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Name of Principal Author and all other author(s): A. Martin Lidy

Principal Author’s Organization and address:  
Institute for Defense Analyses  
4850 Mark Center Drive  
Alexandria, VA 22311-1882

Phone: 703-845-2411  
Fax: 703-845-6911  
Email: mlidy@ida.org

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Evolving USG Expeditionary Civilian Reconstruction and Stabilization Capabilities

Institute for Defense Analyses 4850 Mark Center Drive Alexandria, VA 22311-1882

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Evolving USG Expeditionary Civilian Reconstruction and Stabilization Capabilities

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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
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**

Source: S/CRS Briefing USA PKSOI, 13 Dec 04.
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*

Source: S/CRS Briefing USA PKSOI, 13 Dec 04.
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)

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Source: S/CRS Briefing USA PKSOI, 13 Dec 04.
S/CRS Concept for Washington Response Management

Standing Stabilization and Reconstruction Policy Coordinating Committee (PCC) (chaired by S/CRS and NSC)
- IA Working Group: Humanitarian Relief
- IA Working Group: Transitional Security
- IA Working Group: Rule of Law
- IA Working Group: Governance and Participation
- IA Working Group: Infrastructure Dev
- IA Working Group: Economic Stabilization
- CS Working Group: Monitoring, Analysis, Intel
- CS Working Group: Resources Management

Country Reconstruction and Stabilization Group (CRSG)
- Chairs: S/CRS, Regional A/S, NSC designee
- Operations: Headed by Policy Director (Regional) and Chief Operating Officer (S/CRS)
- Members from Regional Bureau, S/CRS, NSC, contributing agencies and bureaus

Strategic-National Level

Strategic-Theater Level

Civilian team at Regional COCOM – Humanitarian, Stabilization, and Reconstruction Team (HSRT)

Field Operations Advance Civilian Teams (ACTs)

Participants drawn from Reporting to

NSC Deputies Committee

Management of Cabinet Departments

Standing Regional PCC

PCC created for contingency

Source: S/CRS Briefing USA PKSOI, 13 Dec 04.
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

Generic National Political-Military Plan Template

0–Peacetime Engagement
1–Interagency Assessment and Preparation
2–Rehearsal, Pre-positioning of Enablers, Strategic Deployment, and Civilian and/or Military Resource Build-up in the Region
3–Initial Entry Operations of Intervention Resources
4– Stability and Reconstruction Operations: Military to Civilian lead
5–Post-Conflict Peace-Building, Transition and Indigenous Military Force Restructuring: Civilian to Affected Nation Authority lead
6–Durable Peace: Civil-Military mentors
7–Self-sustaining Peace: Normal relations

Focus on seams and transitions of lead

Cold War Military Goal Line

8/16/2005-9 * Based on refined JFCOM experimental National Political-Military Plan generic template
Coordinating USG response across sector and phase involves collaboration among NSC, Joint Staff, S/CRS staff, RCC, other intervention partners, and affected nation authorities.
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

- 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?)

*Source: S/CRS Draft Concept of Operation, 16 Nov 04*
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 ACTs

- The ACT positions will be
  - 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)

Source: S/CRS Draft Concept of Operation, 18 Mar 05
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)

Source: S/CRS Draft Concept of Operation, 18 Mar 05
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

• 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

• 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

Source: S/CRS Draft Concept of Operation, 18 Mar 05
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*

*Direct Support to Tactical Forces Case 1 only*
The TISP in Direct Support to Military Forces

(1) TISPs coordinate civilian and military resources operating in same AOR, and are embedded in, train, and deploy with same military HQ.

(2) Military force controls all territory during combat operations (Phase 3), but becomes a tenant in Phase 4 to conduct security mission for RRT or NIRSO.

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

- Regional Reconstruction Group
  - Civilian Section
    - Economics
    - Infrastructure
    - Humanitarian Assistance
  - Military Section
    - Governance
    - Transitional Security
    - Rule of Law
  - Civil-Military Management Center
    - Transportation Support
    - Life Support
    - Information Operations
    - Resource Management
    - Monitor, Analysis, and Intelligence
  - Security Support
    - Communications and Computer Support
    - Civil Affairs Teams (CATs)

Legend:
- Direction, coordination, and supervision
- Information reporting
- OPCON

Notes:
1. Aligned with national boundaries and could be headed by military or civilian depending on security situation
2. Civil Affairs in general support to civil authorities
3. Could be filled by Civil Affairs when security puts civilians at unacceptable risk
4. Includes affected nation authorities
5. Size of Security element and C2 based on situation
(2) Civil Affairs in general support to civil authorities
(3) Could be filled by Civil Affairs when security puts civilians at unacceptable risk
(4) Includes affected nation authorities
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

• 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
Proposed US NIRSO Headquarters

Chief of Mission

USG Country Team

National Interagency Reconstruction and Stabilization Organization (NIRSO)

Civilian Section

Joint Interagency Management Center

Military Section

Regional COCOM Commander

Tactical Forces

Legend

Interagency Activities

RRGs

Civilian-led

Military-led

COCOM (less OPCON)

Operational Level

Provides S/CRS and DoD “plug” to US Embassy in affected nation

Economics

Governance

Infrastructure

Humanitarian Assistance

Strategic Communications

Rule of Law

Transitional Security

Security Operations

Monitor, Analysis, and Intelligence

Resource Management

Transportation Support

Communications and Computer Support

Life Support

Train and Equip Affected Nation Military Forces

Security Support

Train and Equip Affected Nation Military Forces

Direction, coordination, and supervision

Information reporting

RRGs

Chief of Mission

Economics

Governance

Infrastructure

Humanitarian Assistance

Strategic Communications

Rule of Law

Transitional Security

Security Operations

Monitor, Analysis, and Intelligence

Resource Management

Transportation Support

Communications and Computer Support

Life Support

Train and Equip Affected Nation Military Forces

Security Support

COCOM (less OPCON)
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**

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

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*Source: S/CRS Briefing USA PKSOI, 13 Dec 04.*
Evolving Multinational and Multilateral Reconstruction and Stabilization Organization

(1) Includes all donors and affected nation authorities

UN Country Team

Multinational, Multilateral, and Interagency Coordination Group

Affected Nation Authorities

National Interagency Reconstruction and Stabilization Organization (NIRSO)

Regional Reconstruction Groups

Allied Government Country Team

Cases 1 and 2

Legend

Civilian-led
Military-led
US Interagency Activities
Affected Nation
Multinational, Multilateral, and Interagency

Civil Affairs Teams

(2) RRGs and CATs could be provided by allies

Operational Level

8/16/2005-24
Proposed Multinational, Multilateral, and Interagency Coordination Group

Multinational, Multilateral, and Interagency Group (M2IG)

- Steering Group
  - UNSG Special Representative
  - Chiefs of Mission
  - Affected Nation Reps

(1) Steering Group establishes priorities and provides coordinated guidance and direction

Legend
- Civilian-led
- Military-led
- Joint Activities
- Affected Nation
- Multinational, Multilateral, and Interagency

(2) Could meet as functional working groups (real or virtual)

- Economics
- Humanitarian Assistance
- Strategic Communications

- Transitional Security
- Governance
- Rule of Law
- Infrastructure

- Security Operations
- Train and Equip Affected Nation Military Forces
- Monitor, Analysis, and Intelligence

Operational Level

Similar to existing arrangement in Afghanistan