

PREPARED STATEMENT

**THE HONORABLE RYAN HENRY
PRINCIPAL DEPUTY UNDER SECRETARY OF DEFENSE FOR POLICY
U.S. Department of Defense**

For the

Senate Foreign Relations Committee

June 16, 2005

Introduction

Mr. Chairman and members of the subcommittee, I am pleased to appear before you today with Ambassador Carlos Pascual, the Coordinator for Reconstruction and Stabilization at the State Department, as well as my colleagues from the Joint Staff and the U.S. Agency for International Development.

Ambassador Pascual and his staff have done an excellent job in standing up the new Office of the Coordinator for Reconstruction and Stabilization (S/CRS) to lead, coordinate, and institutionalize U.S. Government civilian capacity to prevent or prepare for post-major 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.

In the coming years, the work of S/CRS will be critical to achieving U.S. national security goals. As the National Security Strategy and the National Military Strategy make clear, some of the most significant threats to U.S. national interests in the early 21st century stem from the instabilities, extremism, terrorism, and criminality generated within weak states.

Because of the centrality of these threats in the war on terrorism, DoD is working diligently to make stability operations a core competency of our armed forces. However, as the experiences of Afghanistan, Iraq, and elsewhere demonstrate, the military can not accomplish these missions alone.

Efforts must be made to build the capacity of our partners abroad and augment the ability of civilian components of the USG to respond rapidly and effectively. The ability to mobilize civilian resources quickly is as important as the ability to mobilize military resources in achieving U.S. national security goals.

DoD Support to S/CRS to Date

DoD is strongly committed to supporting S/CRS in its efforts to increase civilian capacity to respond to stabilization and reconstruction missions around the world. The ability of civilian components of the USG to prevent conflict and/or establish a sustainable peace will save lives and money by either obviating the need for military force in the first place or helping our troops come home more quickly.

Since the establishment of S/CRS in July 2004, DoD has provided a significant amount of support to S/CRS, including:

- Sending five to six liaisons at a given time to S/CRS.
- Inviting S/CRS to participate in innumerable conferences, seminars, training classes, and exercises.
- Funding a feasibility study on development of a “Civilian Response Force.”
- Offering support to S/CRS planning efforts.
- Providing advice and assistance to the development of S/CRS operational concepts to coordinate USG efforts at the strategic, operational, and tactical levels.
- Sponsoring Section 1204 legislative proposal to allow DoD to help State fill the “civilian deployment gap” until S/CRS is able to do so.

Many of these activities are ongoing. Of particular concern, however, is DoD’s Section 1204 legislative proposal in the National Defense Authorization bill, which would allow DoD to help State fill the “civilian deployment gap.”

Section 1204 Legislative Proposal

The Department of Defense’s Section 1204 legislative proposal to support S/CRS has not been included in either the House or Senate FY06 Defense Authorization bills. The proposal would allow the DoD to transfer up to \$200 million in goods, services, and funding to S/CRS through FY06. DoD goods, services, and funding would bridge a gap in the S/CRS’s near-term ability to deploy quickly to a crisis.

Existing DoD authorities do not have enough flexibility to support civilian partners. For example, under the Economy Act, DoD can only use items from existing stocks to support activities that it has that authority to do itself. Drawdown is slow and prohibits the transfer of funds or the ability to contract – both vital for stabilization and reconstruction operations. I urge you to include this provision in the Authorization bill during upcoming floor consideration.

Current Focus of DoD Support to S/CRS

The main goal of DoD support to S/CRS is to integrate civilian and military efforts across the spectrum of peace and conflict. Achieving this goal requires civilian and military personnel to train together, plan together, and operate together. Hence DoD efforts in support of S/CRS are focused on three areas: Training and Exercising, Planning, and Operational Needs.

Training and Exercising

The Armed Forces of the United States are the best in the world because they continuously go through cycles of training, exercising, and operating. Achieving the same skill level on the civilian side of the USG will require similar repetitive cycles of training, exercising, and operating.

As a first step, the Department of Defense has opened the doors of its educational institutions to S/CRS and invited them to multiple exercises. DoD is also participating in S/CRS efforts to create training opportunities, such as the new course on stabilization and reconstruction that the Foreign Service Institute has developed.

The goal is for DoD and S/CRS to train and exercise jointly – with the DoD learning from S/CRS and S/CRS learning from DoD. Joint training and education ensures that civilians and military deployed in the field have common operating assumptions and understand how to work together. Joint exercising gives civilians and military personnel the opportunity to test what they've learned before they are deployed.

The Department of Defense would like to expand joint training and exercising with S/CRS and other civilian components of the USG. The main limiting factor for S/CRS is time and funding. S/CRS has a total staff of approximately 35 persons with a heavy workload and day-to-day responsibilities that often preclude long-term training for themselves and the development of training opportunities for others.

Planning

Building a robust planning capability in S/CRS and other civilian components of the USG is critical to ensuring future success in stabilization and reconstruction missions. This is a large and important task which will involve not only education and training, but also the creation of new structures.

The Department of Defense realizes the critical nature of this task and is working to 1) help S/CRS develop a planning capability and 2) integrate S/CRS and other civilian components of the USG, as appropriate, into the DoD planning process.

S/CRS staff have made progress in this area. They have begun to develop a strategic planning template and are learning about the military planning process. There is much work to do. There is a shared desire to move forward.

Operational Needs

The Department of Defense has identified the lack of trained and deployable civilians as a critical limiting factor in the ability of the USG to conduct stabilization and reconstruction missions abroad. Full funding of the Department of State and S/CRS in FY06 would allow it to develop an Active Response Corps consisting of 100 personnel from within the State Department. They are also looking at expanding contract mechanisms and putting together a USG database of civilians within the USG.

This is a good start, but a more robust mechanism may be needed. At the request of S/CRS, DoD is funding a feasibility study for S/CRS on the establishment of a “Civilian Response Corps” managed by a civilian Department or Agency. The study is assessing the requirements and costs of various options – contracts, rosters, reserves, and combinations thereof – for providing a standby civilian capacity for deployments.

The study is still being worked on, but there are a few conclusions that can be drawn from previous experience:

- 1) Regular training and exercising of a civilian corps is just as important as with a military reserve. “Pick-up” games rarely work well.
- 2) There is an abundance of un-tapped talent in state and local governments, and the non-profit and private sectors.
- 3) Contract mechanisms may be sufficient for some skill sets, but not all (i.e. transitional security).

Conclusion

The strategic environment has changed and the USG must keep pace if it hopes to accomplish its national security objectives and win the war on terror. Establishing S/CRS is a critical first step to transforming the way the USG responds to stabilization and reconstruction missions around the world. It is important to continue transforming the USG to meet the challenges of war, instability, and peace.