

Office of the Coordinator for Reconstruction and Stabilization

Building America's Conflict Transformation Capabilities

Presentation by Christopher J. Hoh

Director for Response Strategy and Resource Management, S/CRS

Advisory Committee on Voluntary Foreign Aid

February 22, 2006



Agenda

- ▶ Introduction
- ▶ Vision & Mission
- ▶ Status
- ▶ Work Focus
- ▶ Tools Overview
- ▶ Discussion?
- ▶ (Back-up Slides on Planning, Response, Models & Training)



Secretary of State Rice:

- ▶ *“...We have seen how states where chaos, corruption and cruelty reign can pose threats to their neighbors, to their regions, and to the entire world. And so we are working to strengthen international capacities to address conditions in failed, failing and post-conflict states. ... President Bush already has charged us at the State Department with coordinating our nation’s post-conflict and stabilization efforts. “*



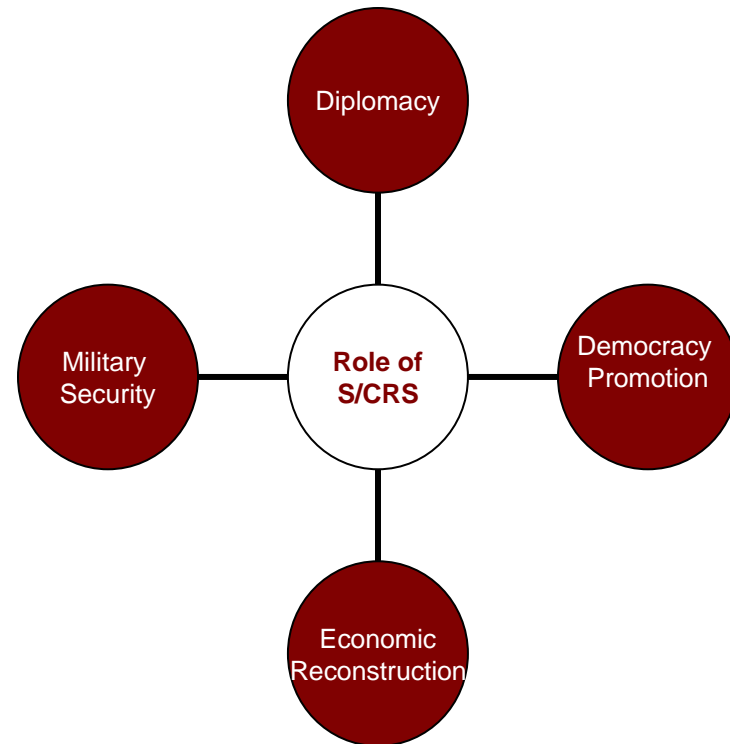
Supporting Transformational Diplomacy

Transformational Diplomacy Objective

- ▶ To work with our many partners around the world, to build and sustain democratic, well-governed states that will respond to the needs of their people and conduct themselves responsibly in the international system.

S/CRS' ROLE: *“Work more effectively at the critical intersections of diplomacy, democracy promotion, economic reconstruction and military security.”*

-- Secretary Rice



Presidential Directive: **KEY ELEMENTS**

- ▶ Coordination, integration & strengthening of USG efforts for R&S
- ▶ Foreign policy leadership of the Secretary of State
- ▶ Strategies and options in preparation and planning
- ▶ Harmonization of military and civilian efforts
- ▶ Importance of early warning and prevention
- ▶ Importance of coordination with international and non-governmental partners
- ▶ Development of personnel surge capacity
- ▶ Coordination of assistance, economic cooperation and budgets for R&S



President Bush:

- ▶ “We must . . . **improve the responsiveness of our government** to help nations emerging from tyranny and war. . . . [It] must be able to move quickly to provide needed assistance. So last summer, my administration established a new Office of Reconstruction and Stabilization in the State Department.”

– *(Speech to IRI, May 18, 2005)*



S/CRS MISSION

- ▶ 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.



S/CRS STATUS

- ▶ Created July 2004
- ▶ Authorized by Congress (PL 108-447, FY05 Appropriation, Sec. 408)
- ▶ NSPD mandating SecState lead; DoD Directive 3000 highlights “SSTR”
- ▶ Interagency office with 50+ staff, e.g. AID, OSD, JCS, CIA, Labor, DOJ

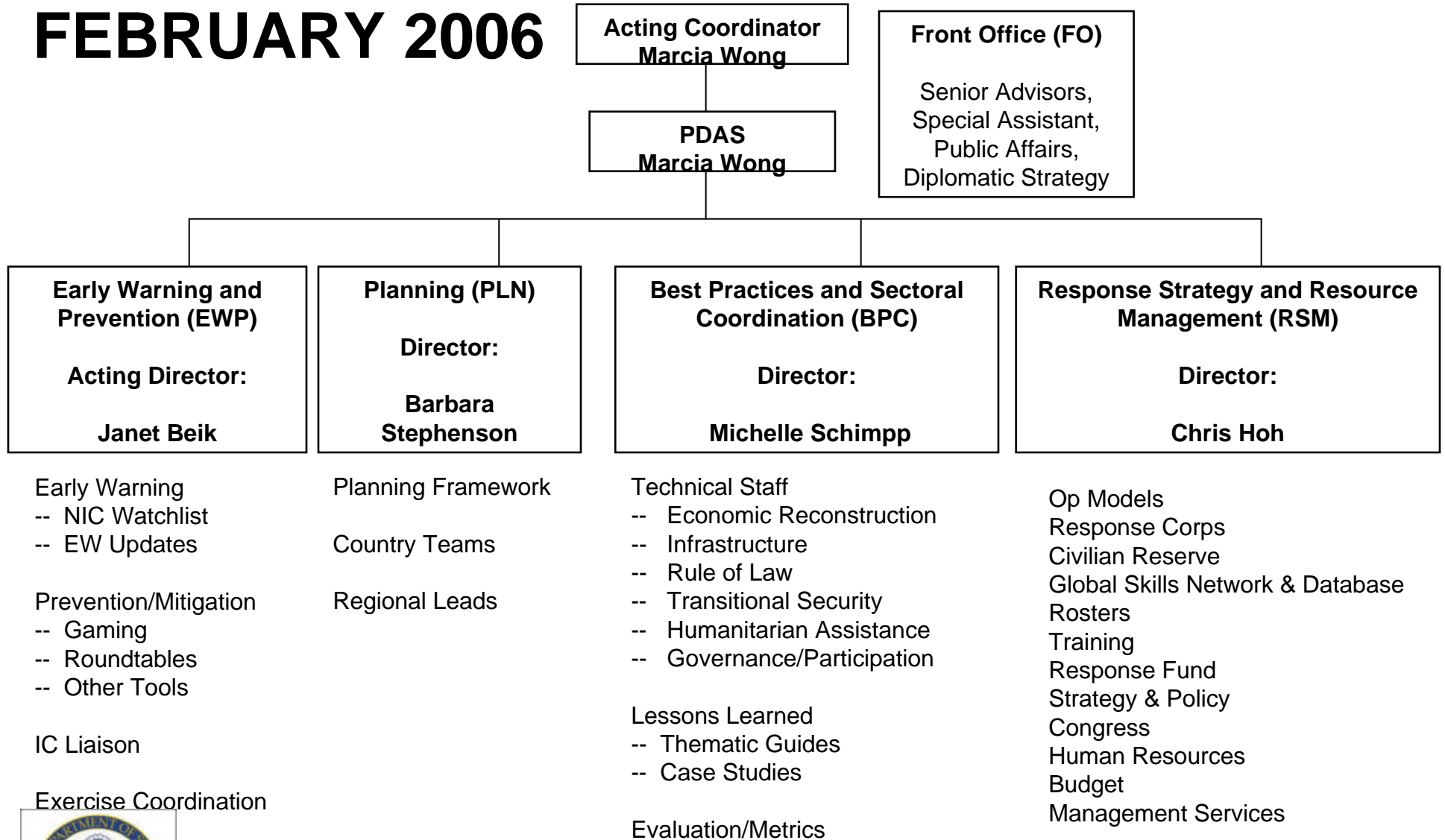


S/CRS STATUS (Continued)

- ▶ Interlinked initiatives for effective response: Early Warning, Planning, Best Practices, Surge Capacity, Op Models
- ▶ Interagency PCC on Reconstruction & Stabilization with 8+ work groups
- ▶ Strengthening network of contact and support with military commands, training centers, NGOs, international partners
- ▶ Internal USG consultant on conflict, e.g. Nepal, Haiti, Sudan
- ▶ Multiple exercises, roundtables, trainings, products delivered



S/CRS Status: ORGANIZATION AS OF FEBRUARY 2006



Working Assumptions & Principles

- ▶ **Building on the work of others.**
- ▶ **Conflict Response is bigger than any one office or agency.**
- ▶ **Structural Transformation Issues:** Current structure not sufficient to fully tap and harness USG-wide skills and resources (e.g. authorities, resource, flexible accounts, interagency space).
- ▶ **S/CRS engagement driven by need:** e.g. Regional bureaus identifying a concern and seeking additional tools to explore and address the issue.
- ▶ **Focus is transforming dynamics to lower drivers of conflict** and raise host society institutional capacity, requiring local buy-in and hand-off to indigenous actors
- ▶ **These aren't S/CRS-only products:** We lead and facilitate a process to create the most effective USG products.



Building for the Future

Identify Gaps and Structural Issues Impeding Best Use of Resources

- Personality-dependent civilian organization, “matrixed organization”
- No SOPs or models for moving from policy to integrated response
- Gap between early warning and early response
- Lack of common planning framework and process
- Inadequate pool of deployable, trained civilians
- No training curriculum for conflict transformation to build institutional capacity
- Ad hoc approach to coordinate USG activities and resources



NEW TOOLS OVERVIEW – Pt. 1 “Planning”

- ▶ **Essential Tasks Matrix** – checklist of sectoral issues
- ▶ **Best Practices Thematic Guides** – summary of lessons learned on key topics
- ▶ **NIC List** – semi-annual watchlist of countries at risk
- ▶ **Conflict Assessment & Analysis** – systematic review of conflict drivers and nation-state institutional capacity in a situation
- ▶ **Strategic Planning Template** – overview & options for goals, missions, tasks, tools, resources & risks
- ▶ **Metrics** – measures to express assessable goals, track progress and promote impact



Three Levels of S/CRS Country Engagements

- ▶ Response Management (high level engagement)
 - Organizing comprehensive USG operations abroad
 - Deployment of some value-added civilians on the ground

- ▶ Contingency Planning (medium engagement)
 - Full application of strategic planning framework to a situation
 - Involvement of range of inter-agency partners

- ▶ Prevention (limited engagement)
 - Conflict analysis, assessment and consulting with key players



NEW TOOLS OVERVIEW – Pt. 2 “Response”

- ▶ **Conflict Response Fund** – (proposed) contingency Foreign Ops funds to jump-start programs
- ▶ **First Responders** – agency personnel on short string to deploy and manage response (State Response Corps plus other agency equivalents)
- ▶ **Civilian Reserves** – (proposed) non-Federal personnel pre-trained to help surge
- ▶ **Global Skills Network** – inventory of pre-positioned, strengthened IQC’s and institutional arrangements
- ▶ **Operational Models** – SOP’s for interagency response teams at Washington, Planning Command (COCOM), and Field levels



DISCUSSION....

For additional information, contact:

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

U.S. Department of State

SA-3 Suite 7100

Main: 202-663-0323/0324

Fax: 202-663-0327

www.crs.state.gov



Backup Slides....



Background: BROAD CONSENSUS TO IMPROVE

▶ Think Tanks

- CSIS-AUSA: “Winning the Peace”
- Barnett: “Pentagon’s New Map”
- Also USIP, Rand, CFR, CGD, others

▶ Congress

- Lugar-Biden Bill (S. 2127) on “directorate,” response corps & fund

▶ USG Agencies

- State: Operational & transformational diplomacy initiatives
- DoD: Directive 3000, Defense Science Board, NDU
- AID: Fragile States Strategy, surge proposals

▶ International Partners

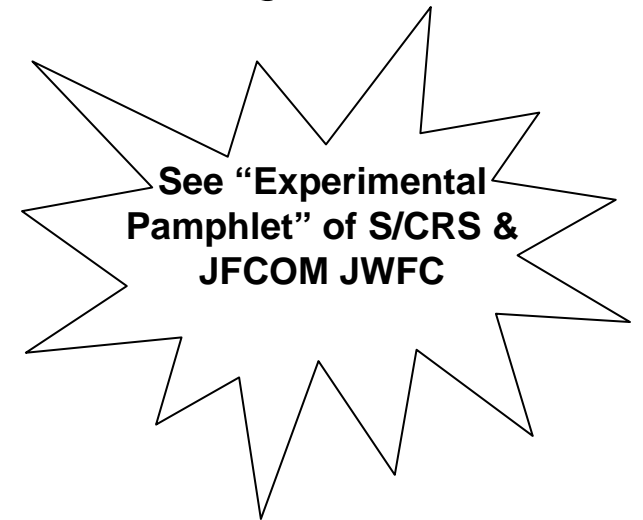
- UN, EU & NATO
- UK PCRU, other allies



Tools: STRATEGIC PLANNING TEMPLATE

Overview & Options for Goals, Missions, Tasks & Tools*

- ▶ Planning Template embodies key elements of Strategic Planning Framework
- ▶ Framework includes ETM, Assessment, Metrics
 - It involves a process of interagency elaboration and agreement

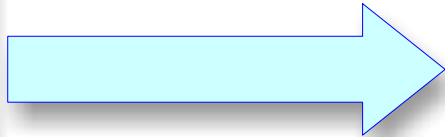


THREE LEVELS OF PLANNING

S/CRS-Led:

Policy Formulation
Strategic Planning Team:
• Performs Situation Assessment
• Develops Goals
 • Multiple Options (Phasing, Resource Levels, etc.)
• Develops Major Mission Elements (MMEs)

Product for Deputies Committee/Principals Committee



Goals

S/CRS-Led:

Strategy Development
MME Planning Team:
• Develops MME Strategy (which must include indicators and a resource strategy)
• Identifies Essential Tasks
• Determines Lead Agency/Bureau for Each Task
• Tracks Other Donor Contributions

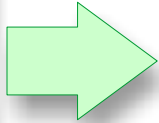
Product for Policy Coordinating Committee/CRSG



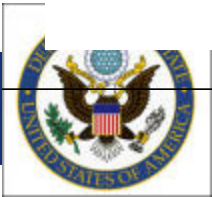
Major Mission Elements

Agency-Led:

Implementation Planning
Lead Agency/Bureau:
• Develops and Monitors Essential Task Indicators
• Develops Sub-Tasks
• Provides Budget Inputs for Resource Strategy
• Tracks Program Management



Tasks



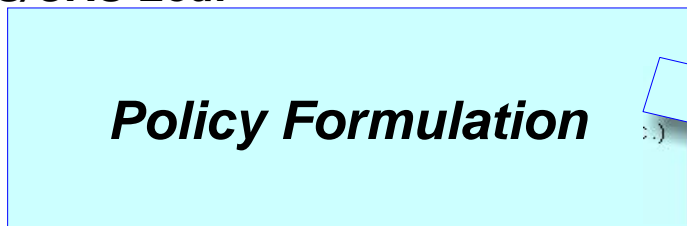
Tools: STRATEGIC PLANNING TEMPLATE (cont.)

- ▶ Template is accompanied by a narrative with context and reasoning
- ▶ Policy Guidance Memo outlines unresolved policy or resource issues for decision or guidance
 - Also addresses cross-sectoral, sequencing, legislative, other problems
 - Not all issues fully identified but heads-up to policy makers
- ▶ MME teams prepare Strategy Memo, PPT, Tracking Template, Calendar, Resource Sheet
- ▶ Agencies manage implementation planning and program supervision
 - But report on budget and performance targets,
 - while S/CRS coordinates to address gaps and problems.



PROCESS OVERVIEW

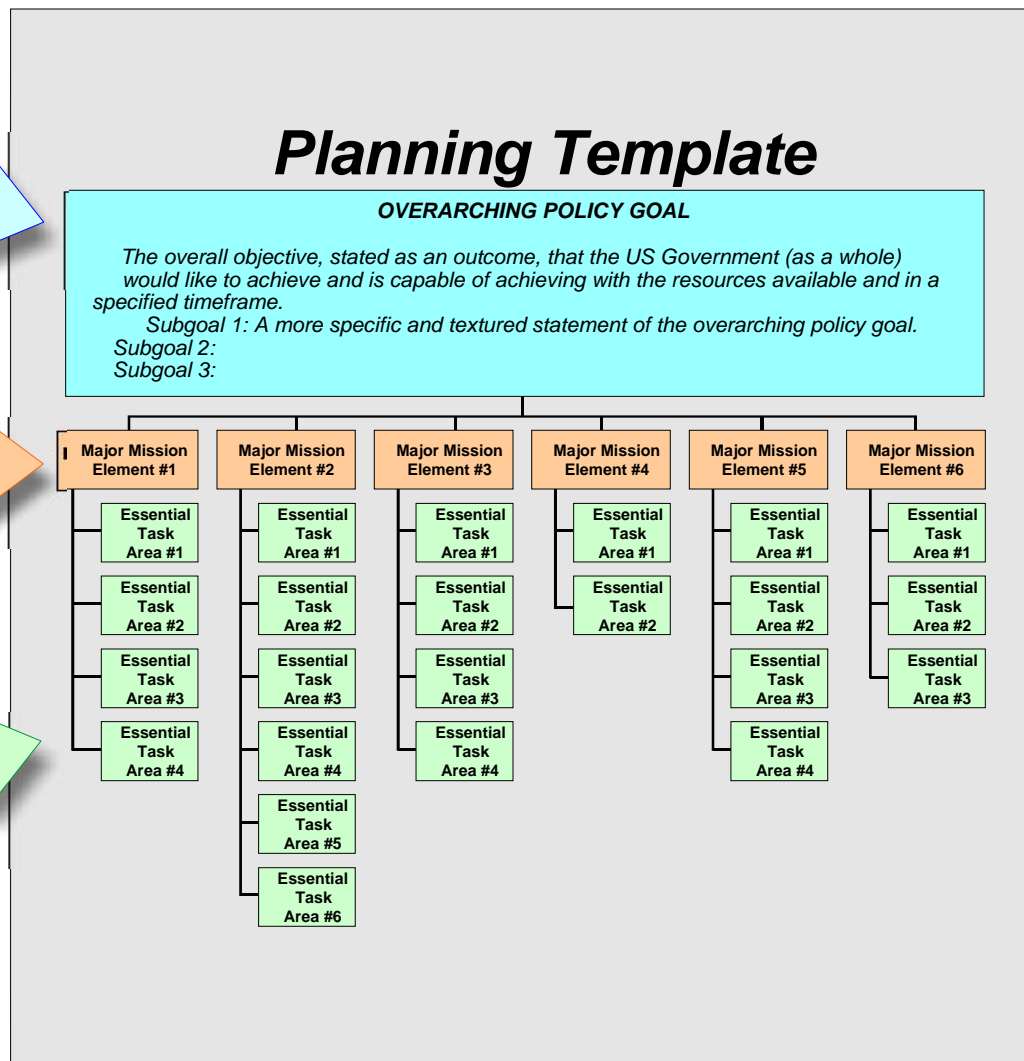
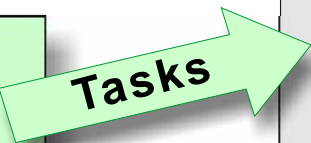
S/CRS-Led:



S/CRS-Led:



Agency-Led:



Tools: METRICS

- ▶ Measures to Express Assessable Goals, Track Progress, Promote Impact
- ▶ Used to understand baseline problems and track progress
- ▶ Key part of Strategic Planning Framework for Conflict Transformation
 - “Somebody’s responsibility but part of everybody’s work”
- ▶ Try to use existing quality data to minimize burden, including agencies’ own
 - Include data reflecting local perceptions
- ▶ S/CRS provides expertise and resources to support good metrics



Tools: METRICS

- ▶ Metrics follow the Planning Template
- ▶ Overarching Policy/Conflict Transformation
 - To capture broad changes in theater
- ▶ MME
 - Identified by MME teams
 - Drawing on existing sources & metrics, e.g. USG performance plans
- ▶ Essential Tasks and Sub-Tasks
 - Responsibility of individual agencies
 - Addressed notionally by MME teams as reality check
- ▶ Evaluation for rapid appraisals is separate but related tool



Multiple Needs, Multiple Sources

		Mechanism– SUPPLY	S/CRS Staff	State Response Corps	Other USG Agencies & Bureaus	Civilian Reserve	Global Skills Network
		Function – DEMAND					
Coordination	Civilian Planning	Lead	Supplement	Participate	Supplement	Supplement	
	Washington Coordination	Lead	Supplement	Participate	Supplement	Supplement	
Diplomacy	Field Diplomacy	Coordinate	Lead	Participate	Participate	Supplement	
	Program Mgmt. & Design	Coordinate	Participate	Lead	Participate	Supplement	
Implemen- tation	Program Delivery	Monitor	Supplement	Lead	Bulk of Effort	Bulk of Effort	

Participate = Participate regularly

Supplement = Participate periodically as requested by lead



Civilian Response Mechanisms

- ▶ “First Responders” – Direct hires
 - 1 week notice, 6 months deployable
 - State: Response Corps
 - Active RC: dedicated, specially-trained
 - Standby RC: pre-screened, trained, as available
 - Equivalent First Responders in partner agencies and bureaus
 - AID – in process of strengthening
 - Others – varying mechanisms to be strengthened
 - NSPD calls for

- ▶ “Civilian Reserve” – to become Federal R&S hires when mobilized
 - 30 - 90 day notice, 1 year deployable
 - Skills not ordinarily in Fed Gov’t, performing gov’tal functions — police, rule of law, public services, civil administration, etc.

- ▶ “Global Skills Network” – contractors under IQCs and NGO arrangements
 - Longer lead time, can stay for years
 - Preexisting contracts, supervised by responsible agency or bureau
 - Improve current contracts to address gaps, speed, flexibility, skills



Integrated Interagency Response Teams

PLANNING

POLICY

PROGRAMMATIC

HQ

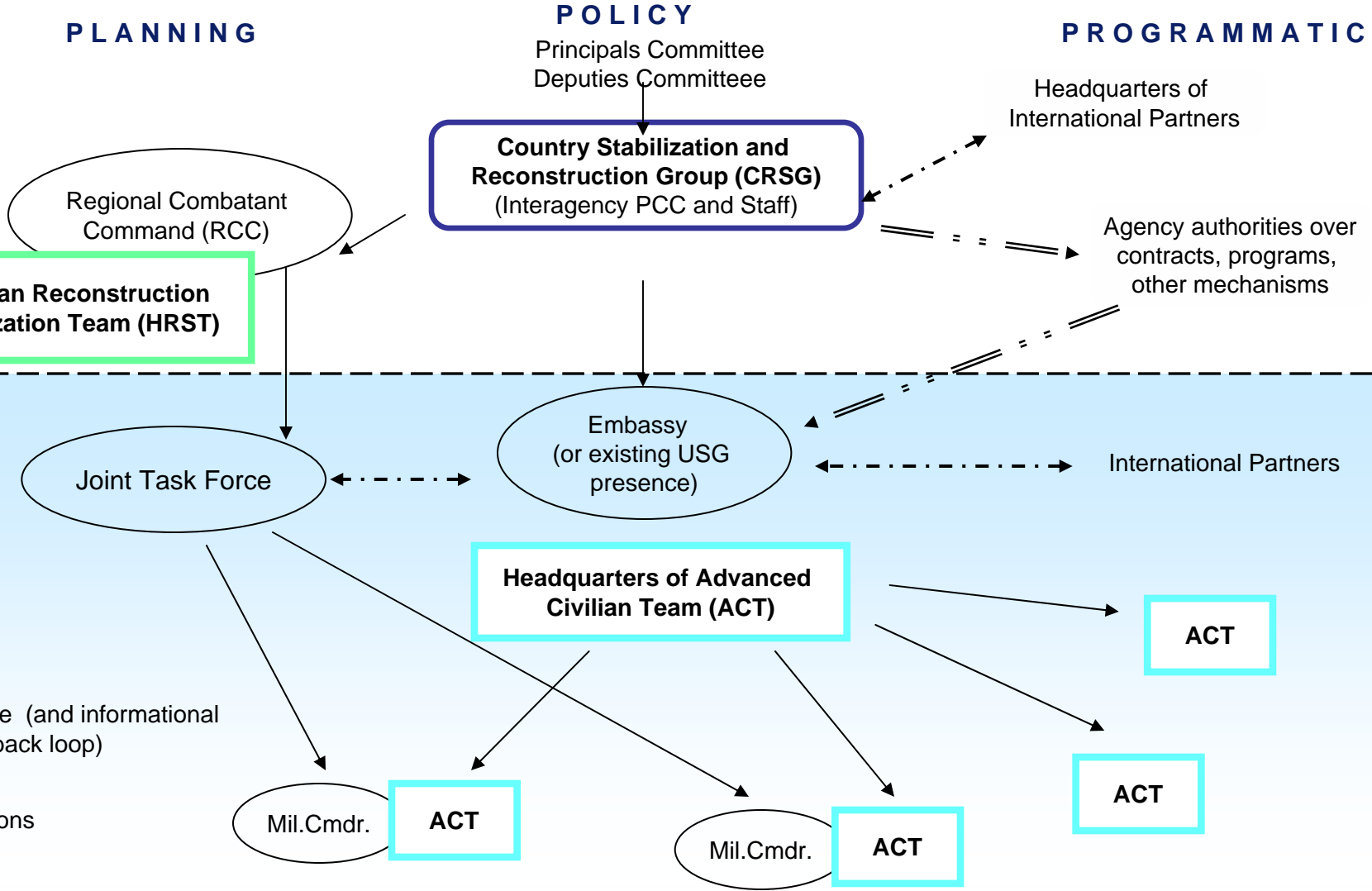
Field

KEY

- Policy guidance (and informational reporting feedback loop)
- ==⇒ Funding decisions
- ↔ Coordination



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Tools: OPERATIONAL MODELS

- ▶ SOPs for Response Teams in Field, Theater HQ & Washington
- ▶ **Field:** Advance Civilian Team (ACTs)
- ▶ **Theater HQ:** Humanitarian Reconstruction & Stabilization Team (HRST)
- ▶ **Washington:** Country Reconstruction & Stabilization Group (CRSG)



Tools: TRAINING STRATEGY

- ▶ Courses to Foster R&S Professional Development in USG
- ▶ Interagency R&S coordination role mandated by Congress
- ▶ Coordinator on S/CRS staff & dedicated staff for R&S at FSI
- ▶ Training Advisory Group (NDU, OFDA, USIP & FSI)
- ▶ Strategy
 - adopted August 2005,
 - FY06 implementation is first five courses, about 12 offerings
 - FY07 to add next five, approximately 25 offerings



INVESTMENT

\$124.1 m for civilian rapid response requested in FY '06

PAYOFF

<u>Military Operations</u>	<u>Faster Withdrawal</u>	<u>Savings</u>
Division	1 month	\$1.2 B
Division	6 months	\$7.2 B
<u>Peacekeeping</u>	<u>Faster Withdrawal</u>	<u>Savings</u>
MONUC (Congo)	6 months	\$524 M (US: \$140 M)
UNMIL (Liberia)	6 months	\$403 M (US: \$108 M)

