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Evolving USG Expeditionary Civilian Reconstruction and Stabilization Capabilities

22 June 2005

**73rd Military Operations Research Society Symposium
West Point, NY**

A. Martin Lidy





Many Interagency-Related Actions Underway

- **DoD Activities**

- Secretary of Defense: *Draft DoDD 3000.cc “Department of Defense Capabilities for Stability Operations”*
- USD(P): Training Transformation Interagency, Intergovernmental, and Multinational Mission Essential Tasks (TIM2)
- Joint Staff
 - » J3 participation in the Multinational Interoperability Council (MIC)
 - » J5 day-to-day management of OEF and OIF coalitions
- JFCOM experimentation with
 - » Joint Interagency Coordination Group-Full Spectrum (JIACG-FS)
 - » Multinational Experiment with a Multinational Interagency Group (MNIG)
- US Army Civil Affairs reorganization

- **DoS established**

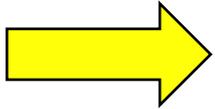
- The interagency Humanitarian Information Unit (HIU) in INR
- The interagency Coordinator for Reconstruction and Stabilization (S/CRS) in Secretary’s Office

- **CSIS project “Beyond Goldwater-Nichols” (B-GN)**

Actions implement the NSS goal: “Transform America’s National Security Institutions to meet the challenges and opportunities of the 21st century”



Agenda



- **Evolving USG Civilian Concepts**
- **Proposed Transformation to an Integrated Civil-Military Architecture**



S/CRS Mission

The ***Office of the Coordinator for Reconstruction and Stabilization*** (S/CRS) was established on 1 July 2004 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.

***Mission covers USG civilian resource employment
(1) to prevent collapse and
(2) to help stabilize and reconstruct nations***



Organizing to Lead, Coordinate, Design, and Manage

- **S/CRS currently has approximately 40 personnel**
- **Additional positions needed for S/CRS to**
 - Lead and coordinate USG civilian responses
 - Mobilize international responses
 - Coordinate with military or multilateral operations
 - Plan, exercise, train USG civilian agencies
 - Integrate civilian and military planning
- **Additional positions needed in other USG agencies to**
 - Address transitional security and governance
 - Design and manage programs and deliver a quality product
- **Access to other interagency resources: State/INL (Civilian Police), Justice (Rule of Law), and USAID (Humanitarian, Governance, and Economic) to**
 - Facilitate rapid design and delivery of civilian security programs to enhance their success
 - ***Accelerate military drawdown after Phase 3***



Organizing to Mobilize and Deploy

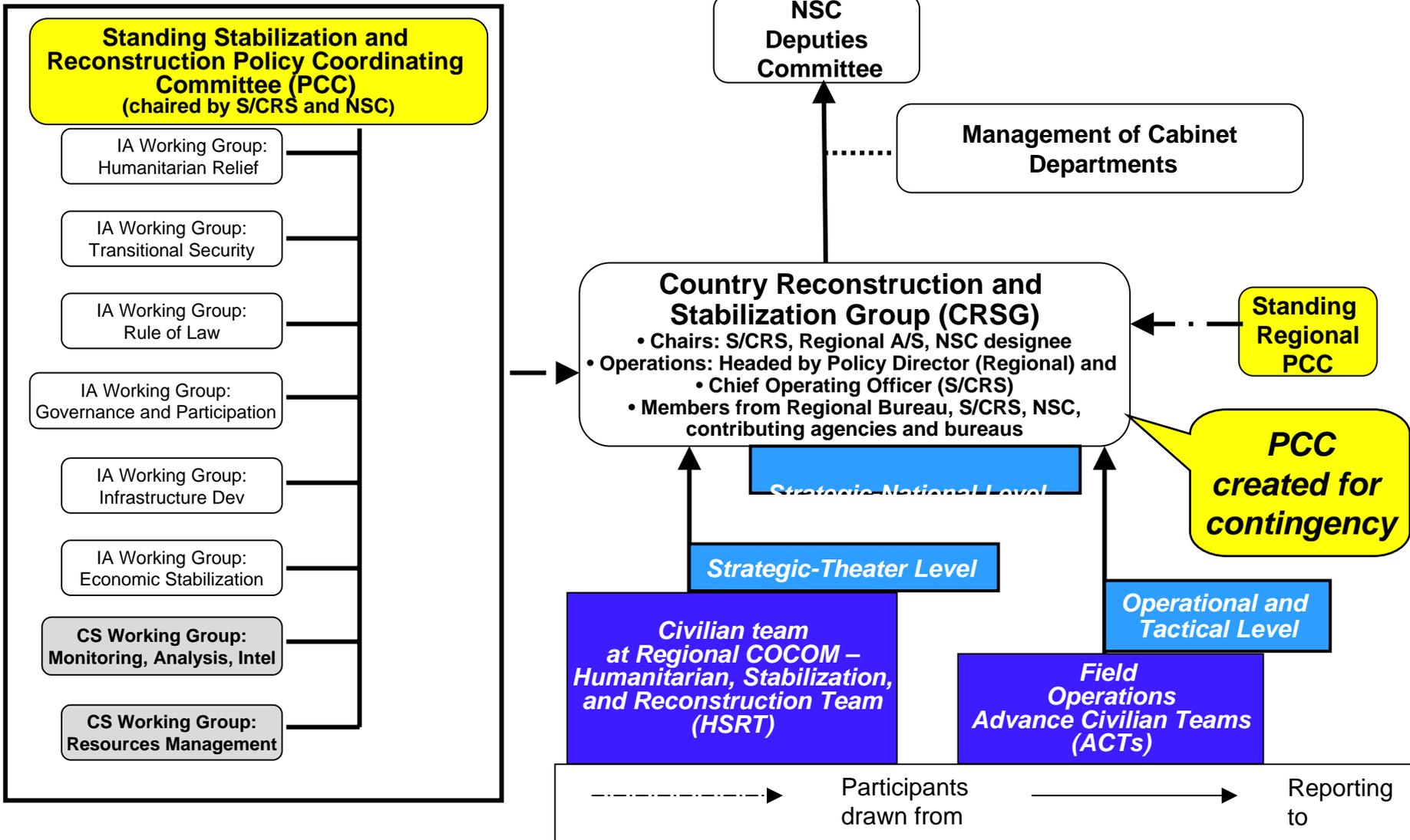
- **Diplomatic Operations: Active Response Corps (ARC)**
 - Additional DoS positions to create corps of specialists
- **ARC members will**
 - Deploy rapidly
 - Participate in peace negotiations
 - Develop relations with transitional governments
 - Liaise with international organizations
 - Establish diplomatic operations
- **Two additional response components**
 - **Standby Corps** of Active Response Corps graduates, 5 year target TBD
 - **Technical Corps** (TC) for specific design and management skills: TBD
- **Advance Civilian Teams (ACTs)**
 - Drawn from Active Response and Technical Corps
 - Deploy with military at brigade or division level and provide foundation for Provincial Reconstruction Teams (PRTs)

Coordination is made or broken by whether we have a diplomatic presence on the ground...

...the Active Response and Technical Corps give us the ability to deploy quickly when the momentum of stabilization and reconstruction hangs in the balance

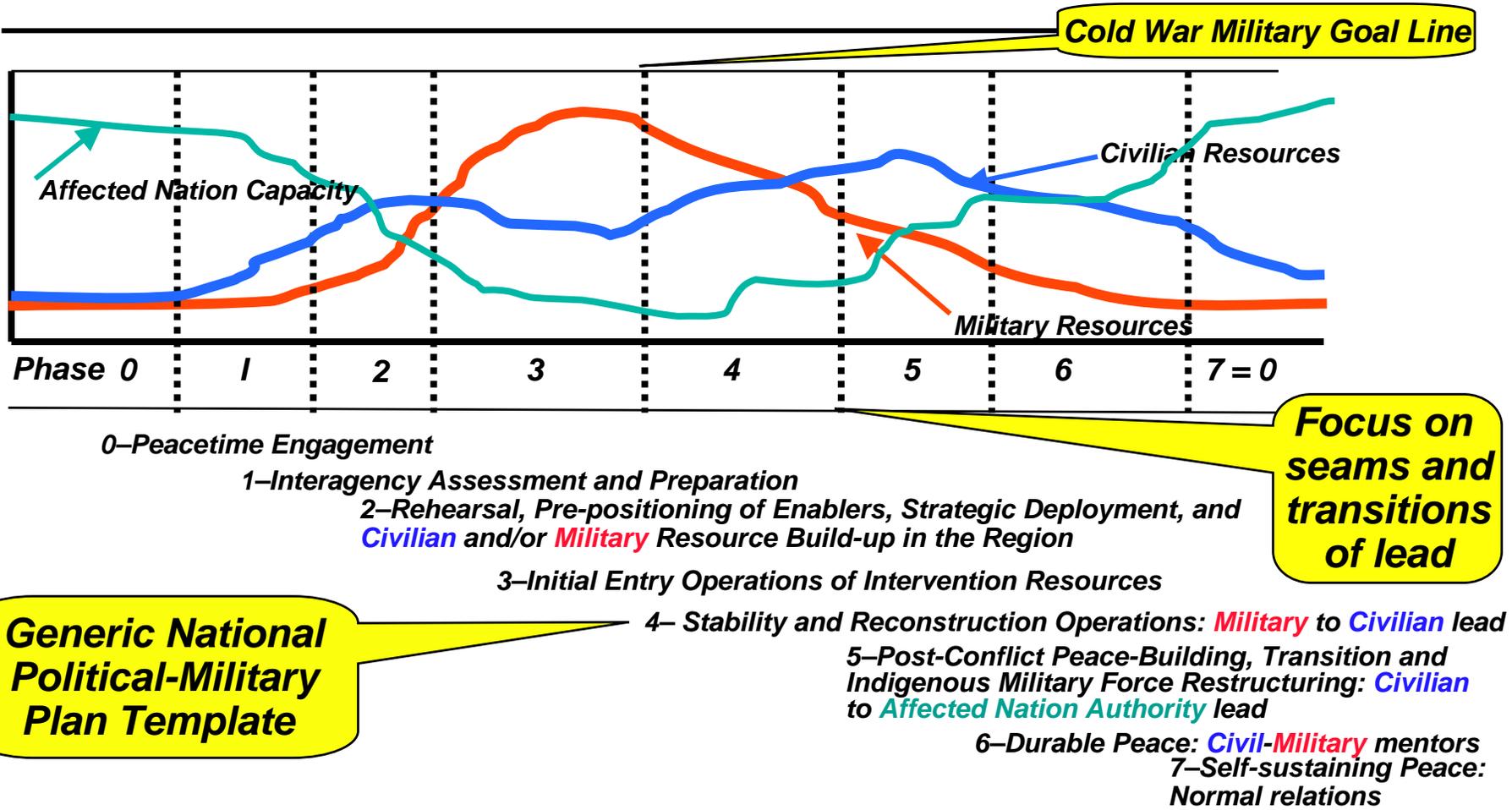


S/CRS Concept for Washington Response Management





Strategic Concept *

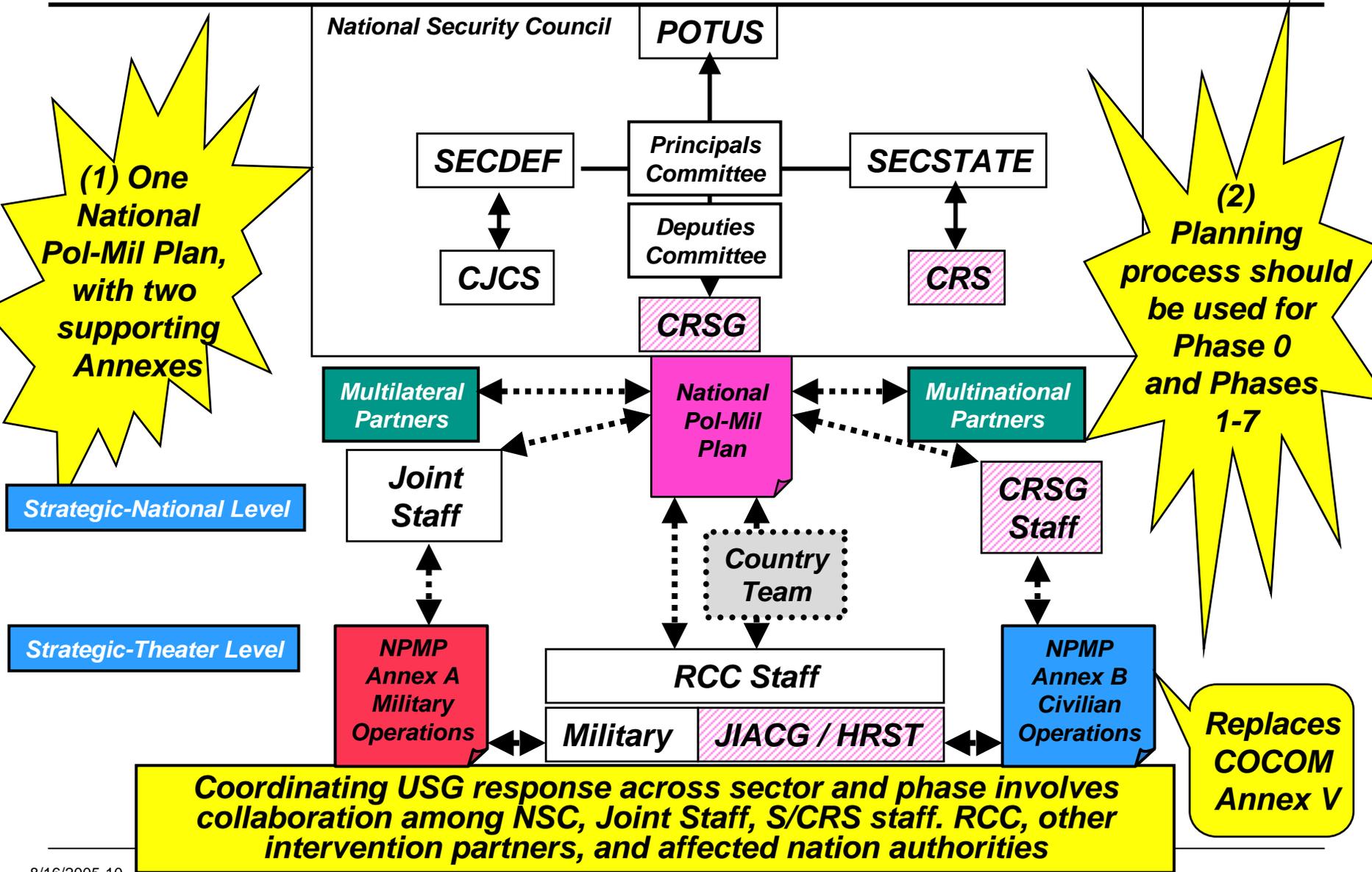


Interagency and Multinational planning is required for all interventions

- Both civilian and military resources are employed from Phases 0 thru 7
- Transitions between phases change lead and support roles



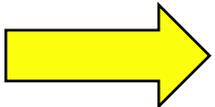
Adapt Current Planning System to Incorporate Emerging Capabilities





Agenda

- **Evolving USG Civilian Concepts**



- **Proposed Transformation to an Integrated Civil-Military Architecture**
 - Direct Support to Tactical Forces
 - General Support to Civil Authorities



Possible Cases When ACTs May Be Employed

- **Case 1 – During a take down of an existing government by US and other coalition forces in accordance with a National Pol-Mil Plan**
 - Phases 1 thru 3 combat phase
 - Post-combat Phases 4 thru 7
- **Case 2 – UN-led assistance to a failed state**
 - With US civilian support
 - Without US military force intervention

IDA Assumptions:

- (1) Interagency links are necessary at all four levels:
– strategic national, strategic theater, operational, and tactical***
- (2) Data collection and information processing using agreed metrics are essential for successful R&S operations***
- (3) ARC and TC modules can form civilian-military composite interagency elements to carry out R&S tasks (Cases 1 and 2)***



Proposed Advance Civil Team Modules (1)

- **S/CRS proposes to develop Advance Civilian Teams (ACTs)**
 - **Small 10 to 20 person teams** (*variable size based on tasks?*)
 - Deployed and remain in the field once the security situation has stabilized
 - Serve as
 - » “First responders” for stabilization and reconstruction planning
 - » The regional base for follow-on civilian S&R operations
 - Provide first-hand assessment of situation on the ground and recommendations from the field

Tactical and Operational Level

- **Assumptions**
 - The ACTs will be operating in a hostile or uncertain environment
 - Immediate and direct application of civilian reconstruction and stabilization resources is critical to success
 - **May collocate with the Civil-Military Operations Center (CMOC) established by the military commander in the area** (*inside the wire versus outside?*)
 - **Military forces will provide security and logistics for the first month or until civilian resources become available** (*duplicate capabilities?*)



Proposed Advance Civil Team Modules (2)

- Other USG civilian teams may already be operating in the area
 - *USAID Disaster Assistance Response Team (DART) and Office of Transitional Issues (OTI) teams (how are they linked to military units?)*
 - Will help plan for ACTs and may be integrated into the the ACTs
- **The ACT positions will be** Tactical and Operational Level
 - Identified and vetted with position descriptions
 - May have planned and trained as an HRST in the RCC before deployment
- **ACT modules must also be capable of working with**
 - *Military elements in dynamic and uncertain combat situations in the tactical commander's Area of Responsibility (AOR)*
 - *Military elements in more secure static regional and national headquarters in AORs aligned with the affected nation administrative boundaries*
 - *The affected nation authorities*
 - *The multinational and multilateral partners*

- **Size and composition of ACT modules should be determined from**
 - (1) Actual experiences during OEF, OIF, and JTF-HoA operations**
 - (2) DoD-led interagency experimentation**
- **Module tasks based on agreed Interagency Essential Task List (IETL)**



Proposed ACT Modules from the ARC and TC

- **S/CRS proposes linkages at 4 levels**
 - Strategic National: Country Reconstruction and Stabilization Group (CRSG)
 - Strategic Theater: Humanitarian Stabilization and Reconstruction Team (HSRT)
 - Operational Level: Advanced Civilian Team-Headquarters (ACT-HQ) at country team
 - Tactical Level: Advanced Civilian Team (ACT) at headquarters of tactical forces
- **IDA proposes different Advance Civilian Team (ACT) modules at operational and tactical levels**
 - ***Tactical Interagency Support Party (TISP) (Case 1 only)***
 - ***Regional Reconstruction Group (RRG) (Cases 1 and 2)***
 - ***National Interagency Reconstruction and Stabilization Organization (NIRSO) (Cases 1 and 2)***



Humanitarian, Stabilization, and Reconstruction Team (HSRT)

- **Team of 8 to 10 trained civilian experts led by CRS, formed from Washington agencies, and knowledgeable in**
 - Military and civilian agency planning and capabilities
 - UN, other IGOs, and multinational partners' capabilities and procedures

Cases 1 and 2
- **Guided by CRSG on specific objectives for the relevant crisis**
 - Evolving policy decisions
 - National Political Military Plan (NPMP)
- **Deploys to Regional COCOM and is integrated into the staff**
 - Remains until end of major combat operations, or as mutually agreed
 - Post-combat civilian command and control is through US Chief of Mission or designated civilian authority in affected nation

Strategic-Theater and Operational Level
- **Purpose is to**
 - Work with COCOM planning staff
 - Develop stabilization and reconstruction plans for the combat and transition phase of the operation in coordination with CRSG
 - Propose longer-term strategies to COCOM and CRSG when security permits, in coordination with S/CRS-led PCC which develops long-term R&S plan
 - Coordinate deployment of ACTs with the COCOM

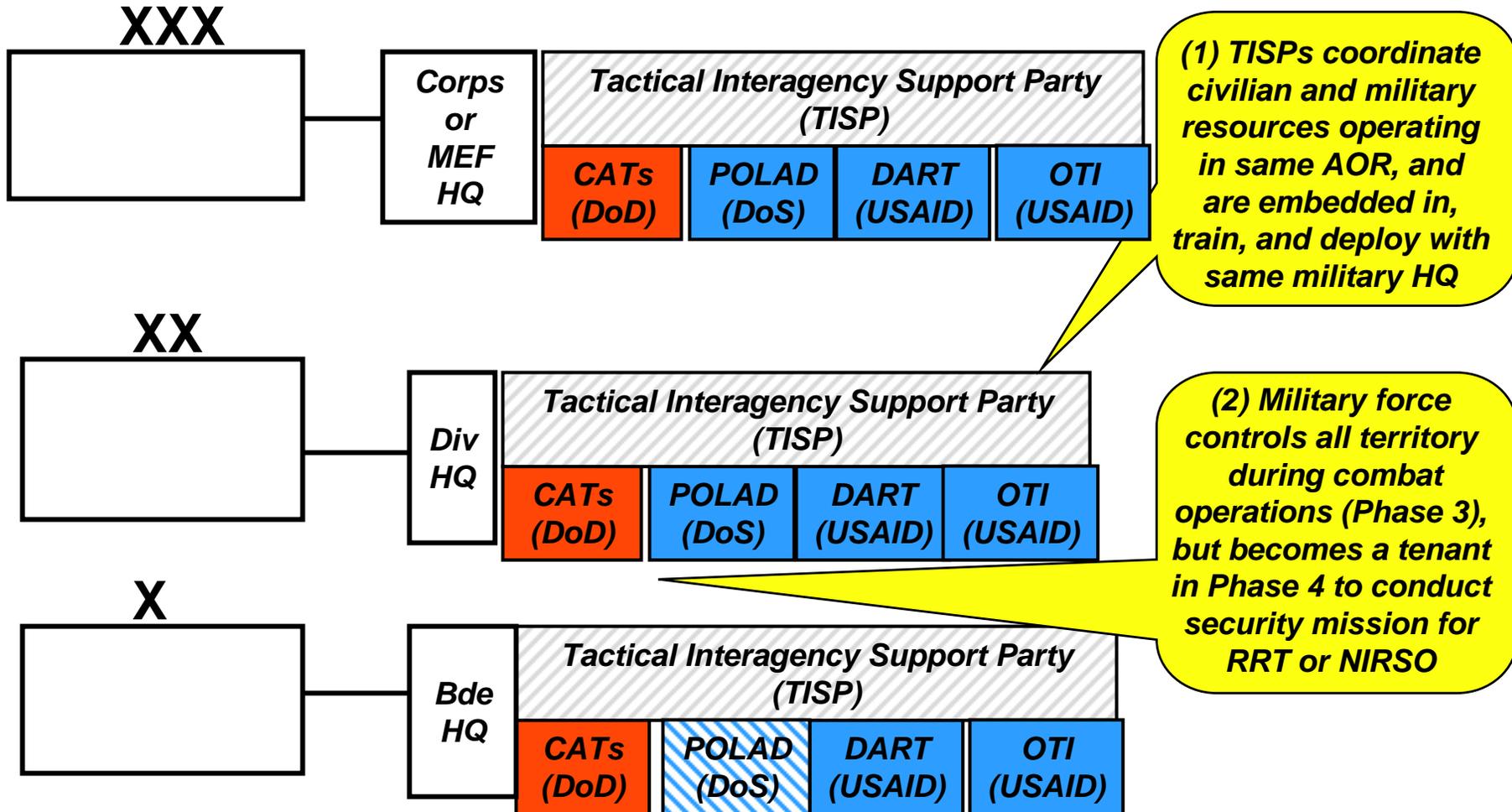


The ACT – *Tactical Interagency Support Party (TISP)*

- **The TISP is a *composite civilian-military organization***
 - Assigned as a permanent element of a military force (e.g., brigade, division, and corps level tactical commands) similar to the Tactical Air Control Party (TACP)
 - Formed from ***Washington agencies*** with staffing by
 - » A ***Political Advisor*** (POLAD) element from DoS at division and corps echelons (and when a brigade is operating as an independent force)
 - » A ***DART from USAID*** for emergency humanitarian assistance
 - » An ***OTI team from USAID*** for transition of governance and urgent reconstruction
 - » A military ***Civil Affairs Teams*** (CATs) for security and civil-military coordination
- **The TISP conducts *integrated civilian planning with the military staff and facilitates civilian support to military forces during all phases of intervention***
 - Facilitates separation of affected nation noncombatant civilians and friendly military forces in the command's AOR
 - Arranges for civilian resources to meet ***humanitarian requirements*** of the affected population in the military command's AOR
 - Coordinates ***application of civilian resources*** within the AOR
 - Locates and ***organizes residual governance*** authorities of affected nation in AOR
 - ***Plans the transition to reconstruction and stabilization operations within the AOR***



The TISP in Direct Support to Military Forces



Tactical Level



Proposed ACT Elements of the Regional Reconstruction Group (RRG)

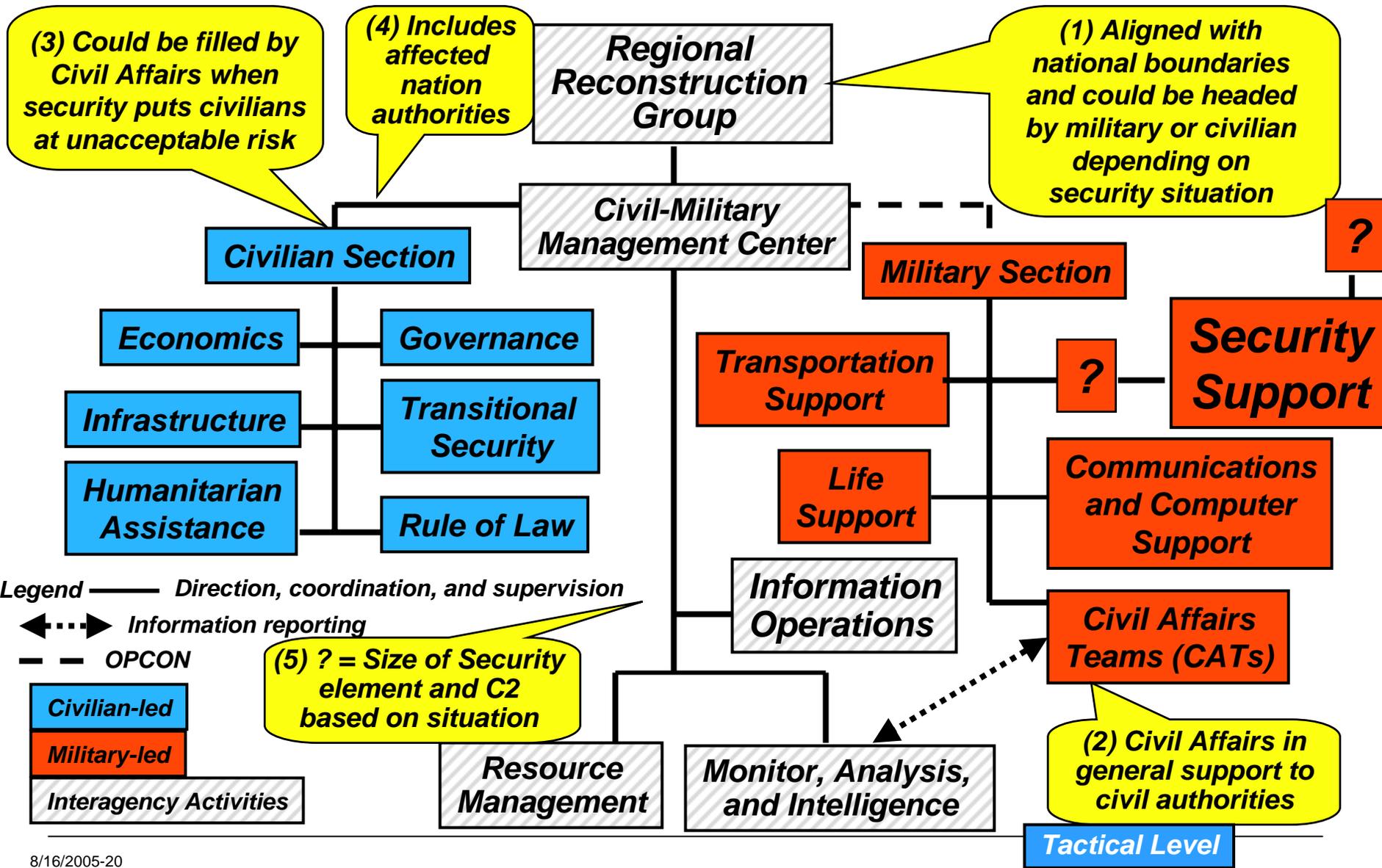
- The RRG is a unique special purpose *composite civilian-military organization formed from the TC* designed to provide general support to civilian authorities
 - Plan and conduct reconstruction and stabilization operations in RRG's AOR
 - Exploit core competencies of the available civilian and military resources to achieve effectiveness and efficiency
- The *civilian core competencies* include *municipal, county, and state* experts in
 - Economic development
 - Infrastructure repair and operation
 - Humanitarian assistance
 - Governance, transitional security, and rule of law
- The *civilian and military integrated capabilities* provide expertise for
 - *Information operations* at municipal, county, and state levels of government
 - *Monitoring, analysis, and intelligence* operations at that level
 - *Resource management* in complex contingencies at that level
- The *core competencies of military elements* of the RRG will include
 - Transportation support, life support, communications and computer support for the RRG
 - Security support for the RRG and to stabilize the AOR
 - Civil Affairs Teams (CATs) to conduct civil-military operations and collect data in the AOR
- The RRG will
 - Operate under the direction and guidance of the National Interagency Reconstruction and Stabilization Organization (NIRSO)
 - Direct its operations through a *Civil-Military Management Center*

Cases 1 and 2, but Case 2 could be only civilian or with military elements from country team

Tactical Level



Proposed GS to Civil Authorities – Regional Reconstruction Group (RRG)





Proposed **National Interagency Reconstruction and Stabilization Organization (NIRSO)**

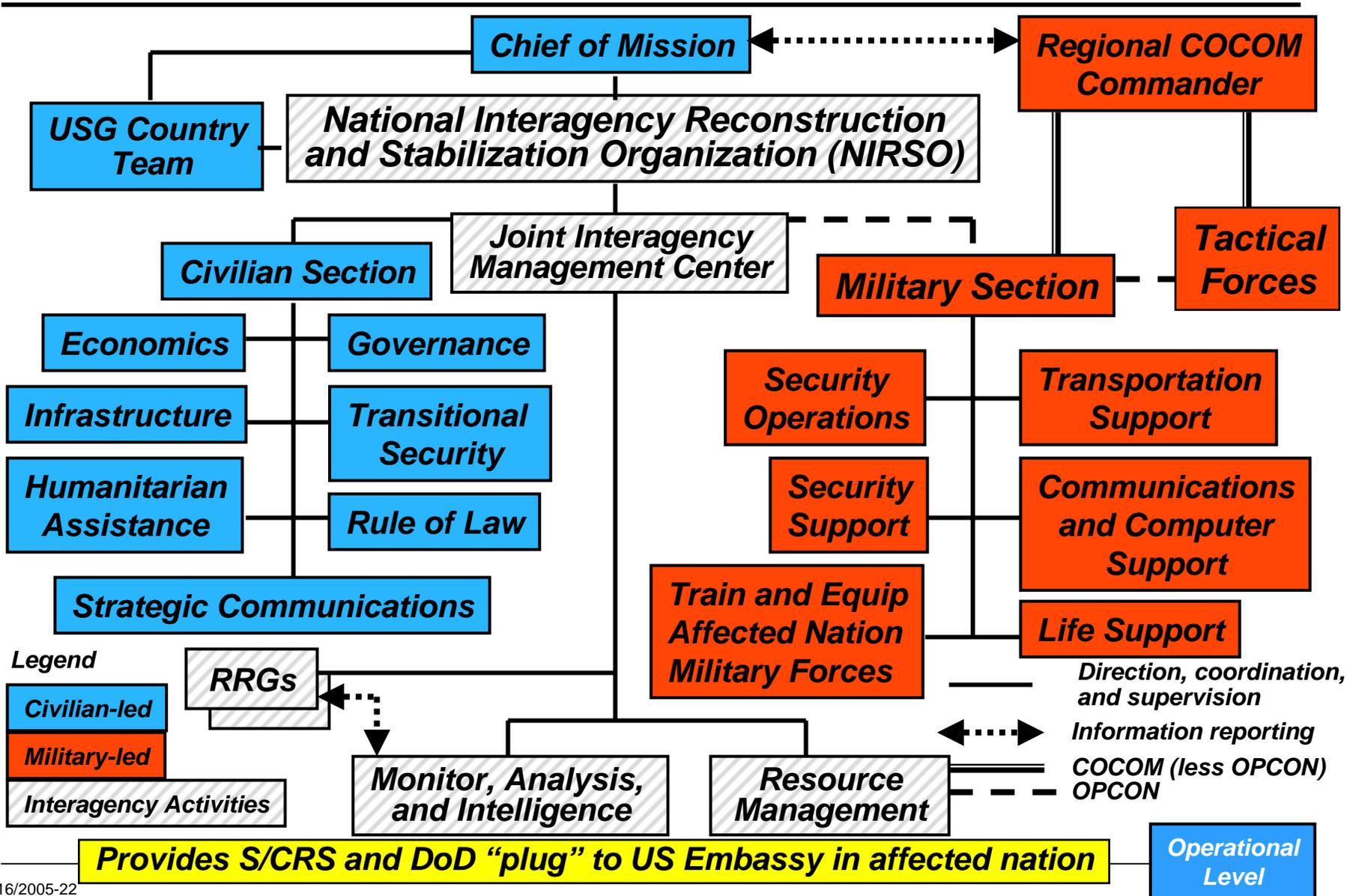
- **The NIRSO is a unique special purpose *composite civilian-military organization* designed to provide general support to civilian authorities**
 - Plan and conduct reconstruction and stabilization operations throughout the affected nation
 - Exploit core competencies of the available civilian and military resources to achieve effectiveness and efficiency
- **The *civilian core competencies* include *federal level* experts in**
 - Economic development
 - Infrastructure repair and operation
 - Humanitarian assistance
 - Governance, transitional security, and rule of law

Cases 1 and 2, but Case 2 could be civilian and US military elements on country team
- **The *civilian and military integrated capabilities* provide expertise for**
 - ***Strategic communications*** at the national level of government and within the region
 - ***Monitoring, analysis, and intelligence*** operations at the national level
 - ***Resource management*** in complex contingencies at the national level
- **The *core competencies of military elements* of the NIRSO will include**
 - Transportation support, life support, communications and computer support for the NIRSO
 - Security support for the NIRSO and rebuilding of national security and intelligence forces
 - Civil Affairs Teams (CATs) to conduct civil-military operations
- **The NIRSO will**
 - Operate under the direction and guidance of the Chief of Mission or designated USG representative
 - Direct its operations through a ***Joint Interagency Management Center***

Operational Level



Proposed US **NIRSO** Headquarters





S/CRS Lead for Coordinating with the International Community

- **International Partners: U.S. is working with international partners to increase global capacity for peacekeeping and peace support activities**

UN

Engaging DPKO, DPA, OCHA, UNDP, UNICEF to coordinate security, emergency, and developmental aid

EU

*Coordinating on constabulary, policy, judges, civil administration, early warning;
For 2007, €550m stability instrument;
New European constabulary initiative*

Bilateral Partners

*UK: new post conflict unit and fund
Germany: establishing skills reserve
France: named S&R coordinator
Nordics: building niche expertise*

IFIs

World Bank, IMF, Regional Banks creating vehicles to assess and respond to conflict

G-8

*Enhancing international peacekeeping and constabulary capacity through training & equipping;
Deepening support for regional organizations*

Regional Organizations

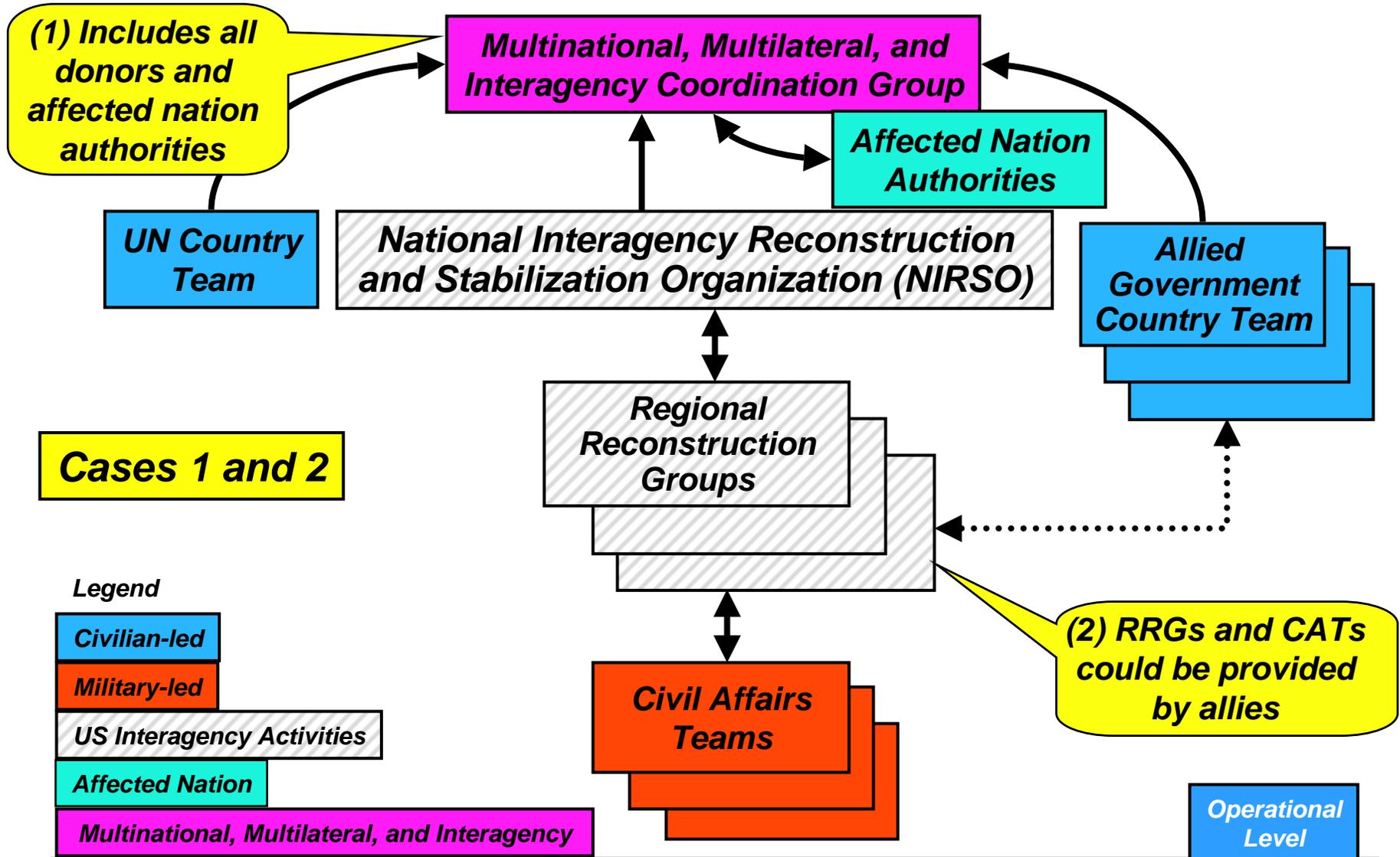
*Neighbors bear 50% of costs of conflict, but regional organizations weak;
Priority: Strengthen AU*

- **Managing Relations on the Ground**
 - Rapid deployment of civilian presence allows field-based coordination of civilian-military operations
 - Active Response and Technical Corps create a U.S. civilian base to coordinate with international partners, UN missions, and NGOs
 - **Work with affected nation authorities**

- **How will the community be organized?**
- **What information must be exchanged?**
- **How will it be shared in both classified and unclassified domains?**



Evolving Multinational and Multilateral Reconstruction and Stabilization Organization





Proposed *Multinational, Multilateral, and Interagency Coordination Group*

