

**Report to Congress
On the Integration of Interagency Capabilities
into Department of Defense Planning for
Stability Operations**

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EXECUTIVE SUMMARY

This report on the integration of interagency capabilities into Department of Defense (DoD) planning for stability operations is provided as requested by the Report of the Committee on Armed Services, House of Representatives (No. 110-652, page 445) accompanying H.R. 5658, the National Defense Authorization Act (NDAA) for Fiscal Year (FY) 2009. It specifically addresses further implementation of Department of Defense Directive (DoDD) 3000.05, *Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations*, as it pertains to the following:

- (1) Efforts to identify and prioritize needed SSTR capabilities, both military and civilian, during every phase of an operation;
- (2) The development of measures of effectiveness to evaluate progress in achieving these capabilities;
- (3) Steps taken to integrate civilian personnel and capabilities more fully into military planning and scenario development;
- (4) Efforts to update DoD planning guidance to require that the SSTR planning review process includes validation that lessons learned, especially lessons learned from the establishment and operation of Provincial Reconstruction Teams in the Republic of Iraq and the Islamic Republic of Afghanistan, have been considered and adopted as appropriate; and
- (5) Continuing challenges or obstacles to integrated interagency support for SSTR operations, and potential solutions for mitigating them, including methods for achieving greater interagency participation in the development of military plans.

The Department of Defense has supported the integration of interagency capabilities into DoD planning for stability operations. Through implementation of DoDD 3000.05, which is currently under revision, and Irregular Warfare (IW) efforts such as implementation of DoDD 3000.07, *Irregular Warfare (IW)*, the Department has supported National Security Presidential Directive 44 (NSPD-44), *Management of Interagency Efforts Concerning Reconstruction and Stabilization Operations*, and now also supports Title XVI of the 2009 National Defense Authorization Act (NDAA), *Reconstruction and Stabilization Civilian Management*. The publication and implementation of these documents within and outside of DoD demonstrate a holistic understanding that stability operations, conducted by the United States Government (USG) in response to imminent or ongoing foreign crises involving the national security interests of the United States, require coordinated and synchronized responses utilizing all the elements of national power in order to achieve success across the full spectrum of operations.

As identified in previous reports on the implementation of DoDD 3000.05,¹ the significant continuing challenge to the USG's ability to conduct integrated interagency planning for, and activities involving, stability operations is the lack of civilian department and agency capacity. Institutional and cultural features and tendencies in USG Defense and non-Defense agencies also present unique challenges to integrated interagency stability planning and operations. Although DoD maintains a capability and capacity to fulfill most stability operations requirements in the short term as recent operations in Iraq and Afghanistan demonstrate, long-term strategic success still requires: (1) a robust architecture, currently partially met with the Department of State Interagency Management System, with appropriate capacity for integrated civil-military action; and (2) substantially more resources devoted to increasing the operational and expeditionary capacity of civilian USG departments and agencies. Overcoming both of these persistent interrelated challenges will contribute not only to whole-of-government approaches to stability operations, but also to steady-state activities to prevent or reduce the likelihood of conflict and instability.

Despite the challenges with USG capacity to conduct stability operations, DoD undertook several actions in 2007-2008 to identify the capabilities required to conduct stability operations and subsequently to establish the means to evaluate progress in achieving them. At the strategic level, Capability Portfolio Managers (CPMs) sought to reduce capability and capacity gaps related to stability operations, including the ability of the General Purpose Force (GPF) to train and equip foreign security forces. The United States Army assumed the lead for implementing the strategic guidance by identifying and prioritizing capability gaps in their forces to conduct stability operations. Assessment of the study results and options to mitigate the gaps remain under analysis and consideration in 2009. The Army has also been the lead Military Department for developing stability operations capacities for implementing DoD stability operations policy as evidenced by: (1) publication of Field Manual (FM) 3-07, *Stability Operations*, which serves as a reference tool for all Military Departments as well as the interagency community; (2) implementation of the Army Action Plan for stability operations, which provides for integrating and institutionalizing the Army's capability and capacity to conduct stability operations; (3) involvement in building partnership capacity to help develop their own security capabilities/capacities to address mutual threats; and (4) designation of the Combined Arms Center as the Army proponent for stability operations.

To assess progress towards reducing stability operations capability gaps, DoDD 3000.07, issued on December 1, 2008, requires an annual assessment of the capabilities of the U.S. Armed Forces to conduct all IW activities successfully, including stability

¹ Report to Congress on the Implementation of DOD Directive 3000.05 Military Support for Stability, Security, Transition and Reconstruction (SSTR) Operations, required by section 1035 of the John Warner National Defense Authorization Act for Fiscal Year 2007 (Public Law 109-364).

operations. This assessment was part of the Chairman of the Joint Chiefs of Staff (CJCS) 2009 risk assessment.²

Significant progress was also achieved in integrating non-DoD civilian personnel and capabilities into military planning. Department guidance requires military planners to address stability operations requirements in all phases of an operation or plan, stresses that the quality of DoD campaign and contingency planning will improve with the early and regular participation of other USG departments and agencies, and provides guidance for interagency consultation and coordination. Compliance with this guidance is ensured through review of military plans within the Office of the Under Secretary of Defense for Policy (OUSD(P)). Although Combatant Commands created staffs to enhance coordination among interagency partners, the United States Southern Command (USSOUTHCOM) and the United States Africa Command (USAFRICOM) have organized their staffs to embed expertise from a variety of civilian departments and agencies within their structure. This approach greatly improves the integration of civilian expertise into the process of planning operations and increases the reach-back coordination and synchronization of efforts with USG department and agency headquarters.

DoD also took multiple steps to update strategic military planning guidance in order to incorporate lessons learned from current operations in Afghanistan and Iraq. The process to derive these lessons learned, largely the result of an interagency collaborative effort, has served to develop the tactical/field component of the next generation of Provincial Reconstruction Team-like structures as embodied in the USG Interagency Management System.

² 2009 Chairman's Risk Assessment Report (Classified), 21 January 2009.

Stability Operations Capabilities Development and Measurement of Progress

The DoD undertook several activities in 2007-2008 to identify the capabilities required to conduct stability operations and subsequently to establish the means to evaluate progress in achieving them. These activities have included direction at the strategic level and through DoDD 3000.07, as well as at the implementation level primarily through the Department of the Army's stability operations study.

Strategic Guidance

Capability Portfolio Managers translate the National Defense Strategy (NDS) into force development priorities. They guide DoD planning by identifying trade space within their capability portfolio across the three areas of the force planning construct – homeland defense, IW, and conventional warfare. Key focus areas for stability operations include:

- Increasing capabilities to build partner capacity by training, advising, and assisting foreign security forces as well as developing interdependent joint-force/interagency components proficient in performing large-scale civil-military operations needed for stability operations and enabling/transitioning to civil authorities.
- Reducing gaps in the GPF capability to deploy, plan, and execute missions within a host nation, to include working with indigenous forces, non-government organizations and others, as well as improve the capability to synchronize and support stability operations.
- Increasing DoD capability and capacity to train and equip foreign forces at the operational and tactical levels and to advise foreign defense ministries and military institutions at the strategic level. Efforts should focus on closing gaps in the capability and capacity to train, advise, and assist foreign forces for the purposes of foreign internal defense, stability operations, and counterinsurgency.

The DoDD 3000.07 requires annual assessments of the proficiency and readiness of the U.S. Armed Forces to conduct activities necessary to implement military plans related to IW. The DoDD 3000.07 notes that any proficiency associated with IW also impacts proficiency in stability operations, which, in the context of IW, involves establishing or re-establishing order in a fragile state. As a result, an assessment of the capability to conduct stability operations was addressed in the 2009 risk assessment (classified) prepared by the CJCS.

The Chairman is further directed in DoDD 3000.07 to identify and validate doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF) capability gaps with IW applications, including those affecting stability operations, and to coordinate with appropriate capability developers to mitigate shortfalls.

The IW DoDD also directs the U.S. Joint Forces Command (USJFCOM) to assist the Chairman, in conjunction with the Combatant Commanders and the Secretaries of the Military Departments, in leading the identification of joint IW-relevant capabilities and recommending priorities for capabilities development to the Assistant Secretary of Defense for Special Operations/Low Intensity Conflict and Interdependent Capabilities. USJFCOM recently established its Joint Irregular Warfare Center to meet this requirement.

Strategic Guidance Implementation

Department of the Army Stability Operations Developments

In response to the strategic guidance, the Department of the Army assumed the lead for the Military Departments to implement stability operations strategic guidance and conducted a complete analysis across DOTMLPF to identify solution sets for each identified stability operations task applicable across the USG. The Army as lead was appropriate given that the largest component of a Joint Task Force in a demanding post-conflict stability operation is likely to come from the ground-based components.

In a study, sponsored by Headquarters, Department of the Army and co-led by the Army's Training and Doctrine Command Analysis Center and the Center for Army Analysis, the Army identified future required capabilities for the conduct of stability operations in a joint, interagency, and multinational environment, to determine whether or not capability or capacity gaps exist, and if so, to recommend mitigation options to address these gaps.

The study ran in two phases from December 2005 until February 2008. The first phase utilized a Defense Planning Scenario of a major combat operation with a robust stabilization component to determine tactical and operational stability operations tasks, conditions, and standards. A gap analysis then followed to identify tactical and operational-level capability gaps. The second phase began with a top-down, whole-of-government approach to identify strategic- and theater-level stability operations tasks the military could be expected to perform under conditions similar to the first phase. The Post-Conflict Reconstruction Essential Task Matrix, developed for the Department of State under NSPD-44, served as the primary source to determine tasks that ground components might be called upon to perform in whole-of-government reconstruction and stabilization operations. The intent was that the sum of both phases would provide a

comprehensive analysis of capability gaps from the strategic and theater to the tactical level.

Subject matter experts from the United States Navy, Marine Corps, and Air Force were invited to participate in these efforts, as were other USG department and agency representatives, including Department of State, the United States Agency for International Development (USAID), the Department of Justice, and the Department of Agriculture, although their perspectives were not official department or agency positions.

Eighteen strategic-theater capability gaps were identified during the study. They cover the following areas:

- Medical Provision
- Electricity
- Waste Treatment
- Contracting
- Oil Infrastructure
- Humanitarian De-mining
- Railways
- Port Dredging
- Firefighting
- Command and Control for Host Nation Military
- Host Nation Ministerial and General Officer Support
- Religious/Cultural Knowledge
- Linguists
- Liaison Officers
- Intelligence Preparation of the Environment
- Joint, Interagency, Intergovernmental, and Multinational (JIIM) Common Database
- Forensics
- Non-lethal Weapons

The study also analyzed mitigation options to the 18 capability gaps. DoD, in collaboration with other government agencies, continues to explore ways to address these gaps, especially those affecting current operations. In response to the study, OUSD(P) is advocating for a whole-of-government assessment of required capabilities to conduct stability operations, which should build upon the Army study results. The study also informed the Total Army Analysis 2010-2015 requirements determination for stability operations and the Army's review of the ongoing implementation of its Action Plan for Stability Operations. Army stakeholders continue to refine the tasks required to accomplish initiatives listed in the Action Plan as well as to develop metrics necessary to assess progress.

Related Capabilities Developments

As reported previously,³ some of the capabilities that have been developed within the context of IW also meet strategic guidance for improved stability operations capabilities. Those capabilities include the creation of the Human Terrain System (HTS) and expanded language and cultural training. For example, the Human Terrain System trains and deploys five- to eight-person Human Terrain Teams (HTTs) to improve the GPF's ability to understand the highly complex socio-cultural environment in the areas where they are deployed.

In addition, the Defense Language School's foreign language and cultural instruction has extended beyond the classroom through Mobile Training Teams (MTTs), video tele-training, Language Survival Kits, and online instructional materials. Since 2001, the Defense Language School has dispatched more than 630 Mobile Training Teams to provide targeted training to more than 93,000 personnel.

In addition to these initiatives, the Military Departments also provide pre-deployment training for their forces. Since 2005, the Army has contracted commercial off-the-shelf language learning software making it available to all 1.1 million Active, Reserve, and National Guard Soldiers on-line via Army E-Learning. The Air Force and Navy are working on similar options for all of their personnel.

Interagency Integration with Military Planning

Strategic Guidance

To improve guidance to components on integrating military planning associated with stability operations with other USG departments and agencies, DoD published several strategic issuances in 2008. Although addressing stability operations in part, this strategic guidance also addresses broader interagency collaboration issues affecting foreign nations' stability, including security, justice and reconciliation, governance and participation, economic and infrastructure development, and humanitarian and social well-being sectors.

Foremost among DoD strategic guidance, the 2008 NDS calls for "A New Jointness," one that seamlessly combines civil and military capabilities and approaches. This "jointness" emphasizes soft-power capabilities to influence the behavior of international actors. Among the essential ingredients of long-term success are developing economies, building institutions, establishing the rule of law, promoting internal

³ Report to Congress, Department of Defense Full Spectrum Analysis on Irregular Warfare, a provision in the House Armed Services Committee (HASC) report (House Report 110-146) to the National Defense Authorization Act for Fiscal Year 2008 requesting the Secretary of Defense to report to the congressional defense committees on the Department of Defense's plan to address the unique needs of irregular warfare.

reconciliation and good governance, providing basic services to the people, and training and equipping indigenous security forces. The NDS lays out the goal of institutionalizing and retaining these capabilities, while recognizing that the military's efforts are no replacement for civilian involvement and expertise. The NDS emphasizes that greater civilian participation in military planning will make operations more effective. Further, having a standing civilian capability will make it less likely that military forces will be necessary.

Department strategic guidance translates the NDS into planning and action. Stability operations activities are specifically identified as a significant component of military contingency planning and military planners are directed to include stability operations in all phases of an operation. Department guidance emphasizes the integration and unification of DoD efforts across the USG for planning and execution, but recognizes that the capacity of other USG partners will remain limited in the near future. Planners are directed to consider and request applicable contributions, comparative advantages, and viewpoints of other USG department and agencies for stability and shaping operations.

The Department recognizes that the quality of DoD campaign and contingency planning will improve with the early and regular participation of other USG departments and agencies. To help accomplish this, Combatant Commands are authorized to plan directly with affected chiefs of U.S. diplomatic missions and representatives of non-DoD departments and agencies detailed to the Combatant Command. They are also authorized to share information with and rely on the expertise of subject matter experts of other department and agency liaison officers and detailees. For direct coordination with other department and agency headquarters, Combatant Commanders must seek Secretary of Defense guidance before sharing operational plans. Once granted, interagency coordination is achieved through planning conferences, workshops, and meetings often facilitated by the OUSD(P) and the Joint Staff.

Strategic Guidance Implementation

The OUSD(P) ensures implementation of Department guidance, to include the integration of stability operations-related plans with interagency partners, through participation in the Adaptive Planning and Execution System process. This includes in-progress reviews by the Combatant Commanders, the Secretary of Defense, and other appropriate leaders as well as final plans review and approval after coordination with the appropriate Office of the Secretary of Defense and Joint Staff offices. For Combatant Command campaign and contingency plans, the Deputy Assistant Secretary of Defense for Stability Operations Capabilities plays a primary role in reviewing plans to ensure stability operations guidance is met. Interagency partners have also participated in the review of Combatant Command Theater Campaign Plans.

Combatant Commands have designated staff to coordinate plans and activities with interagency partners. The USSOUTHCOM and USAFRICOM Commanders, however, have innovated with organizational approaches to maximize integration of planning and activities with interagency partners by embedding interagency personnel across the headquarters staff. The reorganization of USSOUTHCOM and the establishment of USAFRICOM headquarters were both designated as one of the Top 25 DoD Transformation Priorities for 2007-2008. The DoD will assess the improvements of the two Combatant Command staff reorganizations and their associated interagency cooperation as well as their applicability to other Combatant Commands.

The Commander, USSOUTHCOM reorganized the Command with the approval of the Secretary of Defense in order to become a more interagency-oriented organization. A principal driver for the reorganization stemmed from the Commander's assessment of USSOUTHCOM's regional security environment, in which poverty, income inequality, and social exclusion exacerbate security challenges and cross the traditional roles and missions of USG departments and agencies. The new USSOUTHCOM organizational structure, fully implemented in October 2008, is designed to facilitate collaboration with other USG departments and agencies, and with partner nations in the region, ultimately improving collective responses to regional and transnational security challenges.

The new organization has several components. Two Deputies to the Commander, one military and one Department of State civilian, provide broad, senior-level management expertise in order to harmonize USSOUTHCOM activities with whole-of-government approaches in the region. Six directorates comprise the current USSOUTHCOM headquarters. These are three mission directorates (Security and Intelligence, Stability, and Partnering) and three enabling or functional directorates (Policy and Strategy, Resources and Assessments, and Enterprise Support). The mission directorates mirror three of the four Command Strategy goals for U.S. military activity in the region – to ensure security, enhance stability, and enable partnering. The Stability Directorate executes activities that build partner nations' capacity and integrates security cooperation projects with interagency partners.

USSOUTHCOM is authorized a civilian and military end strength of roughly 1,350 personnel. To leverage non-DoD expertise, there are 22 interagency personnel assigned to and working full-time at USSOUTHCOM headquarters. Additionally, there are 13 part-time liaison officers with access to the headquarters and use of USSOUTHCOM credentials for email, data sharing, and web-page browsing. Beyond these personnel, there are some 40 interagency personnel that have habitual relationships with USSOUTHCOM via assignments by their home agencies.

To ensure USSOUTHCOM military planning is harmonized with other USG departments and agencies, the Command hosts Interagency Coordination Group (IACG) meetings and established a new strategic planning process to ensure unity of effort. The

IACG meetings address specific issues, activities, and missions that are of mutual interest in the Western Hemisphere. USSOUTHCOM also sponsors senior-level meetings co-hosted by the Commander and lead federal agency counterparts to address specific issues and inform senior interagency leadership on the results of collaborative efforts or exercises.

The new strategic planning process ensures unity of effort to achieve the goals and objectives contained within the USSOUTHCOM interagency informed Command Strategy 2018 and Theater Campaign Plan (in development through early 2009). This strategic planning process is integral to the new organization and provides the corporate approach to focus and align all command activities and capabilities, prioritize critical resource requirements, and measure progress toward achieving the USSOUTHCOM mission. Consistent with Department guidance, interagency partners helped to shape the early outline, substance and objectives of the Theater Campaign Plan, allowing planners to better identify needed interagency support. Through participation in the drafting and prioritization of the Theater Campaign Plan, these interagency partners have also helped enable a broader and critical cultural change in the Command that will result in an improved ability to work more efficiently with interagency partners.

Similar to USSOUTHCOM, USAFRICOM created a new organizational structure. Formally established in October 2007, USAFRICOM's mission is to conduct sustained security engagement through military-to-military programs, military-sponsored activities, and other military operations as directed and in concert with other USG departments and agencies and international partners to promote a stable and secure African environment. DoD engaged directly with other USG departments and agencies to gain their support in assigning personnel to the Combatant Command's staff positions. As a result, 12 USG departments and agencies have provided individuals on a permanent or at least temporary basis to serve at USAFRICOM headquarters.

The structure of the USAFRICOM headquarters was designed to provide an appropriate mix of military and civilian personnel in order to facilitate a holistic USG interagency approach to stability in Africa. This was done to ensure that the expertise, experience, and unique perspective of interagency personnel would permeate throughout all directorates. Day-to-day interaction between DoD and interagency representatives was determined to be the best way to integrate the military and civilian elements. In this manner, Command plans, programs, and standard operating procedures benefit from interagency peer review. At present, more than half of the 1,304 approved billets at USAFRICOM are filled by civilians. Although the vast majority of those civilian positions are DoD personnel, the staff also includes 17 representatives from 12 USG departments and agencies. If host nation approvals and interagency memoranda of understanding are completed, as many as 40 representatives could populate the command by the end of FY 09. In addition, USG departments and agencies have sent numerous temporary personnel to examine the mission of the command and participate as liaison

officers or embedded staff officers as an interim measure until permanent personnel can be identified and relocated to the command. These temporary personnel have assisted in helping their parent organizations understand the mission of the command as well as how their organizations can gain from a relationship with USAFRICOM. The personnel and the skills they bring will add value to USAFRICOM's programs as well as improve the synchronization and collaboration of other USG efforts in Africa.

In related efforts, DoD is concentrating on increasing the role of interagency participation in Command-sponsored exercises. The Department of State, Department of Treasury, USAID, and other organizations are involved in exercise planning and scenario development. Furthermore, the Joint Staff, Directorate for Operational Plans and Joint Force Development (J7), leads efforts to coordinate interagency participation in military exercises and training. USJFCOM supports the USAFRICOM Command Exercise Program by recruiting interagency personnel for the Joint Exercise Control Group. For early 2009, command-wide academic training will include presentations from the Department of State, Coordinator for Reconstruction and Stabilization (S/CRS). USJFCOM also conducts training for all U.S. units preparing to deploy and assume the role of headquarters elements for military forces in Iraq and Afghanistan. This training is supported by the Departments of State and Treasury as well as USAID. Other Combatant Commands, such as the United States European Command (USEUCOM), have and will host exercises that address civilian-military coordination in planning and execution of contingency operations. Interagency participation in these exercises is particularly important as it supports development of interagency capacity and it provides the Combatant Commands with the opportunity to interact with them.

Lastly, in late 2008, a Civil-Military Cooperation sub-Policy Coordination Committee (PCC) was established under the International Development & Humanitarian Assistance PCC. It formed a Planning Working Group, which was tasked with mapping DoD and civilian department and agency strategic planning processes and identifying ways to align them more effectively. The effort resulted in a collaborative review of Department of State's Mission Strategic Plans. In addition, the Secretary of Defense invited interagency input into Department strategic guidance, which this working group will help facilitate. The working group continues to address these issues under the new Administration.

Whole-of-Government Stability Operations Planning and Activities

In addition to incorporating interagency input into its planning efforts, DoD participates in whole-of-government planning efforts to ensure the integration of military plans with non-DoD civilian capabilities and planning. For stability operations, the whole-of-government approach is reflected in the system and products produced, with DoD assistance, by the S/CRS under NSPD-44 and Title XVI of the 2009 NDAA.

The focal point for the whole-of-government approach is the Interagency Management System (IMS) for Reconstruction and Stabilization, which was approved for interagency use by the National Security Council (NSC) Deputies Committee in March 2007. Portions of the IMS, including its planning framework, have been and are being used to support reconstruction and stabilization activities. The IMS assists Washington policymakers, Chiefs of Mission, and military commanders in managing complex reconstruction and stabilization engagements by ensuring coordination among all USG stakeholders at the strategic, operational, and tactical/field levels. This system was designed for highly complex crises that have been identified as national security priorities requiring the engagement of multiple USG departments and agencies. It facilitates and supports:

- Integrated planning processes for unified USG strategic and implementation plans, including funding requests;
- Joint interagency field deployments; and
- A joint civilian-military operations capability, including shared communications and information management.

When a significant crisis occurs or begins to emerge, the Secretary of State may decide to activate the IMS based on a senior-level policy decision within the Administration. The central components of the IMS consist of the:

- Country Reconstruction and Stabilization Group (CSRG): A crisis-specific, Washington-based decision-making body with a planning and operations staff dedicated to producing a strategic, whole-of-government plan;
- Integration Planning Cell: A civilian cell integrated with relevant Combatant Commands or with equivalent multinational headquarters to facilitate communication between civilian and military components in Washington, D.C., the Combatant Commands, and the field;
- Advance Civilian Team: One or more interagency field management, planning, and coordination teams to support Chiefs of Mission in developing implementation plans to the CSRG strategic plan.

The capacity for the IMS is provided through the S/CRS Civilian Stabilization Initiative (CSI). The initiative's objective is the provision of the manpower, equipment, and sustained readiness of a civilian capacity to plan for and conduct whole-of-government stabilization activities. Although DoD is not a component of the CSI, it has consistently supported the effort. As part of the CSI, the Civilian Response Corps (CRC) provides the personnel to conduct reconstruction and stabilization planning and

implementation activities. The CRC is composed of three elements – the Active Component, the Standby Component, and the Reserve Component.

- Active: The Active Component, when fully implemented, will be comprised of 250 new, full-time billets across the USG, with personnel available to respond to call-up in 24-48 hours.
- Standby: The Standby Component, when fully funded and implemented, will be comprised of 2,000 existing, full-time federal employees who can be called from their regular positions to deploy within 30 days.
- Reserve: The Reserve Component, when fully authorized and funded, will be comprised of 2,000 experts with skills not found or insufficient within the federal government, drawn from state and local government and the private sector, and brought into federal service as needed.

The FY 2008 supplemental included \$75 million for the initial establishment of the CRC and recruitment of 100 Active personnel and 500 Standby CRC personnel, which is underway. Full realization of the CRC, however, is captured in requirements identified in the President's FY 2009 budget request, which includes \$249 million to build this expeditionary civilian capacity. Although included in the Department of State operations budget, CSI is dedicated to building expeditionary capacity at eight agencies – State, USAID, Justice, Agriculture, Treasury, Health and Human Services, Commerce, and Homeland Security. DoD strongly recommends full funding of S/CRS and the CSI in FY 2009 and the out-years in order to increase the capacity of other USG departments and agencies to plan for and implement stability operations activities, and thus reduce reliance on U.S. military forces to perform the bulk of this function.

Defense Planning Scenarios

Defense Planning Scenarios (DPS) are used by DoD to provide a depiction of a threat to international security, a corresponding mission for U.S. military forces, and a strategic-level concept of operation for carrying out that mission. The Secretary of Defense approves a single set of scenarios intended to serve as a standard by which the senior leadership of the Department can gauge the sufficiency of the Defense Program. A single set of scenarios also ensures DoD consistency for studies, war games, and experimentation. The OUSD(P) develops these scenarios, where applicable, with stability operations considerations.

DoD has sought, and achieved over the last two years, significant improvement in obtaining civilian-agency participation in DPS development. During the typical nine-month scenario-development process there are numerous points where senior interagency leadership participates in critical milestone reviews. At the first major milestone review

in developing DPS, the Senior Defense Advisory Panel is comprised not only of retired senior military officers, but also now includes retired ambassador-level participation to provide regional expertise. The final major milestone review includes currently serving senior interagency participants. Throughout the process, civilian interagency staffs review and provide input. In addition, the library of defense scenarios has expanded to include situations where the DoD is operating in support of another agency.

Applying Lessons Learned from Current Operations

DoD took multiple steps to update strategic military planning guidance in order to incorporate lessons learned from current operations in Afghanistan and Iraq. The strategic planning guidance, such as the 2008 NDS and the DPS, are two areas that demonstrate a significantly greater emphasis by DoD in applying stability operations considerations.

Specifically, DoD, the Department of State, and other partners have learned and continue to draw lessons from the experience of Provincial Reconstruction Teams (PRT) in Afghanistan and Iraq. PRTs are important examples of civilian-military teaming and interagency coordination. Their examples have significantly informed the development of the IMS and the flexible civilian-military teaming structure and coordination system that is intended to facilitate and support future contingencies.

To ensure continued learning across the interagency, DoD is collaborating with S/CRS and other partners to develop a whole-of-government lessons-learned process under the auspices of an interagency Best Practices Working Group, which works to improve whole-of-government planning, pre-deployment preparations, and execution of stability operations.

In March 2008, the Best Practices Working Group, in partnership with the U.S. Army Peacekeeping and Stability Operations Institute and the Consortium for Complex Operations (CCO), organized a PRT Lessons-Learned Workshop. More than 80 participants attended, representing a broad cross-section of practitioners, trainers, policy-makers, and lessons-learned experts. Intended as an interagency collection experiment, the workshop examined PRTs holistically, noting fundamental differences between Afghanistan and Iraq. The event helped to identify recommendations for improving the effectiveness of PRTs and future models, and to start the process to conceptualize a USG lessons-learned system for reconstruction and stabilization operations.

Following the PRT Lessons-Learned Workshop, the Best Practices Working Group organized a task force to develop a concept for how a whole-of-government, lessons-learned process could collect, vet, distribute, and, most importantly, support the implementation of lessons in a timely fashion. In addition to examining advantages and disadvantages for each option, the task force identified potential bureaucratic obstacles,

resource implications, and mitigation strategies. The task force represented a mix of civilian and military organizations involved in stability operations.

On December 2, 2008, the Reconstruction and Stabilization Policy Coordinating Committee endorsed the establishment of the whole-of-government reconstruction and stabilization lessons-learned hub, with S/CRS serving as the policy lead and the CCO serving as the Secretariat. The FY 2009 NDAA empowers S/CRS and the CCO to address lessons learned from complex operations. According to this mandate, the hub will serve as the central and institutionalized proponent to coordinate, facilitate, and support the implementation of lessons learned across reconstruction and stabilization USG partners. In 2009, DoD will work with other USG departments and agencies to detail the relationship between S/CRS, CCO, and other partners. The Department will also work with its partners to determine the resource requirements and initiate a pilot collection effort.

Oversight responsibility for the CCO recently transitioned from the Office of the Secretary of Defense to the National Defense University. The move was made to enhance CCO's operational role by positioning it within an academic environment, while maintaining close links to policy development within the respective participating organizations.

Continuing Challenges

The greatest challenge to the USG's ability to conduct integrated interagency activities, including stability operations, continues to be the lack of civilian department and agency capacity. Although DoD maintains a capability and capacity to fulfill most stability operations requirements in the short- to mid-term, recent operations in Iraq and Afghanistan demonstrate that long-term strategic success still requires: (1) a robust architecture with appropriate capacity for integrated civil-military action; and (2) substantially more resources devoted to increasing the operational and expeditionary capacity of civilian USG departments and agencies.

The architecture for integrated civil-military capability for stability operations is currently embodied in the S/CRS-led IMS. Although the USG has not yet fully activated the IMS to respond to an imminent or ongoing crisis, S/CRS has utilized IMS components to provide reconstruction and stabilization expertise, as well as to provide whole-of-government planning conceptual support, to various organizations dealing with lesser contingencies. In concert with a range of civilian agency partners, DoD both experimented with and exercised military integration with the IMS in 2008 and early 2009. This included the 2007-2008 Unified Action experiment, which leveraged DoD resources under an S/CRS-led (civilian lead) effort to develop and refine civil-military planning concepts and capabilities to support a whole-of-government planning capability at the strategic, operational, and tactical levels. S/CRS has also led interagency shaping

of and participation in USSOUTHCOM and USEUCOM exercises. Insights from these events continue to be incorporated into Joint and Service doctrine as well as within additional guidance for the Combatant Commands.

Full realization of IMS capabilities remains constrained due to inadequate funding of the CSI. The CRC, the key component of the CSI, is intended to provide the pool of personnel to implement fully the IMS and is authorized under the 2009 NDAA. Although FY 2008 supplemental funding provided S/CRS with up to \$65 million for the initial stand-up and recruitment of 100 Active personnel and 500 Standby personnel (it did not include funding of the Reserve Component), the CRC will be of limited size until the \$249 million requested in the 2009 President's Budget is made available and sufficient future funding is provided in the out-years. An eventual full complement of the CRC (4,250) will provide a non-DoD, civilian-centric alternative to the utilization of primarily military forces in stability operations activities in long-term engagements, significantly lessening the requirements for large-scale military forces. It will also provide a pool of non-DoD civilians available to support the process of producing military plans at the strategic, operational, and tactical levels in both the steady-state and crisis environment, and integrating those plans within broader whole-of-government efforts.