



Coordinator for
Reconstruction &
Stabilization



CIVILIAN
RESPONSE
CORPS



John E. Herbst

Coordinator for Reconstruction & Stabilization

Term: May 2006 to present

Ambassador John Herbst currently serves as the Coordinator for Reconstruction and Stabilization as a career member of the Senior Foreign Service. He holds the rank of Career-Minister.

As Coordinator, Ambassador Herbst is leading the development of U.S. Government civilian capacity to promote the stabilization and reconstruction of societies in transition from conflict or civil strife, and to provide support to countries at risk of instability. In 2007, the Ambassador led the government-wide effort to institutionalize the Interagency Management System (IMS), a whole-of-government system for planning and managing crisis response. The Coordinator is overseeing the establishment of the Civilian Response Corps of the United States. The Corps's Active, Standby, and Reserve components will span eight federal government agencies, local governments, and the private sector. The Corps is the U.S. civilian rapid response force for reconstruction and stabilization operations overseas.

In May 2003, Ambassador Herbst was appointed the U.S. Ambassador to Ukraine. During his tenure, he worked to enhance U.S.-Ukrainian relations and to help ensure the conduct of a fair Ukrainian presidential election. In Kyiv, he witnessed the Orange Revolution. Prior to that, Ambassador Herbst was the U.S. Ambassador to Uzbekistan, where he played a critical role in the establishment of an American base to help conduct Operation Enduring Freedom in Afghanistan. He also promoted improved U.S.-Uzbek relations, in part by encouraging the government in Tashkent to improve its human rights record.

Mr. Herbst previously served as U.S. Consul General in Jerusalem; Principal Deputy to the Ambassador at Large for the Newly Independent States; the Director of the Office of Independent States and Commonwealth Affairs; Director of Regional Affairs in the Near East Bureau; as political counselor at the U.S. Embassy in Tel Aviv and at the Embassies in Moscow and Saudi Arabia. Both the Presidential Distinguished Service Award and the State Department's Distinguished Honor Award were presented to Mr. Herbst.

He received a Bachelor of Science in Foreign Service from Georgetown University's School of Foreign Service, Phi Beta Kappa, and a Master of Law and Diplomacy, with Distinction, from the Fletcher School. He also attended the Johns Hopkins University School of Advanced International Studies Bologna Center. Ambassador Herbst and his wife Nadezda Christoff Herbst have five children.

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HOUSE COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM**

PREPARED STATEMENT

**AMBASSADOR JOHN E. HERBST
COORDINATOR FOR RECONSTRUCTION AND STABILIZATION
U.S. DEPARTMENT OF STATE**

**BEFORE THE SUBCOMMITTEE ON NATIONAL SECURITY AND FOREIGN
AFFAIRS**

HOUSE COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

MAY 19, 2009

INTRODUCTION

Good morning, Chairman Tierney, Ranking Member Flake, and members of the Subcommittee. Thank you for the opportunity to appear today and speak about the significant progress in the stand-up of the Active and Standby components of the Civilian Response Corps, and about the great work the Office of the Coordinator for Reconstruction and Stabilization (S/CRS) has done and is doing in Afghanistan.

First some background. S/CRS was established within State Department in 2004, to develop a whole-of-Government civilian response capability based on the lessons learned from reconstruction missions in Iraq and Afghanistan. The commitment to build this civilian capacity was shared by the previous Administration, most notably when former President Bush issued National Security Presidential Directive 44 (NSPD-44) in 2005. This directive recognized the challenges in the area of stabilization and reconstruction, and called 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 made the Secretary of State responsible for integrating U.S. efforts to prepare, plan for, and conduct these reconstruction and stabilization activities, and called 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. Under NSPD-44, S/CRS built a modest pilot Civilian Response Corps within State Department.

Today, 5 years later, we continue to 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.

Congress responded to this need when in October 2008, the Reconstruction and Stabilization Civilian Management Act of 2008, (Title XVI of P.L. 110-417) was passed, which formally authorized a Civilian Response Corps composed of three components: Active, Standby and Reserve, and reaffirmed the State Department's lead role in the development of a civilian response capability across eight Departments/agencies of the Federal Government. In addition to State and USAID, the Departments of Homeland Security, Commerce, Treasury, Justice, Health and Human Services, and Agriculture are part of the Civilian Response Corps. A description of each of the three components of the Civilian Response Corps follows:

The Active component is comprised of members who are full-time U.S. Government employees of Federal departments whose specific job is to train for, prepare, and staff reconstruction and stabilization operations. They provide the U.S. Government with a ready source of expeditionary capabilities. They are part of a whole-of-government U.S. structure focused on

critical initial interagency functions such as assessment, planning, coordination, management, logistical, applying sector expertise and resource mobilization for response and implementation of reconstruction and stabilization operations.

The Standby component is comprised of existing full-time U.S. Government employees who may or may not have current positions related to reconstruction and stabilization operations. However, they have specialized subject matter expertise useful in reconstruction and stabilization operations and have committed to being available for deployment within 30 days. When activated, they provide critical reinforcement and follow-up for the Active component, as well as additional pertinent skills and expertise.

The Reserve component is comprised of state and local Government, and private sector citizens who have committed to being available for call-up to serve as U.S. Government intermittent employees in support of reconstruction and stabilization operations. They provide a pool of qualified, pre-trained, and ready civilian professionals with specialized expertise and skills either absent in the federal workforce, or present in insufficient numbers for a robust response.

Active and Standby component members will bring expeditionary, whole-of-Government capabilities, unique sectoral expertise, and functional knowledge of their Department's capabilities to support reconstruction and stabilization operations. Reserve component members can be utilized for a range of reconstruction and stabilization activities, but will focus on field-based, sector specific needs, such as: Developing, managing, and supporting technical programs; conducting technical assistance; and coordinating donors, multilateral organizations, non-Governmental organizations, and the private sector to implement a comprehensive approach to technical assistance.

Congress provided initial funding in the amount of \$65M (\$40M for State and \$25M for USAID) under the Supplemental Appropriations Act, 2008 (P.L. 110-252) that is being used to support the stand-up of a 100 person Active component and a 500 person Standby component. Funding could not be used to support the Reserve component.

Additional funding in the amount of \$75M for the Civilian Stabilization Initiative (CSI) was appropriated by Congress in the Department of State, Foreign Ops and related Programs Appropriation Act, 2009 (Div. H, P.L. 111-8) in two accounts: One at State (\$45M) and one at USAID (\$30M) to continue the stand-up and expansion of the Active and Standby components. This funding will allow us to begin recruiting up to an additional 150 Active personnel for a total of 250, and expand recruitment of the Standby component beyond the current 500 persons. Again, funding was not made available for the Reserve component.

The President's FY2010 Budget Request includes \$323.3 million under the Civilian Stabilization Initiative for State. If these funds are appropriated, we will be able to fully realize a trained, equipped and deployable Civilian Response Corps consisting of a 250 person Active component, a 2,000 person Standby component, and a 2,000 person Reserve component.

However, even with the generous support of the Congress, it still takes time to build a civilian response capability. What we are doing is, in a word, revolutionary. Not since the Goldwater-Nichols Act (P.L. 99-433) has the U.S. Government undertaken to reshape the U.S.

Government's capacity to project smart power in order to address failed and failing states on such a scale. And no revolution happens overnight. In fact, funds were not available to S/CRS to begin an expanded stand-up of the Active and Standby component until September 2008, so we are only seven months into the effort. Goldwater-Nichols took seven years.

To date, there are 23 Active component members. Another 18 applicants have been offered positions and will be on-board shortly, for a total of 41. All agencies are on target to meet their hiring goals, resulting in a fully trained, equipped and ready to deploy 100 member CRC-A by October 1, 2009. In addition, there are now 311 federal employees across the interagency that have joined the Standby component and 150 will be trained and ready to deploy by October. Under the funding provided for FY09, agencies are actively working to hire additional Civilian Response Corps members to exceed these goals by the second quarter of fiscal year 2010.

Accomplishments in Afghanistan

Already, S/CRS has contributed and is contributing to the Afghanistan effort in a major way. Over 30 of the initial "first responders" and planners that make up our new expeditionary capability have served in Afghanistan in the last two years- piloting a range of new platforms, plans and integration efforts that will now set the stage for a successful civilian increase. We look at successful civilian readiness and deployment as a system and, as a result, my staff and responders are engaged at all levels of the mission: in pre-deployment training, in logistics and mission support, in the Integrated Civilian-Military Action Group (ICMAG) in Kabul which integrated civilian and military activities across all our efforts, at new Civilian-Military Brigade teams and down at the Provincial Reconstruction Teams (PRTs) where our officers are helping to develop the model for new District teams- to take our efforts to the local level. We continue to bring 5 years of best practices and civilian-military doctrine to this effort to set our new civilians in the field, and the larger mission, for immediate success. A few highlights of our work in support of USG efforts in Afghanistan follow:

1. Our civilian responders pioneered the design and management of the ICMAG which is at the forefront of civil-military integration in Kabul- ensuring that civilians and military are planning, assessing and acting together at all levels of the mission.
2. We developed a planning system now in use by PRTs and our new military and civilian elements across Afghanistan to ensure civilian-military plans and execution.
3. We developed joint pre-deployment training for civilian and military personnel deploying to Afghanistan so that they can hit the ground as a team – ready to engage in the COIN effort together.
4. We initiated the first augmented civilian teams at U.S. Taskforces that will now be the platform for the civilian increase.
5. We developed a new, integrated performance measurement system for sub-national levels, which is currently being piloted.

SCRS involvement in Afghanistan began in 2007, when it was recognized that work within the U.S. Government was fragmented, disjointed and lacked appropriate mechanisms/methods to ensure the best of a whole of government approach. Individual agencies produced their own strategies and operational plans, sometimes conflicting in nature or substance, and at other times

overlapping resulting in excessive cost and undue competition. These disparate efforts undermined much needed understanding of a common operating picture that would allow development of concrete actions and problem solving towards common end states -- not only between the military and their civilian partners, but between civilian actors as well.

S/CRS responded by undertaking the first integrated civilian-military planning process. Starting at the Provincial level, the S/CRS team helped each of the 12 U.S. Provincial Reconstruction Teams (PRTs) develop a shared interagency situational analysis, an overarching objective for their province, lines of operation and engagement, identification of key resource requirements, and measures of effectiveness. These plans represented the first time PRTs had ever conducted integrated analysis, planning and problem solving, and while not without pains, the process engendered a common view on how to best use assets of the U.S. Government to achieve end objectives.

With the process beginning to take hold, S/CRS returned in the summer of 2008 to develop an entire system of Integrated Guidance for Regional command East with full participation from Kabul, Bagram and each of the provincial teams in RC-East. This culminated in the RC-East Integrated Guidance and 10 Provincial plans on how the USG and coalition partners would support the Government of Afghanistan.

By October 2008, the Embassy and US Forces recognized that they needed a standing effort to ensure integration, civilian-military planning and the ability to quickly react across the USG to changing conditions in the COIN fight. By November of 2008, Embassy Kabul requested that the team formally be established as a specialized cell. Named the Integrated Civil Military Action Group (ICMAG), it consisted of members from USAID, U.S. Forces – Afghanistan (USFOR-A), SCRS, and Combined Security Transition Forces – Afghanistan (CSTCA). This team serves as the “joint planning team” or Secretariat for an Executive Working Group (EWG) of the USG civilian and military mission in Afghanistan- made up of the Deputy Ambassador and all the Deputy Commanders of USFOR-A, RC-East, RC-South and CSTC-A.

The ICMAG has since been recognized as the “go-to” problem-solver for the range of issues that must be tackled across the interagency; in particular for bridging the civilian-military divide. It has grown to include nine full-time members from State, USAID, Regional Command - East and USFOR-A, two part-time staff (from State and USFOR-A) as well as two temporary S/CRS planners. The ICMAG works to ensure that the entire USG focuses on local effects, able to determine how to assist the Government of Afghanistan where the fight is: from valley to valley across a varied and complex country.

The ICMAG has now completed the first update of the RC-East plans to include Provincial plans for non-U.S. lead PRTs as the teams in the field prepare to meet the challenges of elections, unrest in Pakistan, and an intense fighting season. The ICMAG is working to ensure that the teams in the field get integrated, rapid and effective guidance throughout this period – and so will be piloting a new system of regional assessment. With this system the USG will be able to tell one story, province by province, of what is going well and where changes need to be made. For the first time, those civilian and military representatives in the field will jointly report on

progress on a quarterly basis to their principals, providing a dynamic forum for senior leadership to measure success and make course changes as needed.

With the anticipated increase in U.S. presence, the ICMAG has expanded its mandate to work on U.S. civilian and military integration in Regional Command – South (RC South). The ICMAG deployed senior interagency planners to work with RC-South headquarters and the RC-South civilian-military cell to ensure that new U.S. actors are able to participate fully with the 16 Coalition partners in RC-South to plan together; to target US resources where most effective across the region through regional strategies; and to ensure that new civilian and military teams are structured and prepared to fully engage with critical U.K., Canadian and Dutch counterparts. For the first time U.S. elements will be integrating planning and operating together with the UK, Canada, Dutch, Australians and Romanians in RC-South. At the crux of this is development of a “nexus” strategy for counter-narcotics; alternative livelihood; insurgency and corruption; and the completion of the U.S. Government action plan for the South.

Making civilian-military integration work and ensuring that our civilians and military in the field can react quickly to changing opportunities and risks, the ICMAG and our responders in the field are constantly working to solve problems. For example, this has included working on facilitating the “border access” challenge of moving the new military support requirements through two choked and vulnerable crossing points in the East and South with partners in Kabul and Pakistan; focusing down on districts in a holistic manner- for police and rule of law training, capacity building and assistance; developing an “oasis of stability” in the establishment of Nangarhar Inc.; and identifying how to target US efforts on the nexus between counter-narcotics, illicit finance and corruption.

Measuring progress in Afghanistan has been a much debated topic of late. Prior to 2008, a significant amount of data was collected, but it was not systematized against integrated plans, nor standardized over time or geographic areas. A number of gaps and/or overlaps ensued. The new strategic review of Afghanistan has created an opportunity for improvements. The ICMAG provides the needed structure and processes for measuring progress. The ICMAG and a Washington reachback group is now supporting the design of key effects and output metrics against the new strategic review; standardizing metrics where possible for regular and systematic comparisons over time and physical space; defining new collection tools and methods that allow objective analysis while easing the burden on field staff; developing an integrated assessment tool and chain to create a feedback and accountability loop; and creating a definitive link to the Government of the Islamic Republic of Afghanistan (GIROA) through relations with key Ministries for buy-in, capacity building and ultimately Afghan-led data collection.

S/CRS responders are also playing a key role in the upcoming Afghanistan elections. At the request of the Office of the Special Representative for Afghanistan and Pakistan, S/CRS is leading an interagency Afghanistan Election Support Team to provide assistance and expertise to Embassy Kabul as it prepares for the upcoming Presidential and Provincial Council elections. On behalf of S/CRS, Ambassador Tim Carney will led a team of eleven experts from State, USAID and Defense to work with the Afghan government, the United Nations, donor countries, and non-governmental organizations with the goal of ensuring that Afghanistan’s Presidential election in August 2009, will be conducted effectively, fairly, and credibly. The team will remain in country through the end of a second round of elections, if needed.

The ICMAG also received a strong call from civilian and military teams in RC-East that civilian-military guidance on elections was urgently needed. In response, the ICMAG has worked closely with the Elections Coordination Group at Embassy Kabul to prepare civilian-military elections guidance to all U.S. Government elements in the field that outlines what needs to be done to set the stage for successful elections. The dissemination of this topical common guidance down both the U.S. military (USFOR-A and ISAF) and civilian chains of command is the first of its kind, setting a potential precedent for other key areas where military and civilians in the field must act in concert.

S/CRS is also involved in Afghanistan-related training activities. For example, in 2007, S/CRS began working on integrated civilian-military training for PRTs deploying to Afghanistan. Key partners in this effort have been State, Embassy Kabul, the Foreign Service Institute (FSI), USAID, Department of Agriculture, and the 189th Military Training Brigade. This training has followed the 9-month PRT military deployment cycle, and the fourth iteration is currently scheduled for June 2009 at Camp Atterbury, Indiana. In 2008-2009, the PRT training was expanded to include increased training for civilian personnel at the FSI, that compliments the full civilian-military training and can also be used for non-PRT personnel deploying to Afghanistan.

Conclusion

As proven in Afghanistan prior to September 2001, failed states and ungoverned territories create conditions where threats to our nation can and do emerge. The nature of these threats, their complexity and lethality are constantly evolving. Just as the Defense Department 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 lead going forward, particularly in missions where an early civilian effort may avoid military intervention entirely. We must continue the work of appropriately balancing the nation's ability to undertake sustained, large-scale reconstruction and stabilization missions across all the entirety of the Executive Branch. Civilians must increase their capacity to effectively engage. This is true not only because most of the critical reconstruction and stabilization tasks are civilian in nature and require a civilian lead, but also due to the burden this places on our armed forces. .

Building the U.S. civilian planning and operations capacity embodied in the Civilian Response Corps as funded under the Civilian Stabilization Initiative will ensure that we are able to deal with crises without having to invoke U.S. military power and to partner with the military when necessary for the challenges that lie ahead and. In the end, the effort we make – and the expenses we incur – to develop a strong, rapid 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.

I am extremely proud of the work that the staff of S/CRS has accomplished with the ICMAG, with training for PRTs, for the elections, and to stand-up the Civilian Response Corps. And as time goes on and we are able to fully realize the Civilian Response Corps for Afghanistan and for other national security threats, I firmly believe that the U.S. will be stronger and the people of

the world safer from the threats of instability and the chaos of conflict and post-conflict. It is then that the revolution will be complete.

Thank you.

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