.
 - Over the past 15 years the U.S. has been involved in 7 major, multilateral post-conflict reconstruction and stabilization operations, and contributed significant resources to over 10 more.*
- ▶ S&R operations last up to 5-10 years.

Implications:

- ▶ Institutionalizing stabilization and reconstruction capacity requires building capacity of USG partners, establishing strong relationships with external partners.
- ▶ Must develop management structures that can transition to “normal” institutional mechanisms.

* The seven are Somalia, Haiti, Bosnia, Kosovo, Liberia, Afghanistan, and Iraq. Some of the ten are Cambodia, Mozambique, El Salvador, Nicaragua, Guatemala, Rwanda, Sierra Leone, Colombia, and East Timor. (RAND; Center on International Cooperation)



Operational Model: Five Functions

- ▶ Monitor and Plan: Develop clear policy options concerning states and regions of greatest risk and importance, and lead U.S. planning focused on these priorities to avert crises, when possible, to prepare for them as necessary.
- ▶ Mobilize and Deploy: Coordinate the deployment of U.S. resources and implementation of programs in cooperation with international and local partners to accelerate transitions from conflict to peace.
- ▶ Prepare Skills and Resources: Establish and manage an interagency capability to deploy personnel and resources in an immediate surge response and the capacity to sustain assistance until traditional support mechanisms can operate effectively.
- ▶ Learn from Experience: Incorporate best practices and lessons learned into functional changes in training, planning, exercises, and operational capabilities that support improved performance.
- ▶ Coordinate with International Partners: Work with international and multilateral organizations, individual states, and NGOs to plan, accelerate deployment, and increase interoperability of personnel and equipment in multilateral operations.



Monitoring, Early Warning, Planning

- ▶ Identify vulnerable states through new early warning/monitoring system (classified and open-source) with updates every six months.
 - Select every six months a limited number of countries for intensive planning.
 - Identify actions to **avert crises** and **prepare for contingencies**.
 - Incorporate all key interagency actors – civilian and military, and identify potential partners outside government.
 - Extract generic trends; test plans with interagency exercises.
- ▶ Coordinate civilian stabilization and reconstruction participation in military planning and exercises.
 - Deploy Humanitarian, Stabilization, and Reconstruction Team (HSRT) to Combatant Commands to participate in post-conflict planning where U.S. military forces will be heavily engaged.
 - Develop mechanisms for coordinating military and civilian operational planning across the full spectrum of possible military involvement in S&R operations.
 - **Issue: clarify budget parameters and legal authorities for military/civilian cooperation on stabilization and reconstruction.**

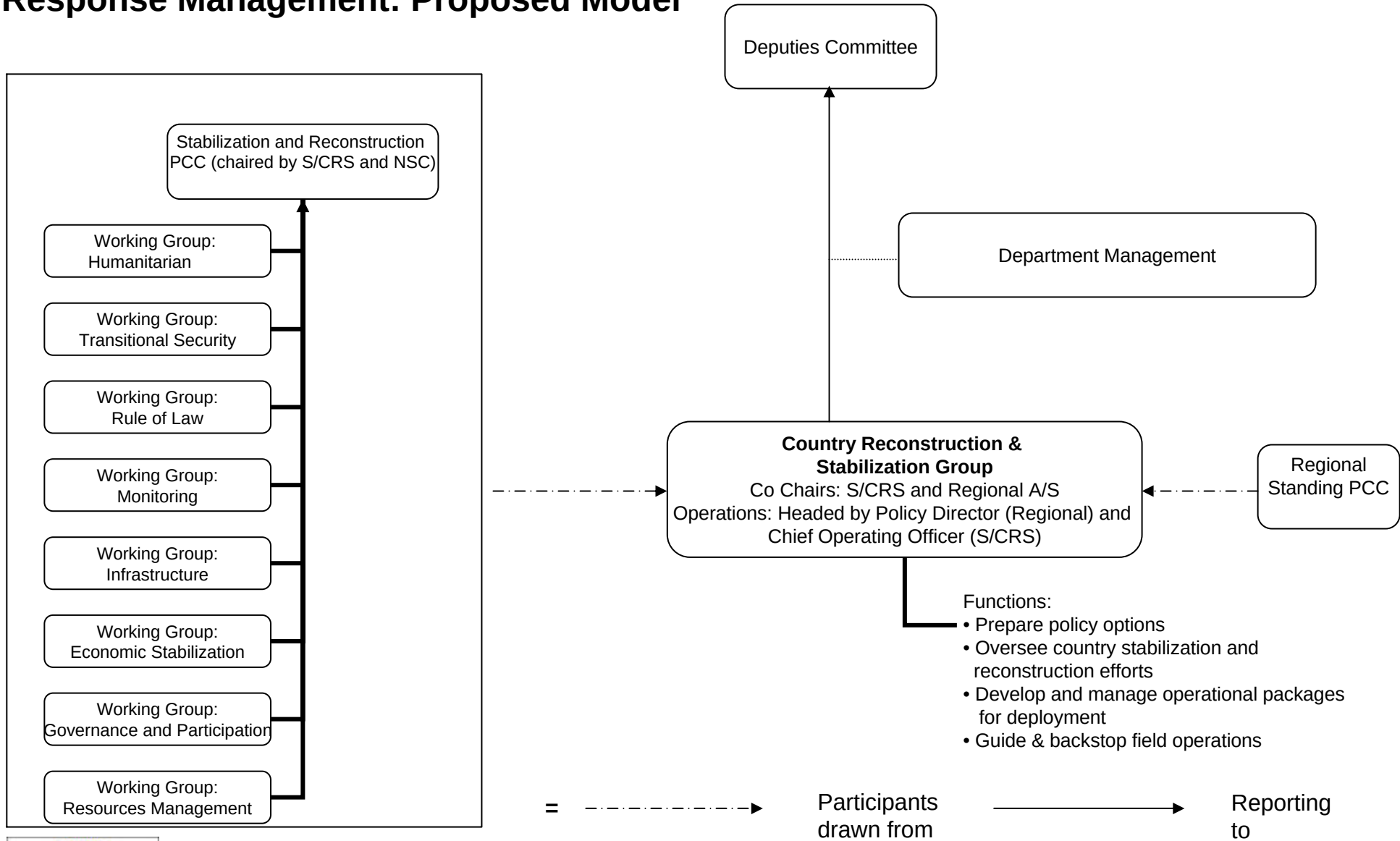


Mobilize and Deploy: Washington Management

- ▶ Stand up interagency Country Reconstruction and Stabilization Groups (CRSGs) in Washington with regional bureaus to plan for and manage actual operations (see next slide).
 - Management Requirement: Combine regional expertise with specialized stabilization and reconstruction skills that build on established interagency, international and nongovernmental relationships; and inject lessons learned.
- ▶ Lead Interagency Working Groups:
 - Transitional Security; Rule of Law; Governance and Participation; Economic Reconstruction; Humanitarian Assistance; Infrastructure Development; Resources; and Monitoring, Analysis and Intelligence.
 - Use lessons learned to identify essential tasks in stabilization and reconstruction operations, put together an operational database of current capabilities, and identify gaps and deficiencies in USG capabilities.
- ▶ Coordinate deployment of personnel, resources, and technical capability in actual reconstruction and stabilization operations.



Response Management: Proposed Model



Skills/Resources: Proposed Tools for Deployment

- ▶ Proposed: Develop and train an Active Response Corps, a Standing Corps, and Technical Corps for immediate deployment.
- ▶ Maintain an operational database of skills, contracts, resources, and mechanisms throughout the interagency with NGOs, firms, universities, institutes, and think tanks.
- ▶ Establish (subject to appropriation) a quick response fund for stabilization.
 - The Department supports the purposes of S.2127, proposed by Senators Lugar and Biden. We support the creation of the Conflict Response Fund to be replenished annually, along the lines proposed by Senators Lugar and Biden. The fund, coupled with flexible authorities, would help jumpstart post-conflict responses abroad.



Illustrative Rapid Response Components

	Illustrative FY06 Personnel Targets
Core Leadership and Coordination ▶ Coordinator for Reconstruction and Stabilization	TBD
Diplomatic Operations ▶ Active Response Corps ▶ Standing Reserve Corps 5-year Target: TBD *	TBD
Technical USG Design and Management Skills Phase I: Transitional Security, Governance ▶ Police/Law Enforcement ▶ Rule of Law ▶ Humanitarian, Governance, Economic Stabilization	TBD
Global Skills Networks ▶ Pre-positioned funding mechanisms with global coverage (e.g. contracts, cooperative agreements, grants) ▶ Individuals, firms, NGOs, Think-tanks, universities	Stabilization and Reconstruction Fund

**Notional Standing Reserve Corps numbers represent the development of the Standing Reserve Corps over a 5-year period. After individuals complete Active Response Corps assignments they would join the Standing Reserve Corps.*



Coordinate with the International Community

- ▶ Work with international partners to develop a shared understanding of responsibilities, means for collaboration, and burden sharing.
- ▶ Increase efficiency and reduce redundancy in reconstruction and stabilization operations, adding value to existing capabilities and increasing overall effectiveness of multilateral efforts.
- ▶ Key International Partners:
 - United Nations (e.g. DPKO, DPA, OCHA, UNDP, UNICEF, UNHCR, WFP)
 - EU
 - IFIs (World Bank, IMF, regional banks)
 - G-8
 - Regional Organizations
 - Country Partners



Hypothetical Example: Deploying U.S. Capabilities

Scenario: Civil unrest in country X leads to military deployment; U.S. Mission evacuation or draw-down; UN-sponsored peace plan stops hostilities.

Planning:

- ▶ Deployment of S/CRS Humanitarian, Stabilization, and Reconstruction Team (**HSRT**) to RCC HQ to facilitate integration of civilian planning and civ-mil coordination in mil planning.
- ▶ **CRSG** in Washington manages policy and guides civilian-led planning with military participation.
- ▶ Outreach to domestic and international partners.

Military Engagement:

- ▶ Advance Civilian Teams (ACTs) deploy with U.S. military to initiate humanitarian, stabilization, and reconstruction tasks on the ground. ACTs provide guidance for post-conflict priorities.



Hypothetical Example (cont.)

Transition:

- ▶ UN-sponsored peace plan leads to peacekeeping mission; SRSG leads UN operations.
- ▶ S/CRS and Active Response Corps create 30-person on-the-ground civilian team under U.S. Ambassador to bolster Embassy. RCC provides logistical base. EXCOM coordinates field activities and decision-making, and outreach to NGOs and international partners in country.
- ▶ EXCOM reviews, Ambassador proposes to Washington civilian S&R plan focused on Rule of Law and Transitional Security.
- ▶ CRSG coordinates review, approval of stabilization and reconstruction plan with NSC.



Hypothetical Example (cont.)

Program Design:

- ▶ S/CRS leads interagency team (State/IO, DoJ, State/INL, DoD, USAID).
- ▶ DOJ helps UN Special Representative of the Secretary General craft strategy for new police and law enforcement structures and identify 10 positions for U.S. advisors.
- ▶ State and DoD clarify with UN the responsibilities for peacekeepers and international CIVPOL; INL proposes 400-person U.S. CIVPOL mission and indigenous police training program.
- ▶ USAID develops local administration strategy and proposes 10 teams of U.S. advisors and NGO partners.
- ▶ U.S. Ambassador and EXCOM endorse proposed package.



Hypothetical Example (cont.)

Implementation:

- ▶ S/CRS presents coordinated package to NSC Deputies.
- ▶ DoJ, USAID, INL launch their components using pre-competed contracts.
- ▶ Stabilization and Reconstruction Fund finances initial deployment.

Outcomes:

- ▶ Civilian-Military capabilities are joined from planning stage, through combat operations, to stabilization and reconstruction operations.
- ▶ Ground realities are fed into reconstruction and stabilization program design.
- ▶ Effective diplomatic operations established in post-conflict environment, and focus S&R efforts.
- ▶ Civilian ground capabilities improve ground coordination with international organizations, NGOs, other partners
- ▶ Peacekeeping time-table coordinated with civilian police capabilities.
- ▶ Strengthened capabilities up front enhance prospects for success.



Learn from Experience

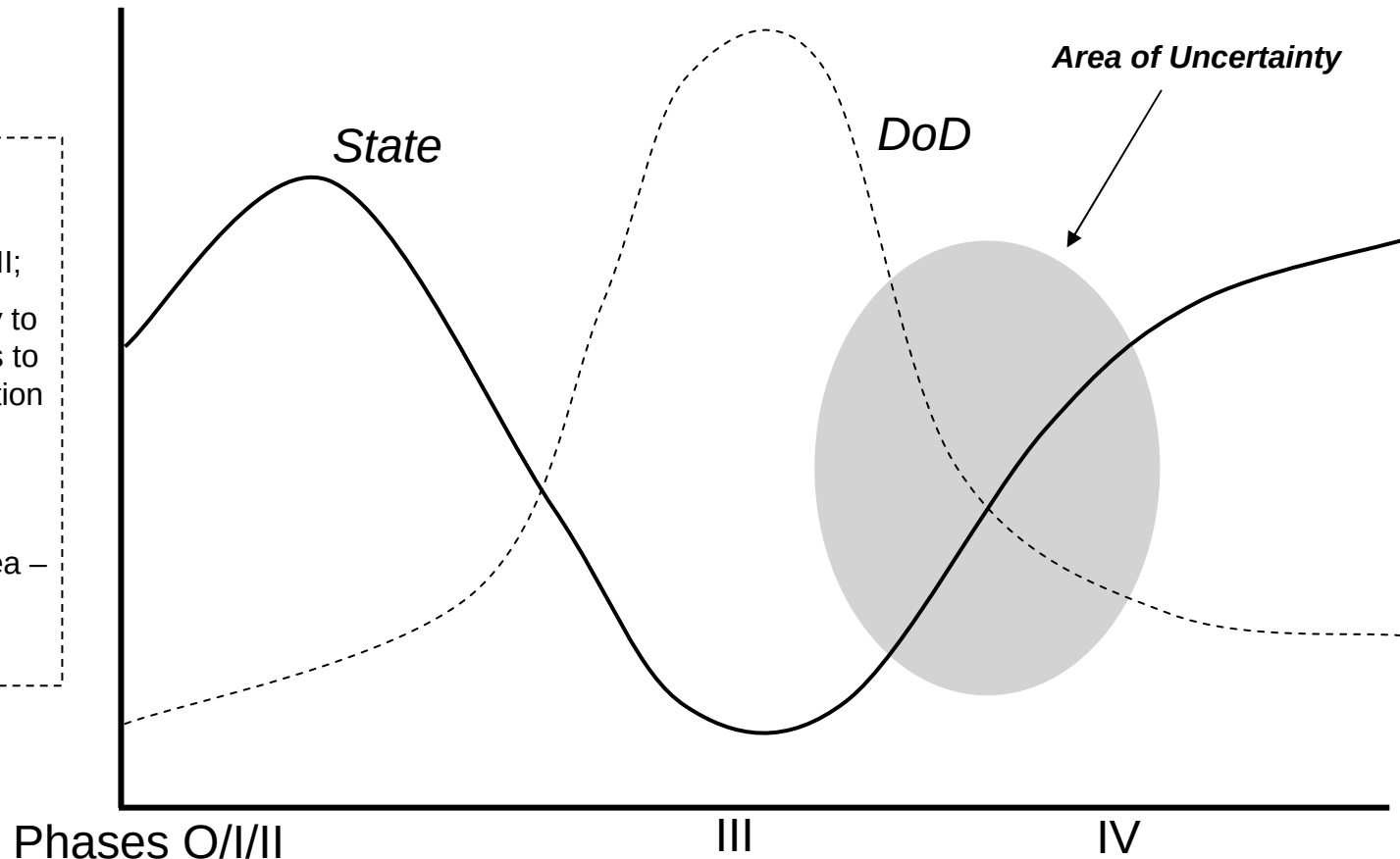
- ▶ Participate in gaming and exercises with U.S. military and the interagency.
- ▶ Develop dynamic database of studies, reports, and data to support decision-making and planning processes.
- ▶ Create real-time information feedback loops for policy makers and managers.
- ▶ Create lessons-learned “tool-kits” focused on core issues, drawing on field officer experience.
- ▶ Identify gaps and deficiencies in U.S. capabilities to carry out stabilization and reconstruction operations and develop strategies for overcoming them.



Combat Operations: The Challenges are Accentuated

Gaps in civilian planning and operational capacity jeopardize the success and sustainability of stabilization and reconstruction and complicate the withdrawal of troops.

- Key Gaps:**
- Lack of joint civ-mil planning in phases 0, I, II;
 - Limited civilian capacity to deploy with military units to support civilian stabilization ops (phase III);
 - Unclear transfer from military to civilian responsibilities (gray area – phase III to IV).



Reference: Defense Science Board



S/CRS Contacts

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