110TH CONGRESS
2d Session

HOUSE OF REPRESENTATIVES

REPORT
110–537

RECONSTRUCTION AND STABILIZATION CIVILIAN MANAGEMENT ACT OF 2008

MARCH 4, 2008.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. BERMAN, from the Committee on Foreign Affairs, submitted the following

R E P O R T

[To accompany H.R. 1084]

[Including cost estimate of the Congressional Budget Office]

The Committee on Foreign Affairs, to whom was referred the bill (H.R. 1084) to amend the Foreign Assistance Act of 1961, the State Department Basic Authorities Act of 1956, and the Foreign Service Act of 1980 to build operational readiness in civilian agencies, and for other purposes, having considered the same, reports favorably thereon with an amendment and recommends that the bill as amended do pass.

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69–006

THE AMENDMENT

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the "Reconstruction and Stabilization Civilian Management Act of 2008".

SEC. 2. FINDINGS.

(a) FINDINGS.—Congress finds the following:

(1) In June 2004, the Office of the Coordinator for Reconstruction and Stabilization (referred to as the "Coordinator") was established in the Department of State with the mandate to lead, coordinate, and institutionalize United States Government civilian capacity to prevent or prepare for post-conflict situations and help reconstruct and stabilize a country or region that is at risk of, in, or is in transition from, conflict or civil strife.

(2) In December 2005, the Coordinator's mandate was reaffirmed by the National Security Presidential Directive 44, which instructed the Secretary of State, and at the Secretary's direction, the Coordinator, to coordinate and lead integrated United States Government efforts, involving all United States departments and agencies with relevant capabilities, to prepare, plan for, and conduct reconstruction and stabilization operations.

(3) National Security Presidential Directive 44 assigns to the Secretary, with the Coordinator's assistance, the lead role to develop reconstruction and stabilization strategies, ensure civilian interagency program and policy coordination, coordinate interagency processes to identify countries at risk of instability, provide decision-makers with detailed options for an integrated United States Government response in connection with reconstruction and stabilization operations, and carry out a wide range of other actions, including the development of a civilian surge capacity to meet reconstruction and stabilization emergencies. The Secretary and the Coordinator are also charged with coordinating with the Department of Defense on reconstruction and stabilization responses, and integrating planning and implementing procedures.

(4) The Department of Defense issued Directive 3000.05, which establishes that stability operations are a core United States military mission that the Department of Defense must be prepared to conduct and support, provides guidance on stability operations that will evolve over time, and assigns responsibilities within the Department of Defense for planning, training, and preparing to conduct and support stability operations.

SEC. 3. DEFINITIONS.

In this Act:

(1) ADMINISTRATOR.—The term "Administrator" means the Administrator of the United States Agency for International Development.

(2) AGENCY.—The term "agency" means any entity included in chapter 1 of title 5, United States Code.

(3) APPROPRIATE CONGRESSIONAL COMMITTEES.—The term "appropriate congressional committees" means the Committee on Foreign Affairs of the House of Representatives and the Committee on Foreign Relations of the Senate.

(4) DEPARTMENT.—Except as otherwise provided in this Act, the term "Department" means the Department of State.

(5) PERSONNEL.—The term "personnel" means individuals serving in any service described in section 2101 of title 5, United States Code, other than in the legislative or judicial branch.

(6) SECRETARY.—The term "Secretary" means the Secretary of State.

SEC. 4. AUTHORITY TO PROVIDE ASSISTANCE FOR RECONSTRUCTION AND STABILIZATION CRISES.

Chapter 1 of part III of the Foreign Assistance Act of 1961 (22 U.S.C. 2351 et seq.) is amended by inserting after section 617 the following new section:

"SEC. 618. ASSISTANCE FOR A RECONSTRUCTION AND STABILIZATION CRISIS.

"(a) ASSISTANCE.—

"(1) IN GENERAL.—If the President determines that it is in the national security interests of the United States for United States civilian agencies or non-Federal employees to assist in reconstructing and stabilizing a country or region that is at risk of, in, or is in transition from, conflict or civil strife, the President may, in accordance with the provisions set forth in section 614(a)(3), subject to paragraph (2) of this subsection but notwithstanding any other provision of law,

and on such terms and conditions as the President may determine, furnish assistance to such country or region for reconstruction or stabilization using funds under paragraph (3).

"(2) PRE-NOTIFICATION REQUIREMENT.—The President may not furnish assistance pursuant paragraph (1) until five days (excepting Saturdays, Sundays, and legal public holidays) after the requirements under section 614(a)(3) of this Act are carried out.

"(3) FUNDS.—The funds referred to in paragraph (1) are funds made available under any other provision of law and under other provisions of this Act, and transferred or reprogrammed for purposes of this section, and such transfer or reprogramming shall be subject to the procedures applicable to a notification under section 634A of this Act.

"(b) LIMITATION.—The authority contained in this section may be exercised only during fiscal years 2008, 2009, and 2010, except that the authority may not be exercised to furnish more than $100,000,000 in any such fiscal year.".

SEC. 5. RECONSTRUCTION AND STABILIZATION.

Title I of the State Department Basic Authorities Act of 1956 (22 U.S.C. 2651a et seq.) is amended by adding at the end the following new section:

"SEC. 62. RECONSTRUCTION AND STABILIZATION.

"(a) OFFICE OF THE COORDINATOR FOR RECONSTRUCTION AND STABILIZATION.—

"(1) ESTABLISHMENT.—There is established within the Department of State the Office of the Coordinator for Reconstruction and Stabilization.

"(2) COORDINATOR FOR RECONSTRUCTION AND STABILIZATION.—The head of the Office shall be the Coordinator for Reconstruction and Stabilization, who shall be appointed by the President, by and with the advice and consent of the Senate. The Coordinator shall report directly to the Secretary.

"(3) FUNCTIONS.—The functions of the Office of the Coordinator for Reconstruction and Stabilization shall include the following:

"(A) Monitoring, in coordination with relevant bureaus and offices of the Department of State and the United States Agency for International Development (USAID), political and economic instability worldwide to anticipate the need for mobilizing United States and international assistance for the reconstruction and stabilization of a country or region that is at risk of, in, or are in transition from, conflict or civil strife.

"(B) Assessing the various types of reconstruction and stabilization crises that could occur and cataloging and monitoring the non-military resources and capabilities of agencies (as such term is defined in section 3 of the Reconstruction and Stabilization Civilian Management Act of 2008) that are available to address such crises.

"(C) Planning, in conjunction with USAID, to address requirements, such as demobilization, disarmament, rebuilding of civil society, policing, human rights monitoring, and public information, that commonly arise in reconstruction and stabilization crises.

"(D) Coordinating with relevant agencies to develop interagency contingency plans and procedures to mobilize and deploy civilian personnel and conduct reconstruction and stabilization operations to address the various types of such crises.

"(E) Entering into appropriate arrangements with agencies to carry out activities under this section and the Reconstruction and Stabilization Civilian Management Act of 2008.

"(F) Identifying personnel in State and local governments and in the private sector who are available to participate in the Civilian Reserve Corps established under subsection (b) or to otherwise participate in or contribute to reconstruction and stabilization activities.

"(G) Taking steps to ensure that training and education of civilian personnel to perform such reconstruction and stabilization activities is adequate and is carried out, as appropriate, with other agencies involved with stabilization operations.

"(H) Taking steps to ensure that plans for United States reconstruction and stabilization operations are coordinated with and complementary to reconstruction and stabilization activities of other governments and international and nongovernmental organizations, to improve effectiveness and avoid duplication.

"(I) Maintaining the capacity to field on short notice an evaluation team consisting of personnel from all relevant agencies to undertake on-site needs assessment.

"(b) RESPONSE READINESS CORPS.—

"(1) RESPONSE READINESS CORPS.—The Secretary, in consultation with the Administrator of the United States Agency for International Development and the heads of other appropriate agencies of the United States Government, may establish and maintain a Response Readiness Corps (referred to in this section as the 'Corps') to provide assistance in support of reconstruction and stabilization operations in countries or regions that are at risk of, in, or are in transition from, conflict or civil strife. The Corps shall be composed of active and standby components consisting of United States Government personnel, including employees of the Department of State, the United States Agency for International Development, and other agencies who are recruited and trained (and employed in the case of the active component) to provide such assistance when deployed to do so by the Secretary to support the purposes of this Act.

"(2) CIVILIAN RESERVE CORPS.—The Secretary, in consultation with the Administrator of the United States Agency for International Development, may establish a Civilian Reserve Corps for which purpose the Secretary is authorized to employ and train individuals who have the skills necessary for carrying out reconstruction and stabilization activities, and who have volunteered for that purpose. The Secretary may deploy members of the Civilian Reserve Corps pursuant to a determination by the President under section 618 of the Foreign Assistance Act of 1961.

"(3) MITIGATION OF DOMESTIC IMPACT.—The establishment and deployment of any Civilian Reserve Corps shall be undertaken in a manner that will avoid substantively impairing the capacity and readiness of any State and local governments from which Civilian Reserve Corps personnel may be drawn.

"(c) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated to the Secretary of State such sums as may be necessary for fiscal years 2007 through 2010 for the Office and to support, educate, train, maintain, and deploy a Response Readiness Corps and a Civilian Reserve Corps.

"(d) EXISTING TRAINING AND EDUCATION PROGRAMS.—The Secretary shall ensure that personnel of the Department, and, in coordination with the Administrator of USAID, that personnel of USAID, make use of the relevant existing training and education programs offered within the Government, such as those at the Center for Stabilization and Reconstruction Studies at the Naval Postgraduate School and the Interagency Training, Education, and After Action Review Program at the National Defense University.".

SEC. 6. AUTHORITIES RELATED TO PERSONNEL.

(a) EXTENSION OF CERTAIN FOREIGN SERVICE BENEFITS.—The Secretary, or the head of any agency with respect to personnel of that agency, may extend to any individuals assigned, detailed, or deployed to carry out reconstruction and stabilization activities pursuant to section 62 of the State Department Basic Authorities Act of 1956 (as added by section 5 of this Act), the benefits or privileges set forth in sections 413, 704, and 901 of the Foreign Service Act of 1980 (22 U.S.C. 3973, 22 U.S.C. 4024, and 22 U.S.C. 4081) to the same extent and manner that such benefits and privileges are extended to members of the Foreign Service.

(b) AUTHORITY REGARDING DETAILS.—The Secretary is authorized to accept details or assignments of any personnel, and any employee of a State or local government, on a reimbursable or nonreimbursable basis for the purpose of carrying out this Act, and the head of any agency is authorized to detail or assign personnel of such agency on a reimbursable or nonreimbursable basis to the Department of State for purposes of section 62 of the State Department Basic Authorities Act of 1956, as added by section 5 of this Act.

SEC. 7. RECONSTRUCTION AND STABILIZATION STRATEGY.

(a) IN GENERAL.—The Secretary of State, in consultation with the Administrator of the United States Agency for International Development, shall develop an interagency strategy to respond to reconstruction and stabilization operations.

(b) CONTENTS.—The strategy required under subsection (a) shall include the following:

(1) Identification of and efforts to improve the skills sets needed to respond to and support reconstruction and stabilization operations in countries or regions that are at risk of, in, or are in transition from, conflict or civil strife.

(2) Identification of specific agencies that can adequately satisfy the skills sets referred to in paragraph (1).

(3) Efforts to increase training of Federal civilian personnel to carry out reconstruction and stabilization activities.

(4) Efforts to develop a database of proven and best practices based on previous reconstruction and stabilization operations.

(5) A plan to coordinate the activities of agencies involved in reconstruction and stabilization operations.

SEC. 8. ANNUAL REPORTS TO CONGRESS.

Not later than 180 days after the date of the enactment of this Act and annually for each of the five years thereafter, the Secretary of State shall submit to the appropriate congressional committees a report on the implementation of this Act. The report shall include detailed information on the following:

(1) Any steps taken to establish a Response Readiness Corps and a Civilian Reserve Corps, pursuant to section 62 of the State Department Basic Authorities Act of 1956 (as added by section 5 of this Act).

(2) The structure, operations, and cost of the Response Readiness Corps and the Civilian Reserve Corps, if established.

(3) How the Response Readiness Corps and the Civilian Reserve Corps coordinate, interact, and work with other United States foreign assistance programs.

(4) An assessment of the impact that deployment of the Civilian Reserve Corps, if any, has had on the capacity and readiness of any domestic agencies or State and local governments from which Civilian Reserve Corps personnel are drawn.

(5) The reconstruction and stabilization strategy required by section 7 and any annual updates to that strategy.

(6) Recommendations to improve implementation of subsection (b) of section 62 of the State Department Basic Authorities Act of 1956, including measures to enhance the recruitment and retention of an effective Civilian Reserve Corps.

(7) A description of anticipated costs associated with the development, annual sustainment, and deployment of the Civilian Reserve Corps.

SUMMARY

H.R. 1084, the "Reconstruction and Stabilization Civilian Management Act of 2008," amends the Foreign Assistance Act of 1961 to authorize the President to provide assistance to stabilize and reconstruct a country or region that is at risk of, in, or is in transition from, conflict or civil strife. The bill provides the President with the authority to transfer or reprogram not more than $100 million in any given fiscal year under any other provision of law or under the Foreign Assistance Act of 1961 for the purposes of furnishing stabilization or reconstruction assistance to a country or region that is at risk of, in, or is in transition from, conflict or civil strife.

H.R. 1084 also amends the State Department Basic Authorities Act of 1956 by: 1) authorizing the establishment of an Office of the Coordinator for Reconstruction and Stabilization within the Department of State to provide civilian management of stabilization and reconstruction efforts; 2) authorizing the Secretary of State to establish and maintain a Response Readiness Corps to provide assistance in support of stabilization and reconstruction operations, which includes active, standby, and reserve components with various functions and responsibilities; and 3) authorizing funds to support, educate, train, maintain, and use the Response Readiness Corps.

Finally, the bill provides the Secretary of State with various personnel authorities to carry out the Act; requires the Secretary of State to develop an interagency strategy to respond to stabilization and reconstruction operations; and requires the Secretary of State to submit to Congress a report on implementation of the Act.

BACKGROUND AND PURPOSE

Since the end of the Cold War, the United States has been involved in stabilization and reconstruction missions throughout the world, without a clearly developed strategy to guide U.S. activities and policies. The experiences of the last two decades have revealed that the United States Government lacks the capacity to train and

rapidly deploy civilian personnel with relevant expertise to participate in sustained stabilization and reconstruction activities. As a result, the armed forces have shouldered much of the burden in stability operations where civilian expertise should have been brought to bear.

In the 1990s, the Department of State froze hiring of new Foreign Service officers for a period of time. USAID dropped from a high of 15,000 permanent staff in the 1960s and 1970s to about 3,000 officers in the 1990s. Today, the Foreign Service component of the USAID footprint has been reduced to approximately 1,400 personnel. Throughout this time, experts identified the need to improve and increase civilian participation in peacekeeping operations, especially for those activities related to planning and conducting operations and to establishing a secure environment. The May 1997 Presidential Decision Directive (PDD) 56, entitled, The Clinton Administration's Policy on Managing Complex Contingency Operations, constituted an important step forward with respect to this problem. PDD 56 sought to address interagency planning and coordination problems, but the provisions of this directive were never formally implemented. In December 2005, President Bush issued National Security Presidential Directive (NSPD) 44, which replaced PDD 56 and instructed the Secretary of State to coordinate and lead integrated United States Government efforts to prepare, plan for, and conduct stabilization and reconstruction operations.

Simultaneously, as a result of its experiences in Iraq and Afghanistan, the Defense Department issued Directive 3000.05, which established that stability operations are a core United States military mission that the Department of Defense must be prepared to conduct and support. The Committee notes that Secretary of Defense Robert Gates has been a vocal advocate for enhancing the capacity of U.S. civilian agencies, specifically the Department of State and the U.S. Agency for International Development. On February 6, 2008, in a House Armed Services Committee hearing on the FY2009 budget, Secretary Gates expressed his strong support for the Secretary of State's request for international affairs funding. He stated that "we need civilian expertise and robust engagement around the world to build goodwill, represent United States values and commitment to our partners, complement the contributions of our military, and set the long-term conditions for peace, prosperity, and an environment inhospitable to extremism."

Various studies since 2003 have also endorsed the creation of cohesive, rapidly-deployable units of civilian experts for stabilization and reconstruction operations. In November 2003, the National Defense University released a report recommending the concurrent deployment of civilian "stabilization and reconstruction" personnel with combat forces, in order to expedite the transfer of responsibilities to civilians. The report called for the creation of a standing interagency stabilization and reconstruction team within the government, along with the development of an "on-call" civilian crisis management corps of medical, legal, interpretation, and law enforcement personnel from state and local governments and the private sector. In April 2004, the United States Institute of Peace urged the establishment of a reserve corps, as well as a separate office in the Office of the Secretary of State that would have au-

thority to recruit, deploy, and manage constabulary police units, judges, attorneys, and other legal professionals. The Defense Science Board recommended in 2004 that the Department of State "develop and maintain a portfolio of detailed and adaptable plans and capabilities for the civilian roles in reconstruction operations" and that it "prepare, deploy, and lead the civilian components of the reconstruction missions." In a September 2007 report, the Government Accountability Office concluded that the Department of State lacks staff with appropriate skills to carry out its foreign assistance management and responsibilities. Finally, in February 2008, the RAND Corporation's report on "War by Other Means: Building Complete and Balanced Capabilities for Counterinsurgency," recommended a strategy for civil counterinsurgency and an assessment of the skills and numbers of people as well as the funding needed to implement that strategy. The report also noted that the United States is "grossly short of civil capabilities for counterinsurgency." The Committee supports the need to rebuild the civilian capacity within the Executive Branch. This legislation is the first step toward achieving this goal which is important to the promotion of United States' national security priorities.

The "Reconstruction and Stabilization Civilian Management Act of 2008" ("the Act") is designed to improve the capacity of the United States civilian agencies to respond to stabilization and reconstruction crises. It provides additional authority to the President to furnish assistance to countries and regions that are at risk of, in, or are in transition from, conflicts or civil strife, ensures that the Department of State is the lead U.S. agency to plan, prepare for, and coordinate United States assistance to respond to stabilization and reconstruction crises, and improves the capacity of the United States civilian agencies to respond to such crises. Among other things, the Act:

- Authorizes the President to furnish assistance to countries or regions that are at risk of, in, or are in transition from, conflict or civil strife for stabilization and reconstruction if the President determines that it is in the national security interests of the United States to provide such assistance;
- Authorizes the establishment of the Office of the Coordinator for Reconstruction and Stabilization within the Department of State and authorizes the head of such office to plan, prepare for, and coordinate the United States response to countries or regions that are at risk of, in, or are in transition from, conflict or civil strife;
- Creates the Response Readiness Corps consisting of an active and standby component to provide assistance in support of stabilization and reconstruction operations in countries or regions that are at risk of, in, or are in transition from, conflict or civil strife and a Civilian Reserve Corps composed of individuals who have the skills necessary for carrying out stabilization and reconstruction activities, and who have volunteered to be deployed to carry out such activities in countries or regions that are at risk of, in, or are in transition from, conflict or civil strife;

- Authorizes funding to support, educate, train, maintain, and deploy the Response Readiness Corps and the Civilian Reserve Corps;
- Requires the Secretary of State to develop an interagency strategy to respond to stabilization and reconstruction operations; and
- Requires the Secretary of State to submit annual reports on the implementation of the Act.

HEARINGS

On February 12, 2008, the Committee held a hearing entitled, "International Relations Budget for Fiscal Year 2009." Testimony was given by Secretary of State Condoleezza Rice, and she discussed the President's request for funding a Civilian Response Corps and the need for increasing the capacity of the United States civilian agencies. On February 7, 2007, the Committee held a hearing entitled, "International Relations Budget for Fiscal Year 2008," in which the Committee heard testimony from Secretary Rice on the need to establish a Civilian Response Corps and to increase funding for a U.S. civilian response to stabilization and reconstruction crises.

COMMITTEE CONSIDERATION

On February 27, 2008, the Committee held a markup and considered H.R. 1084. H.R. 1084 was ordered favorably reported, as amended, by unanimous consent, a quorum being present.

VOTES OF THE COMMITTEE

There were no recorded votes ordered on H.R. 1084.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

This legislation authorizes the President to transfer or reprogram up to $100 million in any given fiscal year under any other provision of law or under the Foreign Assistance Act of 1961 for the purposes of furnishing stabilization or reconstruction assistance to a country or region that is at risk of, in, or is in transition from, conflict or civil strife. This legislation also authorizes funding to support, educate, train, maintain, and deploy the Response Readiness Corps and the Civilian Reserve Corps.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 3(c)(3) of rule XIII of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill, H.R. 1084, the following estimate and comparison prepared

by the Director of the Congressional Budget Office under Section 402 of the Congressional Budget Act of 1974:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, March 4, 2008.

Hon. HOWARD L. BERMAN, *Acting Chairman,*
Committee on Foreign Affairs,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1084, the Stabilization and Reconstruction Civilian Management Act of 2008.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Sunita D'Monte, who can be reached at 226–2840.

Sincerely,

PETER R. ORSZAG.

Enclosure

cc: Honorable Ileana Ros-Lehtinen
Ranking Member

H.R. 1084—Stabilization and Reconstruction Civilian Management Act of 2008

SUMMARY

H.R. 1084 would establish an Office of the Coordinator for Reconstruction and Stabilization within the Department of State to conduct reconstruction and stabilization operations. The bill would authorize the Secretary of State to establish and maintain a response readiness corps and a civilian reserve corps and would authorize the appropriation of such sums as may be necessary over the 2007–2010 period for personnel, education and training, equipment, travel, and deployment costs. The bill also would authorize the President to provide assistance of up to $100 million a year over the 2008–2010 period to stabilize and rebuild a country or region that is in, or emerging from, conflict or civil strife.

CBO estimates that H.R. 1084 would increase discretionary spending by $620 million over the 2009–2013 period, assuming appropriation of the estimated amounts. Implementing the bill would have an insignificant effect on direct spending and no effect on revenues.

H.R. 1084 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

ESTIMATED COST TO THE FEDERAL GOVERNMENT

The estimated budgetary impact of H.R. 1084 is shown in the following table. The costs of this legislation fall within budget function 150 (international affairs).

By Fiscal Year, in Millions of Dollars

	2009	2010	2011	2012	2013
CHANGES IN SPENDING SUBJECT TO APPROPRIATION [1]					
Reconstruction and Stabilization					
Estimated Authorization Level	250	202	0	0	0
Estimated Outlays	213	199	25	3	1
Foreign Assistance					
Estimated Authorization Level	100	100	0	0	0
Estimated Outlays	23	57	50	30	20
Total Changes					
Estimated Authorization Level	350	302	0	0	0
Estimated Outlays	236	256	75	33	21

[1] Enacting H.R. 1084 also would affect direct spending, but CBO estimates that those effects would be less than $500,000 a year.

BASIS OF ESTIMATE

CBO estimates that under H.R. 1084 the Department of State would require additional appropriations of $350 million in 2009 and $302 million in 2010. For this estimate, CBO assumes that this legislation will be enacted before the end of fiscal year 2008, that the estimated authorization amounts will be appropriated near the start of each fiscal year, and that outlays will follow historical spending patterns for similar programs.

Spending Subject to Appropriation

H.R. 1084 would establish a new program of stabilization and reconstruction efforts at the Department of State, for which we estimate funding requirements of about $450 million over the next two years, and would authorize up to $100 million a year over the 2008–2010 period in foreign assistance. In total, CBO estimates that implementing the bill would cost $620 million over the 2009–2013 period, assuming appropriation of the necessary amounts.

Reconstruction and Stabilization. Section 5 would formalize a new initiative within the State Department to provide civilian management of stabilization and reconstruction efforts and authorize the Secretary of State to establish and maintain a response readiness corps and a civilian reserve corps to carry out those efforts. CBO expects that this authority would be employed in a manner consistent with the Civilian Stabilization Initiative proposed in the President's recent budget submission to the Congress. Under that proposal, the response readiness corps would be composed of an active component of 250 federal employees assigned to the program full time and a standby component with 2,000 employees from various civilian federal agencies who could be called upon as needed, and the civilian reserve corps would include 2,000 volunteers drawn from the private sector and state and local governments.

The bill would authorize the appropriation of such sums as may be necessary through 2010 for personnel, education and training, equipment, travel, and deployment costs related to those corps. In addition, Public Law 110–28 (the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007) provided up to $50 million for the civilian reserve corps, contingent on future authorization by the Congress. Under current

law, the department plans to use those funds for existing programs and activities. Under H.R. 1084, the department would use about $26 million to develop training programs and to start a recruiting program for the civilian reserve. However, CBO estimates that those funds would be spent at about the same rate under H.R. 1084 as under current law.

The costs of this program would include:

- Operating expenses for the Office of the Coordinator,
- Pay and benefits for 250 new full-time employees,
- Amounts for training and equipping 4,250 active, standby, and civilian reserve members, and
- Contingency funds to initiate mobilization and deployment of the corps.

Based on information provided by the Department of State, CBO estimates that implementing those provisions would cost $440 million over the 2009–2013 period, assuming appropriation of the necessary amounts in 2009 and 2010.

Office of the Coordinator for Reconstruction and Stabilization. The Office of the Coordinator for Reconstruction and Stabilization was created in the State Department in 2004. Section 5 would codify the establishment of that office and specify its responsibility to monitor and assess international crises, to prepare contingency plans for various types of crises, to coordinate plans with other agencies, to identify and train personnel with the necessary skills for stabilization and reconstruction operations, and should the President decide it is in the national interest, to coordinate the U.S. assistance in stabilizing and reconstructing the affected country or region. CBO estimates that the office would require appropriations of $23 million a year in each of 2009 and 2010.

Response Readiness Corps. Section 5(b) would authorize the establishment of a response readiness corps with active and standby components composed of federal employees. CBO estimates that implementing that provision would require appropriations of $76 million in 2009 and $67 million in 2010.

CBO estimates that the 250-member active component would deploy frequently, but in small numbers and to relatively safe environments, and that it would require annual appropriations of about $37 million in 2009 and $36 million in 2010. Those amounts include annual per capita costs of about $110,000 for salary and benefits, $5,000 for office support, and $10,000 for travel. In 2009, average costs for equipment and training would be about $20,000, but those costs would decline in 2010 to about $16,000.

The standby and reserve corps would be available should the President determine that national security interests required a larger, more-sustained presence. Since the standby component of the response readiness corps would be drawn from among existing federal employees, costs for those members when not deployed would be limited to the costs of training and equipment. As with the active-component members, CBO estimates that average costs for training and equipment would be about $20,000 in 2009 and $16,000 in 2010. CBO estimates the standby component would require appropriations of $39 million in 2009 and $31 million in 2010.

Civilian Reserve Corps. In its first full year, CBO estimates the 2,000-member civilian reserve corps would have average per capita costs of $8,500 for recruitment, screening, and enrollment; $18,000 for training and equipment; $10,400 for salary during training; and $6,500 for administrative expenses. In 2010, costs for recruitment, screening, and enrollment would fall by two-thirds and costs for training and equipment would fall by one-half. Training pay also would decline in 2010 to an average of $6,200 and administrative costs would average $5,600. In total, CBO estimates the corps would require appropriations of $87 million in 2009 and $47 million in 2010.

Contingency Costs. Should the President determine that a larger presence was required, the standby and civilian reserve corps members could be activated, generally deploying alongside military forces. Over a two-month period, CBO estimates that mobilizing a small force of about 130 members—three field teams of 25 members each and a headquarters unit of 55 members—would require annual appropriations of about $65 million. That amount would include about $30 million for pay and allowances, equipment, travel, predeployment training, and supplies. Based on the costs of security for similar teams in Afghanistan, CBO estimates that security costs would be about $22 million and contracts for experts in various fields would amount to $13 million.

Any contingency could expand beyond the initial 130 members and would likely continue well beyond two months. The President's initiative envisions the program having sufficient funds to initiate a deployment, and then either transferring the necessary amounts from other accounts or requesting additional funds from the Congress for an extended deployment. CBO cannot predict the extent or cost of such contingencies.

Foreign Assistance. Section 4 would authorize the President to provide assistance of up to $100 million a year over the 2008–2010 period to stabilize and rebuild a country or region that is in, or emerging from, conflict or civil strife. Considering the number of regions in the world in conflict or recovering from conflict and the magnitude of the appropriations for the reconstruction of Iraq and Afghanistan (more than $30 billion over the 2003–2008 period), reconstruction efforts could require much higher funding. Accordingly, CBO expects that those funds would be used for an initial response to an international crisis and not for major reconstruction efforts and would be expended for a mix of activities with an aggregate spending pattern similar to that of the Economic Support Fund (a program that provides assistance to promote economic growth, free markets, and sustainable democracy). CBO estimates that implementing this provision would cost $180 million over the 2009–2013 period, assuming appropriation of the estimated amounts.

Direct Spending

Enacting H.R. 1084 would have an insignificant effect on direct spending for retirement benefits. Depending on the circumstances, designating volunteers for the civilian reserve corps as temporary federal employees could result in either small costs or small savings to the federal retirement programs. CBO estimates that any effects would be insignificant for each year.

INTERGOVERNMENTAL AND PRIVATE–SECTOR IMPACT

H.R. 1084 contains no intergovernmental or private-sector mandates as defined in UMRA and would impose no costs on state, local, or tribal governments.

PREVIOUS CBO ESTIMATE

On April 2, 2007, CBO transmitted a cost estimate for S. 613, the Reconstruction and Stabilization Civilian Management Act of 2007, as ordered reported by the Senate Committee on Foreign Relations on March 28, 2007. The bills and their five-year costs are similar, but S. 613 would provide specific authorizations of appropriations for the 2008–2012 period while H.R. 1084 would authorize the appropriation of such sums as may be necessary over the 2008–2010 period.

ESTIMATE PREPARED BY:

Federal Costs: Sunita D'Monte (226–2840)
Impact on State, Local, and Tribal Governments: Neil Hood (225–3220)
Impact on the Private Sector: Jacob Kuipers (226–2940)

ESTIMATE APPROVED BY:

Peter H. Fontaine
Assistant Director for Budget Analysis

PERFORMANCE GOALS AND OBJECTIVES

Pursuant to clause (3)(c) of House rule XIII, upon enactment of this legislation, the Department of State and USAID would begin to rebuild the civilian capacity to respond to stabilization and reconstruction crises.

CONSTITUTIONAL AUTHORITY STATEMENT

Pursuant to clause 3(d) (1) of rule XIII of the Rules of the House of Representatives, the Committee finds the authority for this legislation in article I, section 8 of the Constitution.

NEW ADVISORY COMMITTEES

H.R. 1084 does not establish or authorize any new advisory committees.

CONGRESSIONAL ACCOUNTABILITY ACT

H.R. 1084 does not apply to the Legislative Branch.

EARMARK IDENTIFICATION

H.R. 1084 does not contain any congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(d), 9(e), or 9(f) of rule XXI.

SECTION-BY-SECTION ANALYSIS AND DISCUSSION

Section 1. Short Title

This section states that the act may be referred to as the "Reconstruction and Stabilization Civilian Management Act of 2008."

Section 2. Findings

This section contains congressional findings describing efforts to improve the United States' capacity to respond to stabilization and reconstruction operations, including the establishment of the Office of the Coordinator for Stabilization and Reconstruction in June 2004, the issuance of the National Security Presidential Directive 44 which instructed the Secretary of State to coordinate and lead integrated United States Government efforts to prepare, plan for, and conduct stabilization and reconstruction operations, and release of Department of Defense Directive 3000.05 which established that stability operations are a core United States military mission that the Department of Defense must be prepared to conduct and support.

Section 3. Definitions

This section provides definitions for use in the act.

Section 4. Authority to Provide Assistance for Stabilization and Reconstruction Crises

Section 4 amends Chapter 1 of part III of the Foreign Assistance Act of 196.1 by adding section 618—Assistance for a Reconstruction and Stabilization Crisis—which provides that the President may, in accordance with section 614(a)(3) of the Foreign Assistance Act, and subject to pre-notification requirements and notwithstanding any other provision of law, furnish assistance to a country or region that is at risk of, in, or is in transition from, conflict or civil strife for stabilization or reconstruction if the President determines that it is in the national security interests of the United States for United States civilian agencies or non-Federal employees to assist in stabilizing or reconstructing such country or region. Section 618 prohibits the President from providing stabilization and reconstruction assistance unless Congress is notified five working days before such assistance is provided. This section also allows funds to be made available (subject to the same pre-notification requirements) for stabilization and reconstruction assistance under any other provision of law and under provisions of the Foreign Assistance Act of 1961 that are transferred or reprogrammed for the purpose of carrying out stabilization and reconstruction assistance.

The Committee recognizes that the authority to provide stabilization and reconstruction assistance is in addition to other authorities to provide similar assistance, and thus, the fact that not more than $100,000,000 may be used annually under this authority does not preclude additional funds being used under separate authorities. The Committee understands that the authority of this section can be exercised with respect to funds transferred under section 1207 of the FY 2006 National Defense Authorization Act, as amended by Section 1210 of the FY 2008 National Defense Authorization Act, subject to the requirement for notification in accord-

ance with the procedures that apply to section 634 of the Foreign Assistance Act and the $100,000,000 limitation described above.

The use of the phrase "country or region" in this section and elsewhere in the bill is not meant to allow for the designation of a multi-country region in a way that subverts the need for country-specific determinations under section 618. Instead, the term "region" is included to accommodate cases in which it may not be practicable to recognize a certain territory as being a "country," for example, in cases where sovereignty over an area is in dispute.

Section 5. Reconstruction and Stabilization

This section amends Title I of the State Department Basic Authorities Act of 1956 by adding Section 62, which establishes the Office of the Coordinator for Reconstruction and Stabilization within the Department of State and creates the Response Readiness Corps.

The new section 62(a) codifies the Office of the Coordinator for Reconstruction and Stabilization at the State Department, which was established in June, 2004. This section requires that the Coordinator be appointed by the President with the advice and consent of the Senate. The Coordinator will report directly to the Secretary.

Section 62(a) outlines the functions of the Office of the Coordinator for Reconstruction and Stabilization. The Committee expects the Office to coordinate with relevant bureaus and offices within the Department of State and the U.S. Agency for International Development in monitoring political and economic stability worldwide. The Committee expects the Office to provide fulsome briefings to the Committee on its efforts to monitor such instability and efforts taken to address such instability through the provision of U.S. assistance. In monitoring for potential crises, the Office should utilize the current intelligence, data collection and monitoring efforts of other agencies as well as available information gathered by international organizations and other countries.

Subsection (a) of the new section also directs the Office to plan and prepare for stabilization and reconstruction crises to address law enforcement, security, human rights, humanitarian, and economic issues that may arise in such crises. The Committee strongly urges the Office to work with the U.S. Agency for International Development in planning, preparing, and deploying personnel for stabilization and reconstruction crises as it relates to humanitarian, human rights, and economic issues. In particular, the Committee expects the Office to draw upon the experience and expertise of the Disaster Assistance Response Teams under the Office of Disaster Assistance and the Office of Transition Initiatives within the U.S. Agency for International Development. These two entities have long histories in responding to humanitarian crises and post-conflict situations and are experienced in conducting assessments and programs in areas such as Iraq, Afghanistan, Haiti, the Balkans, Pakistan, and Democratic Republic of Congo, among others. The Committee believes that the Office should learn from such experiences when it utilizes its own personnel who are deployed on short notice to undertake on-site needs assessments. Moreover, this new provision of law does not preclude the President from designating an official from outside the Department of State, particularly an of-

ficial of USAID, to act as coordinator for reconstruction and stabilization assistance.

The Office should also enter into appropriate arrangements with other agencies, such as the Department of Defense, the Department of Agriculture, and the Department of Health and Human Services, to ensure effective and efficient interagency planning, preparation, and implementation of activities in response to countries or regions that are at risk of, in, or are in transition from, conflict or civil strife. Given that State and local governments, and the private sector have extensive expertise in areas impacted by stabilization and reconstruction crises, such as law enforcement, engineering and infrastructure management, and rule of law, the Committee expects that the Office will work to identify volunteers from such entities who are available to participate in the Civilian Reserve Corps established by this Act. The Committee believes that personnel in the Response Readiness Corps and the Civilian Reserve Corps should have the necessary training and education in relevant stabilization and reconstruction activities, such as language training, conflict mediation, rule of law, law enforcement, human rights, and disaster assistance, and that such training and education is carried out with other United States agencies involved with stabilization operations.

Stabilization and reconstruction crises can have a significant impact on peace and global security. As a result, other countries and international organizations, such as the United Nations, are heavily engaged in providing assistance to countries and regions impacted by conflict or civil strife. As a result, the Committee finds it extremely important that the Office coordinate the activities of the United States with other governments and international organizations in order to improve effectiveness and avoid duplication.

Section 62(b), as amended by Section 5 of the "Reconstruction and Stabilization Civilian Management Act of 2008," authorizes the Secretary of State, in consultation with the Administrator for the U.S. Agency for International Development and heads of other appropriate agencies of the United States Government, to establish a Response Readiness Corps which contains an active and standby component consisting of United States Government personnel, including employees of the Department of State, the U.S. Agency for International Development, and other agencies who are recruited and trained to provide assistance when deployed to respond to stabilization and reconstruction crises. The Committee believes that personnel from other agencies, including, as appropriate, members of the uniformed services of the Department of Defense, may participate in the active and standby components of the Response Readiness Corps. Although the Corps may include personnel from USAID and other agencies, its activities should be complementary to, but distinct from, the activities of those other agencies, particularly in light of the higher threshold that limits its deployment to genuine crises and conflicts.

Subsection (b) of Section 62 also authorizes the Secretary of State, in consultation with the Administrator for the U.S. Agency for International Development, to establish a Civilian Reserve Corps. The Civilian Reserve Corps may include employees from State and local governments, the private sector (including employees of nongovernmental organizations), and retired Federal employ-

ees or retired military. The bill also authorizes the Secretary of State to employ and train such individuals with the skills necessary for carrying out stabilization and reconstruction activities. In both the Response Readiness Corps and the Civilian Reserve Corps, the Committee expects that the areas of expertise of the individuals making up both entities might include, but not be limited to, public information and communications, rule of law, governance and civil administration, security and public order, health and education, and construction and engineering. The Committee also expects that such individuals will have the requisite regional or country expertise and the necessary language skills. The Committee commends the Department of State for taking initial steps to establish the active, standby, and reserve components of the Response Readiness Corps and expects that the authority provided in this legislation will bolster such efforts. The Committee believes that the Civilian Reserve Corps should only be deployed in cases where the President determines that it is in the national security interests of the United States to furnish assistance to countries or regions that are at risk of, in, or are in transition from, conflict or civil strife. As directed by subparagraph (3) of subsection 62(b), the Committee expects that the Civilian Reserve Corps will be established and deployed in a manner that does not substantively impair the capacity and readiness of any State and local government from which personnel of the Corps may be drawn.

The Committee fully expects that the Secretary will take all steps necessary to ensure the voluntariness of service by individual members of the Civilian Reserve Corps. For example, any agreements or memoranda of understanding with State or local governments should include provisions to ensure that any State or local employee who might be detailed to or deployed by the Civilian Reserve Corps has personally consented to such service.

Subsection(c) of Section 62 authorizes funding to the Secretary of State for fiscal years 2007 through 2010 for the Office of the Coordinator for Reconstruction and Stabilization and to support, educate, train, maintain, and deploy a Response Readiness Corps and a Civilian Reserve Corps. The Committee intends with this provision to allow the Department of State to use up to $50 million for the Civilian Reserve Corps that was appropriated in the U.S. Troop Readiness, Veterans' Care, Katrina Recovery, and Iraq Accountability Appropriations Act, 2007. The Committee understands that approximately $25 million remains from this appropriation and authorizes the Secretary of State to utilize such funding for the establishment and deployment of the Civilian Reserve Corps. Although by its terms funds are authorized to the Secretary of State, the Committee believes that it would not be inconsistent with section 62(c) to have some of the funds for the active component of the Response Readiness Corps be made available to other agencies where members of the Corps will be employed on a day-to-day basis. Such an approach would be consistent, for example, with efforts in the President's request to increase the capacity of USAID.

Subsection (d) of Section 62 requires the Secretary of State to ensure that personnel of the Department of State utilize the relevant existing training and education programs offered within the U.S. Government. The Committee believes that training of civilian government personnel to assist in post-conflict stabilization and recon-

struction operations has been lacking. The Committee notes that there are notable training and education programs offered at the Center for Stabilization and Reconstruction Studies at the Naval Postgraduate School and the Interagency Training, Education, and After Action Review Program at the National Defense University. The Committee strongly encourages the Secretary of State to ensure that members of the Response Readiness Corps and the Civilian Reserve Corps participate in such programs before deployment. Such programs should ensure that members who are deployed have had extensive training on stabilization and reconstruction with their counterparts in other U.S. agencies, including the Department of Defense.

Section 6. Authorities Related to Personnel

This section authorizes the Secretary of State, or the head of any U.S. agency with respect to personnel of that agency, to extend to any individual assigned, detailed, or deployed under this Act certain death gratuity, training, and travel expense benefits or privileges that are provided to members of the Foreign Service under the Foreign Service Act of 1980. The Committee also authorizes the Secretary of State to accept detailees or assignments from other executive agencies, members of the uniformed services, and employees of State or local governments on a reimbursable or non-reimbursable basis. The Committee understands that concerns have been raised by certain agencies that they do not have authority to provide their personnel on a non-reimbursable basis for the purposes described in this Act. Therefore, the Committee specifically authorizes the head of any U.S. agency to detail or assign its personnel on a reimbursable and a non-reimbursable basis in order to participate in the Response Readiness Corps.

Section 7. Reconstruction and Stabilization Strategy

The Committee notes that, despite the National Security President Directive 44 and the Department of Defense Directive 3000.05, the United States Government lacks a comprehensive and coherent interagency strategy to respond to stabilization and reconstruction operations. This section requires the Secretary of State to develop such a strategy which would include, but not be limited to: the identification of, and efforts to improve, the skills set needed to respond to and support stabilization and reconstruction operations; the identification of specific agencies that can adequately satisfy such skills sets; efforts to increase training of Federal civilian personnel to carry out stabilization and reconstruction activities; efforts to develop a database of proven and best practices based on previous stabilization and reconstruction operations; and a plan to coordinate the activities of agencies involved in stabilization and reconstruction operations. The Committee expects that in developing a strategy with regard to specific stabilization and reconstruction operations and the furnishing of assistance for such purposes, the Secretary of State shall coordinate with relevant ambassadors in the field, along with the Administrator of USAID and relevant USAID bureaus and missions. As our nation's primary international development agency, USAID plays a leading role in shaping and implementing development policy. Given USAID's expertise and experience in humanitarian and reconstruction activi-

ties, and the inevitable use of certain funds administered by USAID for reconstruction and stabilization operations, the Committee expects a significant role for USAID in these activities. However, the Committee notes that the descent of a country or region into conflict or civil strife may require the Department of State and USAID to reevaluate the long-term goals for such country or region.

Section 8. Annual Reports to Congress

This section requires the Secretary of State to submit a report on the implementation of this Act to the House Committee on Foreign Affairs and the Senate Committee on Foreign Relations 180 days after enactment and annually thereafter. The Committee expects the Secretary of State to provide information on efforts to establish the Response Readiness Corps and the Civilian Reserve Corps, including any obstacles perceived in establishing such entities. The Committee also encourages the Secretary of State to provide recommendations to improve implementation of the Response Readiness Corps and the Civilian Reserve Corps, including legislation that may be necessary to enhance the recruitment and retention of an effective Civilian Reserve Corps. The Committee remains concerned about the anticipated costs in setting up, maintaining, and deploying the Response Readiness Corps and the Civilian Reserve Corps, and expects the Secretary of State to include a description of such costs in the annual reports. As underscored by subsection (3), the Committee also remains concerned that Corps activities should be coordinated with other United States foreign assistance activities in order to improve efficiency and avoid duplication. As indicated by the reporting requirements of subsection (4), the Committee intends to monitor compliance with the new section 62(b)(3) of Title I of the State Department Basic Authorities Act (added by section 5 of the bill), which directs that the establishment and deployment of a Civilian Reserve Corps shall avoid substantively impairing the domestic capacity of State and local governments whose personnel may volunteer for service.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (new matter is printed in italics and existing law in which no change is proposed is shown in roman):

SECTION 618 OF THE FOREIGN ASSISTANCE ACT OF 1961

SEC. 618. ASSISTANCE FOR A RECONSTRUCTION AND STABILIZATION CRISIS.

(a) ASSISTANCE.—

(1) IN GENERAL.—If the President determines that it is in the national security interests of the United States for United States civilian agencies or non-Federal employees to assist in reconstructing and stabilizing a country or region that is at risk of, in, or is in transition from, conflict or civil strife, the President may, in accordance with the provisions set forth in section 614(a)(3), subject to paragraph (2) of this subsection but notwithstanding any other provision of law, and on such terms

and conditions as the President may determine, furnish assistance to such country or region for reconstruction or stabilization using funds under paragraph (3).

(2) PRE-NOTIFICATION REQUIREMENT.—The President may not furnish assistance pursuant paragraph (1) until five days (excepting Saturdays, Sundays, and legal public holidays) after the requirements under section 614(a)(3) of this Act are carried out.

(3) FUNDS.—The funds referred to in paragraph (1) are funds made available under any other provision of law and under other provisions of this Act, and transferred or reprogrammed for purposes of this section, and such transfer or reprogramming shall be subject to the procedures applicable to a notification under section 634A of this Act.

(b) LIMITATION.—The authority contained in this section may be exercised only during fiscal years 2008, 2009, and 2010, except that the authority may not be exercised to furnish more than $100,000,000 in any such fiscal year.

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STATE DEPARTMENT BASIC AUTHORITIES ACT OF 1956

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TITLE I—BASIC AUTHORITIES GENERALLY

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SEC. 62. RECONSTRUCTION AND STABILIZATION.

(a) OFFICE OF THE COORDINATOR FOR RECONSTRUCTION AND STABILIZATION.—

(1) ESTABLISHMENT.—There is established within the Department of State the Office of the Coordinator for Reconstruction and Stabilization.

(2) COORDINATOR FOR RECONSTRUCTION AND STABILIZATION.—The head of the Office shall be the Coordinator for Reconstruction and Stabilization, who shall be appointed by the President, by and with the advice and consent of the Senate. The Coordinator shall report directly to the Secretary.

(3) FUNCTIONS.—The functions of the Office of the Coordinator for Reconstruction and Stabilization shall include the following:

(A) Monitoring, in coordination with relevant bureaus and offices of the Department of State and the United States Agency for International Development (USAID), political and economic instability worldwide to anticipate the need for mobilizing United States and international assistance for the reconstruction and stabilization of a country or region that is at risk of, in, or are in transition from, conflict or civil strife.

(B) Assessing the various types of reconstruction and stabilization crises that could occur and cataloging and monitoring the non-military resources and capabilities of agencies (as such term is defined in section 3 of the Reconstruc-

tion and Stabilization Civilian Management Act of 2008) that are available to address such crises.

(C) Planning, in conjunction with USAID, to address requirements, such as demobilization, disarmament, rebuilding of civil society, policing, human rights monitoring, and public information, that commonly arise in reconstruction and stabilization crises.

(D) Coordinating with relevant agencies to develop interagency contingency plans and procedures to mobilize and deploy civilian personnel and conduct reconstruction and stabilization operations to address the various types of such crises.

(E) Entering into appropriate arrangements with agencies to carry out activities under this section and the Reconstruction and Stabilization Civilian Management Act of 2008.

(F) Identifying personnel in State and local governments and in the private sector who are available to participate in the Civilian Reserve Corps established under subsection (b) or to otherwise participate in or contribute to reconstruction and stabilization activities.

(G) Taking steps to ensure that training and education of civilian personnel to perform such reconstruction and stabilization activities is adequate and is carried out, as appropriate, with other agencies involved with stabilization operations.

(H) Taking steps to ensure that plans for United States reconstruction and stabilization operations are coordinated with and complementary to reconstruction and stabilization activities of other governments and international and nongovernmental organizations, to improve effectiveness and avoid duplication.

(I) Maintaining the capacity to field on short notice an evaluation team consisting of personnel from all relevant agencies to undertake on-site needs assessment.

(b) RESPONSE READINESS CORPS.—

(1) RESPONSE READINESS CORPS.—The Secretary, in consultation with the Administrator of the United States Agency for International Development and the heads of other appropriate agencies of the United States Government, may establish and maintain a Response Readiness Corps (referred to in this section as the "Corps") to provide assistance in support of reconstruction and stabilization operations in countries or regions that are at risk of, in, or are in transition from, conflict or civil strife. The Corps shall be composed of active and standby components consisting of United States Government personnel, including employees of the Department of State, the United States Agency for International Development, and other agencies who are recruited and trained (and employed in the case of the active component) to provide such assistance when deployed to do so by the Secretary to support the purposes of this Act.

(2) CIVILIAN RESERVE CORPS.—The Secretary, in consultation with the Administrator of the United States Agency for International Development, may establish a Civilian Reserve Corps for which purpose the Secretary is authorized to employ and

train individuals who have the skills necessary for carrying out reconstruction and stabilization activities, and who have volunteered for that purpose. The Secretary may deploy members of the Civilian Reserve Corps pursuant to a determination by the President under section 618 of the Foreign Assistance Act of 1961.

(3) MITIGATION OF DOMESTIC IMPACT.—The establishment and deployment of any Civilian Reserve Corps shall be undertaken in a manner that will avoid substantively impairing the capacity and readiness of any State and local governments from which Civilian Reserve Corps personnel may be drawn.

(c) AUTHORIZATION OF APPROPRIATIONS.—There are authorized to be appropriated to the Secretary of State such sums as may be necessary for fiscal years 2007 through 2010 for the Office and to support, educate, train, maintain, and deploy a Response Readiness Corps and a Civilian Reserve Corps.

(d) EXISTING TRAINING AND EDUCATION PROGRAMS.—The Secretary shall ensure that personnel of the Department, and, in coordination with the Administrator of USAID, that personnel of USAID, make use of the relevant existing training and education programs offered within the Government, such as those at the Center for Stabilization and Reconstruction Studies at the Naval Postgraduate School and the Interagency Training, Education, and After Action Review Program at the National Defense University.

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EXCHANGE OF LETTERS—COMMITTEE ON FOREIGN AFFAIRS COMMITTEE AND COMMITTEE ON OVERSIGHT AND GOVERNMENT REFORM

U.S. CONGRESS,
COMMITTEE ON FOREIGN AFFAIRS,
Washington, DC, March 4, 2008.

Hon. HENRY A. WAXMAN, *Chairman,*
Committee on Oversight and Government Reform,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: Thank you for your letter regarding H.R. 1084, the Reconstruction and Stabilization Civilian Management Act of 2008, which authorizes the President to provide assistance to stabilize and reconstruct a country or region that is at risk of, in, or is in transition from, conflict or civil strife, and establishes a Response Readiness Corps and Civilian Reserve Corps to respond to such country or region.

I appreciate your willingness to work cooperatively on this legislation. I recognize that the bill contains provisions that fall within the jurisdiction of the Committee on Oversight and Government Reform. I acknowledge that the Committee will not seek a sequential referral of the bill and agree that the inaction of your Committee with respect to the bill. does not prejudice the Oversight Committee's jurisdictional interests and prerogatives regarding this bill or similar legislation

Further, as to any House-Senate conference on the bill, I understand that your committee reserves the right to seek the appointment of conferees for consideration of portions of the bill that are

within the Committee's jurisdiction, and I agree to support a request by the Committee with respect to serving as conferees on the bill (or similar legislation).

I will ensure that our of letters is included in my Committee's report on the bill and in the Congressional Record during consideration on the House floor of H.R. 1084, and I look forward to working with you on this important legislation

Cordially,

HOWARD BERMAN, *Acting Chairman.*

U.S. CONGRESS,
COMMITTEE ON FOREIGN AFFAIRS,
Washington, DC, March 4, 2008.

Hon. HOWARD BERMAN, *Acting Chairman,*
Committee on Foreign Affairs,
House of Representatives, Washington, DC.

DEAR CHAIRMAN BERMAN: I am writing to confirm our mutual understanding with respect to the consideration of H.R. 1084, the Reconstruction and Stabilization Civilian Management Act of 2008.

As you know, on February 27, 2008, the Committee on Foreign Affairs ordered H.R. 1084 reported to the House. The Committee on Oversight and Government Reform (Oversight Committee) appreciates your effort to consult regarding those provisions of H.R. 1084 that fall within the Oversight Committee's jurisdiction, including matters related to the federal workforce.

In the interest of expediting consideration of H.R. 1084, the Oversight Committee will not separately consider this legislation. The Oversight Committee does so, however, with the understanding that this does not prejudice the Oversight Committee's jurisdictional interests and prerogatives regarding this bill or similar legislation.

I respectfully request your support for the appointment of outside conferees from the Oversight Committee should H.R. 1084 or a similar Senate bill be considered in conference with the Senate. I also request that you include our exchange of letters on this matter in the Report by the Committee on Foreign Affairs on H.R. 1084 and in the Congressional Record during consideration of this legislation on the House floor.

Thank you for your attention to these matters.

Sincerely,

HENRY A. WAXMAN, *Chairman.*

cc: Tom Davis
Ranking Minority Member

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