

PREPARED STATEMENT

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**BEFORE THE SUBCOMMITTEES ON OVERSIGHT AND INVESTIGATIONS AND
TERRORISM & UNCONVENTIONAL THREATS AND CAPABILITIES**

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INTRODUCTION

Chairman Snyder and Chairman Smith, Ranking Members Akin and Thornberry, and Members of both Subcommittees, thank you for the opportunity to testify today on the role of the Office of the Coordinator for Reconstruction and Stabilization and our interagency partners in working with the Department of Defense specifically with respect to this subcommittee's interest in developing and updating practices for stability operations, particularly with respect to the concept of irregular warfare.

As my colleague from DOD has noted, today we face complex threats to United States national interests and security from a range of states and non-state actors, many of regional or even global reach, who seek to perpetrate acts of terrorism, criminality and to incite internal and regional instability. Fragile states and poorly governed areas can become breeding grounds for terrorism, weapons proliferation, trafficking in humans and narcotics, organized crime, and humanitarian catastrophes. These complex challenges for the United States and our international partners require a comprehensive government planning and operational response that weaves together a spectrum of capabilities in counter-insurgency, counterterrorism, stability operations, with the full complement of civilian skills and approaches in stabilizing and reconstructing failed states; preventing conflict; and tackling terrorist financing, organized crime, and the illegal arms trade.

We face a shifting, dynamic and demanding world that will test our national capabilities, constantly requiring new approaches, new coalitions, and the best practices we can learn and impart to our men and women working in the field. As a nation we must have tools that are highly flexible and capable in a range of situations. The steps to successfully meeting this challenge on the civilian side are not unlike how the military prepares as well: build the necessary human capacity, develop planning and management systems, train these experts in the necessary skills and in the situations they will likely encounter, and repeatedly exercise with partners until our people are ready. At the center of this preparation is the effort to strengthen the partnership within the U.S. government between civilians and the military, so that as these threats evolve, and possibly rise to the level of military engagement, we have the relationships and systems in place to respond effectively.

National Security Presidential Directive 44 (NSPD-44) recognizes this challenge in the area of stabilization and reconstruction and calls on both civilian and military elements of the federal government to promote the security of the United States through improved coordination, planning, and implementation. NSPD-44 makes the Secretary of State responsible for integrating U.S. efforts to prepare, plan for, and conduct these reconstruction and stabilization activities, and calls on the Secretaries of State and Defense to harmonize civilian and military efforts so that civilians are planning and operating with the military before and during the start up of any operation.

The DOD Directive on Military Support to Stability, Security, Transition, and Reconstruction (SSTR) Operations (3000.05) supports NSPD-44. We've worked closely with DOD to synchronize transformation under DO Directive 3000.05 with NSPD 44 implementation. Intensive DOD involvement has been critical in the two year process we have just completed to identify the civilian capacity that is needed going forward.

Our work in NSPD-44 implementation rests in a context of a much larger process to continually build a ready, seamless civilian-military partnership on which Ambassador Mull, Assistant-Secretary of State for Political-Military Affairs recently submitted testimony. In this submission, he covered a wealth of activities that his bureau leads for the Department of State in building this partnership: in State-DOD policy coordination, personnel exchanges, use of Political Advisors (POLADs), and executing over five billion dollars in U.S. foreign military assistance. I will focus today on the efforts that my office has been leading to ensure that the civilian interagency is prepared, equipped, and trained to partner with the military in stabilization and reconstruction planning and operations.

Since S/CRS was established in 2004 we have built a modest and promising rapid response capability within the State Department and a growing cadre of civilian planners in our office of 80 experts. We are an interagency office with detailees over the past three years from USAID; the U.S. Army Corps of Engineers; the Departments of Defense, Treasury, Justice, Homeland Security, and Labor; the Intelligence Community; and other parts of the State Department. Our team is currently providing planning, operations or assessment assistance in Afghanistan, Sudan, Haiti, Nepal, Sri Lanka, Kosovo, and Liberia. We also have an officer detailed to AFRICOM and another to SOUTHCOM, and we have increasingly stronger relationships with a number of the combatant commands.

Over the last two years, we have piloted new concepts and engaged in important planning and operations. For example, we opened the U.S. office in Darfur's capital of El Fasher, helped coordinate assistance on the ground in Lebanon for the Ambassador there, and sent teams to Afghanistan to facilitate planning with Provincial Reconstruction Teams. Pilot engagements such as these have proven the value of our approach. It is now time to expand our efforts. The civilian agencies need to have a robust capability to take on these challenges in a significant way so that armed forces do not have to intervene and where military engagement is needed in stabilization crises, to be a true partner to the military. This requires an innovative change in the way the U.S. Government approaches and resources conflict response. Just as the military underwent tremendous reform in the 1980s following the passage of the Goldwater-Nichols Act, we are proposing shifts across our civilian agencies that will bring all elements of national power to bear in the defense of America's vital interests.

BUILDING CIVILIAN CAPACITY FOR RECONSTRUCTION AND STABILIZATION

Over the last year, we have been working together across 15 civilian and military agencies to answer President Bush's 2005 call in NSPD-44 to significantly improve the management of U.S. Government reconstruction and stabilization operations. This unprecedented process has brought together experts from the NSC staff, DOD, USAID, State, Justice, Agriculture, Commerce, Treasury, Transportation, Energy, Homeland Security, Health and Human Services, OMB, OPM, and the Intelligence Community to sit together and determine in detail the U.S. civilian capacity needed to succeed in a stabilization operation. It has required an extraordinary commitment of staff and expertise that has also benefited from extraordinary support from Members of Congress and outside experts, including the academic community.

This group examined U.S. responses in Afghanistan, Iraq, Bosnia, Kosovo, Haiti, East Timor, and Lebanon and looked at a range of possible future countries at risk to identify the range and number of civilians required to meet the need. This examination identified three required levels of deployable expert civilians: an Active Response Corps of up to 250 first responders from civilian federal agencies, a Standby Response Corps of up to 2000 other government officials, and a Civilian Reserve Corps drawn from private sector experts and state and local government officials from across the United States. The President embraced this recommendation, and confirmed his support yet again when early this month he presented to Congress the Civilian Stabilization Initiative in his FY 2009 budget.

The Civilian Stabilization Initiative, as outlined in the President's budget request, will provide a full complement of U.S. civilian personnel that can respond quickly and flexibly to stabilization challenges. It provides for new positions within State, USAID and in other partner agencies devoted to increasing civilian reconstruction and stabilization (R&S) expertise, and it strengthens the ability of our civilians and military to work together on this complex challenge. The experts within the Active, Standby and Civilian Reserve Corps will also provide the civilian partner our armed forces need to convert military success into longer-term stability in R&S missions. Within 48 hours after a crisis erupts, CSI will allow us to deploy, for example, rule of law (including law enforcement) experts from State and Justice, economic experts from Commerce and Treasury, border security experts from Homeland Security, and governance, infrastructure, and conflict recovery officers from USAID, according to a unified plan.

The proposed CSI Active and Standby Response Corps will be supplemented, as needed, by the Civilian Reserve Corps. With trained and equipped Civilian Reserve personnel on call, we will be able to deploy experts drawn from the private sector and state and local government from across the country with the necessary specialties and training – such as police officers, judicial advisors, agronomists, and city managers -- within 30 days. This capacity will allow the high-level of flexibility and agility necessary to meet the needs of these complex missions.

COMPREHENSIVE GOVERNMENT PLANNING AND MANAGEMENT SYSTEM FOR R&S OPERATIONS

The Civilian Stabilization Initiative is the critical first step to ensure we have the right people, with the right skills, at the right time. However, making sure that these experts are doing the right things, synchronized between civilian and the military leadership on the ground (when the military is engaged), according to one strategic plan continues to be the most complex and challenging task of NSPD-44. In response to this challenge, the Interagency Management System (IMS) was developed and the Interagency Reconstruction and Stabilization planning framework has been revised; feats that could not have happened without the full commitment and participation of the 15 agencies involved, including participants from throughout DOD.

The principal value of the IMS is that it creates unity of purpose through an agreed comprehensive government planning and management process, translating that purpose into unified effort through integrated operations in the field. It clarifies roles, responsibilities, and processes for interagency R&S planning and operations. The IMS is scaleable to the situation and integrates personnel from all relevant agencies. This system is designed for highly complex crises and operations. However, it is

important to note that it is not intended to respond to the political and humanitarian situations that are regularly and effectively handled through current organizations and systems. The IMS is designed to operate in the context of other multinational partners' activities and efforts and to provide a command and control structure for stabilization operations that would oversee all civilian activities including contracting. It would avoid duplication of effort and facilitate oversight of all civilian expenditure.

DOD was a full partner in the development of both of these systems and, as part of its implementation of NSPD-44 and DOD Directive 3000.05, has provided talented staff, civilian and uniformed, to help hone the concepts from their original theory to everyday practice. We have applied the interagency planning framework or its principles in U.S. Government efforts in Afghanistan, Haiti, Kosovo, and Sudan.

ACHIEVING A NEW LEVEL OF READINESS THROUGH TRAINING

It is clear, as we prepare for this complex environment, that we have much to learn about training our civilians to be ready for the range of issues they will confront. We need to draw from various sources of expertise in training, including DOD. To fulfill the President's Directive and team with DOD on their efforts with DOD Directive 3000.05, S/CRS established a training working group bringing together representatives from the State Department, USAID, Defense, Justice, Commerce, USDA, HHS, DHS, Treasury, and the U.S. Institute of Peace. This group fosters collaboration among participating agencies to develop the training necessary to prepare officers for reconstruction and stabilization operations. The training working group is building on and leveraging existing resources. It is therefore connected with the National Security Education Consortium, the Security, Stabilization, Transition, and Reconstruction Senior Leaders Roundtable activities, and many other interagency training venues. This effort supports the President's May 2007 Executive Order on National Security Professional Development.

To better prepare those engaged in R&S issues, S/CRS has an increasingly robust training program with the State Department's Foreign Service Institute. S/CRS, PM and interagency partner staff regularly provide expertise to the National Defense University and the Army, Navy and Air War Colleges to prepare a wide range of personnel from PRT staff to senior level staff from across the U.S. Government. We have a close relationship with a number of U.S. military professional education institutions and collaborate to ensure NSPD-44 concepts and processes are built in to their curricula.

In addition to these institutional training processes, we regularly partner with our military colleagues for training that builds relationships between civilians and military in the field and practices the type of interagency collaboration that is so essential to effectiveness in the R&S environment. My staff and USAID colleagues regularly participate in the U.S. Army's Certain Trust exercise and training series at Ft. Bragg, which is the culminating exercise of the Civil Affairs officer course. Working with USAID's Office of Military Affairs, we recently completed training for the Provincial Reconstruction Teams currently headed out to Afghanistan.

As we look to move forward with the Civilian Stabilization Initiative, these types of training that build relationships between civilian and military colleagues, teach common planning and

assessment practices, and expose our personnel to the methods, mechanisms and processes of the other agencies before facing the demands of the mission itself, will be critical to success.

PREPARING WITH INTERNATIONAL PARTNERS AND DOD THROUGH EXERCISES

We have already been partnering with other civilian agencies, the military and international partners to test the Interagency Management System, working out planning, systems and potential challenges in the exercise environment, so that we will be ready to respond effectively when the next crisis erupts.

An interagency Military Activities Review Team directs this process and works closely with DOD in the effort to engage civilian agencies more effectively in military experiments and exercises. The main focal points for R&S exercises are Unified Action (UA) 2007-2008 and Multinational Experiment 5. UA 2007-2008 is a civilian-led experiment conducted in support of the NSPD-44 implementation process, focusing on refining interagency conflict assessment and interagency planning at the strategic and operational levels. S/CRS is also coordinating interagency input into the Multinational Experiment 5 experiment series, led by U.S. Joint Forces Command (JFCOM) which includes participation by civilian and military actors.

In addition, there are a growing number of exercises with Geographic Combatant Commands which focus on using the IMS and exercise the integration of civilian activities into the scenario. Currently almost half my staff are engaged in an exercise with SOUTHCOM which is practicing using the three levels of the IMS in a highly complex mission. Eighty-four interagency personnel from more than twenty offices across the U.S. Government are involved. This is the third year of this exercise and each time we gain invaluable insight that has improved and strengthened the system and built a strong partnership with SOUTHCOM. We will observe a major PACOM exercise later this year.

These exercises have allowed us to practice and build relationships not only with the U.S. military but with a range of international partners who may be essential to the success of future operations. Building civilian capacity for R&S is not just a U.S. priority. We share a commitment with our international partners to prevent states from failing and to resolve both the causes and the consequences of violent conflict. From the beginning, S/CRS has worked closely with USAID, PM, and DOD to build close working relationships with international partner organizations ranging from the United Nations, to NATO and the European Union, and partner countries like the United Kingdom and Canada. We are also reaching out to other countries such as Australia, France, Germany, Japan and South Korea. Our work with these international partners has spanned both collaboration on civilian activities and understanding how civilians and militaries can plan and operate together more effectively.

A good example of our multifaceted international engagement can be found in our collaboration with JFCOM on the Multinational Experiment (MNE) series, which aims to improve civil-military cooperation among international partners in a crisis. MNE-4, held in March 2006, brought together eight countries and NATO, with the UN and EU observing. The next iteration (MNE-5) is now underway. Through such multilateral exercises, and through bilateral efforts, S/CRS consistently strives to increase global capacity to deal with the threats posed by failed or

failing states, as well as with the human causes and consequences of conflict. We do this by developing and sharing tools with partners to help ensure we can work together more effectively and efficiently on the ground in a conflict environment.

One of the areas of focus is strategic communications. This has been highlighted again and again as a critical area for R&S planning and operations. The Interagency Management system includes a multi-level approach to ensure the U.S. effort has a common strategic communications strategy and approach. We are linking this strategic communications effort throughout all levels of the mission and weaving strategic communications capacity, resources, and messages throughout the planning process in a feedback loop that ensures our efforts are appropriate and effective for the people in the countries in most need of our help.

CONCLUSION

There is no doubt that failing states and ungoverned territories can quickly spawn threats to the security of our nation, its citizens and interests, and our allies and partners. The nature of these threats, their complexity and lethality are constantly evolving. As DOD develops its capacity to meet these threats militarily across a range of complex scenarios, we must continue our intensive efforts on the civilian side to strengthen our capacity to be an effective partner going forward, particularly in missions where an early civilian lead may avoid military intervention entirely. We cannot continue to make do with a resource imbalance that leaves the Pentagon as the default for undertaking sustained, large-scale reconstruction and stabilization missions. Civilians must increase the capacity to effectively engage. This is true not only because most of the critical R&S tasks are civilian in nature and require a civilian lead, but also due to the burden placed on our armed forces, which detracts from our overall military readiness.

Building the U.S. civilian planning and operations capacity embodied in the Civilian Stabilization Initiative will ensure that we are able to partner with the military when necessary for the challenges that lie ahead and to deal with some crises without having to invoke U.S. military power. Continually improving and expanding our joint training and exercises will help us ensure this new capacity is truly ready for what lies ahead. In the end, the effort we make – and the expenses we incur – to develop a strong, fast U.S. civilian response capability will reduce the cost we ultimately pay, both in dollars and in lives, to manage the national security dangers arising from failed and destabilized states.

Thank you.

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