

**CONFLICT STABILIZATION OPERATIONS**

## Proposed Appropriation Language

### CONFLICT STABILIZATION OPERATIONS

*For necessary expenses to support, maintain, mobilize, and deploy a civilian response corps and for related reconstruction and stabilization assistance to prevent or respond to conflict or civil strife in foreign countries or regions, or to enable transition from such strife, \$56,500,000, to remain available until expended: Provided, That funds made available under this heading may be made available to provide administrative expenses for the coordination of reconstruction and stabilization activities: Provided further, That the Secretary of State may transfer and merge funds made available under any other heading in Titles I, II, III and IV of this Act with funds made available under this heading to maintain and deploy a Civilian Response Corps and to provide reconstruction and stabilization assistance: Provided further, That the Secretary may appoint, compensate and remove Civilian Response Corps personnel without regard to Civil Service or classification laws.*

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## *Resource Summary*

(\$ in thousands)

Appropriations	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase / Decrease
Positions - Enduring	247	247	183	(64)
Enduring Funds	35,197	21,816	56,500	34,684
Overseas Contingency Operations Funds	0	8,500	0	(8,500)
Total Funds	35,197	30,316	56,500	26,184

FY 2012 Estimate includes the transfer of \$21,816,000 from Diplomatic and Consular Programs to Conflict Stabilization Operations

### *Program Description*

The Bureau of Conflict and Stabilization Operations (CSO) advances U.S. national security by driving integrated, civilian-led efforts to prevent, respond to, and stabilize crises in priority states, helping to set the conditions for long-term peace.

The Bureau subsumed the Office of the Coordinator for Reconstruction and Stabilization (S/CRS) in November 2011. As authorized by the Reconstruction and Stabilization Civilian Management Act of 2008 (Title XVI of Public Law 110-447), and required by the Quadrennial Diplomacy and Development Review (QDDR), CSO is tasked to manage and institutionalize an effective U.S. government civilian capacity to assess, plan, mitigate, and integrate an effective response in countries struggling with or at risk from conflict or civil strife. As importantly, CSO focuses on conflict prevention and building partnerships with the U.S. military, other U.S. civilian agencies, and international partners to ensure successful joint operations in conflict and crises situations. Operating abroad under Chief of Mission (COM) authority, CSO will also work with the host country government and civil society to ensure that local leaders have lead responsibility for developing and implementing peaceful political mechanisms to resolve internal disputes.

CSO as an organization is designed to provide expertise and needed support to the field. The majority of Bureau employees can expect to be deployed to the field periodically. Moreover, the skill sets contained in the interagency Civilian Response Corps (CRC) are being refocused toward conflict prevention and response and away from post-conflict reconstruction, requiring more emphasis on key conflict and political skills (key conflict and political skills are ability to analyze the drivers of conflict, core grievances and developing diplomatic approaches to assist host nation officials and affect population to mitigate and resolve conflict politically) and less on specialized technical expertise. To meet the latter requirements, CSO will rely more on the CRC Standby and outside specialists as needed.

### *Performance*

Personnel (corporate and CRC) are at the core of the Bureau's mission as an expeditionary organization. In FY 2011, due to major engagements in Afghanistan and South Sudan, CSO worked to meet its FY 2011 target of 82 employees per month and deployed within a range of 70 to 80 responders per month. During FY 2011, the number of responders deployed per month ranged from a high of 95 in March, 2011 to a low of 58 in August, 2011, during the summer transfer cycle. Because of the contingency nature of CSO overseas missions, the target is expressed in terms of a range in the number of deployed responders rather than a single numerical value.

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The principal mandate of the CSO Bureau is to enable the Department to stay ahead of change and play the appropriate operational role in anticipating, preventing, and responding to conflict. During the course of FY 2012 and FY 2013, CSO will introduce additional metrics and performance measures in assessing how successful the Bureau is in meeting these new arrangements and capabilities while also focusing, streamlining and building upon current capabilities in the field and in Washington.

<b>Strategic Goal 1: Counter threats to the United States and the international order, and advance civilian security around the world</b>							
Active Performance Indicator		Average number of civilian responders deployed per month.					
Prior Year Results and Ratings				FY 2011		Planned Targets	
FY 2007	FY 2008	FY 2009	FY 2010	Target	Result and Rating	FY 2012	FY 2013
2.3 employees/month	2 employees/month	11.4 employees/month [Baseline]  New Indicator, No Rating	60  ▼ Below Target	Range: 70-80	78  ◀▶ On Target	Range: 70-80	Range: 70-80
Impact		In FY 2011, due to major engagements in Afghanistan and South Sudan, CSO was within the target range of deploying 70 to 80 responders per month.					
Methodology		Engagement Memorandum between the appropriate Regional Bureau Assistant Secretary and CSO that details the terms, conditions, and resource requirements of a particular deployment. After action reports/reviews are completed at the end of each engagement to survey and critique the effectiveness of the deployment and catalog lessons learned.					
Data Source and Quality		Field reports and reach-back information from deployed employees. In addition, CSO maintains a detailed database to capture information on deployments. Data Quality Assessment revealed no significant data limitations.					

### *Justification of Request*

The FY 2013 request for the Bureau of Conflict and Stabilization Operations is \$56.5 million, in a unified appropriation (not subsidized by funds transfer from Diplomatic and Consular Programs). This funding will provide the resources necessary to carry out critical activities and mission requirements. FY 2013 reflects a transformative year for the CSO Bureau and its program activities, the first full fiscal year after its reorganization. The restructuring was designed to make the bureau more agile and expeditionary, with a greater emphasis on creating a flexible response capacity with a smaller staff. This will produce greater deployment capacity, but with significantly less overhead. Response capabilities represented by CSO and the CRC can be augmented, as needed, with experts mobilized and paid only when deployed on specific missions.

The following provides a detailed justification of the FY 2013 request by Program Activity:

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### **Overseas Response Operations: \$38,579,000**

The CSO bureau is a field-focused organization. In FY 2013, the majority of bureau resources are directly dedicated to the staffing, operation, and support of overseas deployments. The following are the major components of this program activity:

- **Response Capacity: \$15,176,000**

The request includes the salaries, benefits, and support costs of 68 full-time CRC component members in the Department of State, USAID, and other participating agencies. It also includes the salaries and benefits of 32 CSO direct hire employees in CSO's Offices of Overseas Operations who also deploy. In order to have a more agile, flexible and cost effective response corps, the CRC component will be reduced by 76 members from the FY 2012 level of 144, offset by enhancing the deployable capacity of CSO's remaining core staff. This change frees funding to support and maintain a robust force of expert and standby responders who can be deployed on an as-needed basis.

Maintaining a large standing force of interagency specialists is a costly model to ensure timely civilian response to staff overseas deployments. By transitioning from an organizational structure that relies on CRC-A personnel who deploy less than 50 percent of the time (just-in-case responders) to a model that utilizes a greater number of subject matter specialist responders who only need to be funded when they are actually in the field (just-in-time responders), CSO will be able to staff overseas deployments at a lower overall cost to the taxpayer. CSO will require a flexible hiring authority to make this effective.

In addition, this request funds the personnel and support costs of the office in CSO that is responsible for managing the full spectrum of policy and program-related issues associated with the deployment of CSO responders.

- **Response Operations Support: \$2,576,000**

These funds will provide for direct management, administration, and operational support of the CRC and other CSO responders, including mission support, personnel management, and other functions necessary to effectively recruit, manage, and equip the personnel who participate in overseas deployments.

- **Deployments: \$20,827,000**

This funding provides for all costs associated with deploying CRC and other civilian responders to support conflict and stabilization missions. This level of funding will provide for the deployment of 75 to 80 responders per month, which for planning purposes equates to two large deployments of approximately 30 responders each and four deployments of five responders each. In addition, when deployed, the salaries and benefits of non-permanent responders are funded within this program element. The funding includes the costs of travel, per diem, in-country support, air or surface transportation of equipment, bandwidth for satellite communications, subsistence, and other costs associated with an engagement.

### **Partnership and Learning: \$7,138,000**

This program element (formerly titled Strategic Communications and Training Office) will provide the funding and staff to develop new relationships with bilateral and multilateral partners, NGO's and other nontraditional actors that can help expand the CSO's reach and deepen its expertise, as well as to manage civilian-military strategies and relationships. In addition, this program element provides for a resource center on conflict stabilization, professional development/training for the CRC and other CSO responders, as well as the development of lessons learned from CSO operations to inform ongoing and future missions.

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### **Policy and Programs: \$7,063,000**

Funding requested provides for the personnel and support costs of Washington-based headquarters staff necessary to implement programs, policies, proposals, and strategies for conflict prevention and stabilization operations, as well as staff to exercise oversight and management responsibility for the integration of conflict and stabilization operations, deployments, and programs with overall U.S. foreign policy objectives. This program element includes the resources necessary to provide for the administrative and management support of CSO operations, including financial management, budget/strategic planning, human resources, and general services operations.

### **CSO Headquarters: \$3,720,000**

This activity funds the required costs associated with operating the CSO headquarters, including rents, utilities, network support, printing, and internal supplies and equipment. In FY 2013, CSO anticipates that consolidating its offices in the Foggy Bottom area will result in associated reductions (\$3 million in estimated savings) in rent, security, utilities, and shuttle bus costs.

### *Staff by Program Activity* (positions)

Conflict and Stabilization Operations	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase / Decrease
Partnership and Learning	28	28	28	0
Policy and Programs	32	32	32	0
Overseas Response Operations	187	187	123	(64)
<b>Total</b>	<b>247</b>	<b>247</b>	<b>183</b>	<b>(64)</b>

### *Funds by Program Activity* (\$ in thousands)

Conflict and Stabilization Operations	FY 2011 Actual	FY 2012 Estimate	FY 2013 Request	Increase / Decrease
Partnership and Learning	8,905	4,005	7,138	3,133
Policy and Programs	6,899	3,103	7,063	3,960
CSO Headquarters	5,311	2,388	3,720	1,332
Overseas Response Operations	14,082	12,320	38,579	26,259
<b>Total</b>	<b>35,197</b>	<b>21,816</b>	<b>56,500</b>	<b>34,684</b>

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### *Funds by Object Class*

(\$ in thousands)

<b>Conflict and Stabilization Operations</b>	<b>FY 2011 Actual</b>	<b>FY 2012 Estimate</b>	<b>FY 2013 Request</b>	<b>Increase / Decrease</b>
1100 Personnel Compensation	8,080	8,138	19,455	11,317
1200 Personnel Benefits	3,892	4,447	14,200	9,753
2100 Travel & Trans of Persons	2,090	800	4,652	3,852
2300 Rents, Comm & Utilities	2,830	1,005	1,215	210
2400 Printing & Reproduction	75	0	100	100
2500 Other Services	17,790	7,176	16,578	9,402
2600 Supplies and Materials	340	100	200	100
3100 Personal Property	100	150	100	(50)
<b>Total</b>	<b>35,197</b>	<b>21,816</b>	<b>56,500</b>	<b>34,684</b>