AUTHENTICATED
U.S. GOVERNMENT
INFORMATION
GPO

[H.A.S.C. No. 110–95]

INCENTIVES, BENEFITS, AND MEDICAL CARE FOR FEDERAL CIVILIAN EMPLOYEES DEPLOYED TO COMBAT ZONES

HEARING

BEFORE THE

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

OF THE

COMMITTEE ON ARMED SERVICES
HOUSE OF REPRESENTATIVES

ONE HUNDRED TENTH CONGRESS

FIRST SESSION

HEARING HELD
OCTOBER 16, 2007

U.S. GOVERNMENT PRINTING OFFICE
40–715 WASHINGTON : 2008

For sale by the Superintendent of Documents, U.S. Government Printing Office
Internet: bookstore.gpo.gov Phone: toll free (866) 512–1800; DC area (202) 512–1800
Fax: (202) 512–2104 Mail: Stop IDCC, Washington, DC 20402–0001

OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

VIC SNYDER, Arkansas, *Chairman*

JOHN SPRATT, South Carolina
LORETTA SANCHEZ, California
ELLEN O. TAUSCHER, California
ROBERT ANDREWS, New Jersey
SUSAN A. DAVIS, California
JIM COOPER, Tennessee
HANK JOHNSON, Georgia
JOE SESTAK, Pennsylvania

W. TODD AKIN, Missouri
ROSCOE G. BARTLETT, Maryland
WALTER B. JONES, North Carolina
JEFF MILLER, Florida
PHIL GINGREY, Georgia
K. MICHAEL CONAWAY, Texas
GEOFF DAVIS, Kentucky

STEVE DETERESA, *Professional Staff Member*
THOMAS HAWLEY, *Professional Staff Member*
ROGER ZAKHEIM, *Professional Staff Member*
SASHA ROGERS, *Research Assistant*

CONTENTS

CHRONOLOGICAL LIST OF HEARINGS

2007

Page

HEARING:

Tuesday, October 16, 2007, Incentives, Benefits, and Medical Care for Federal Civilian Employees Deployed to Combat Zones 1

APPENDIX:

Tuesday, October 16, 2007 35

TUESDAY, OCTOBER 16, 2007

INCENTIVES, BENEFITS, AND MEDICAL CARE FOR FEDERAL CIVILIAN EMPLOYEES DEPLOYED TO COMBAT ZONES

STATEMENTS PRESENTED BY MEMBERS OF CONGRESS

Akin, Hon. W. Todd, a Representative from Missouri, Ranking Member, Oversight and Investigations Subcommittee 3

Snyder, Hon. Vic, a Representative from Arkansas, Chairman, Oversight and Investigations Subcommittee 1

WITNESSES

McDonald, Larry, Deputy Assistant Secretary for the Office of Technical Assistance, U.S. Department of Treasury 11

Miller, W. Kirk, General Sales Manager, Foreign Agricultural Service, U.S. Department of Agriculture 7

Swartz, Bruce C., Deputy Assistant Attorney General, Criminal Division, U.S. Department of Justice 9

Thomas, Ambassador Harry K., Jr., Director General of the Foreign Service and Director of Human Resources, Department of State 3

Ward, Mark S., Senior Deputy Assistant Administrator, Bureau for Asia and Near East, U.S. Agency for International Development 5

APPENDIX

PREPARED STATEMENTS:

Akin, Hon. W. Todd 42
McDonald, Larry 85
Miller, W. Kirk 58
Snyder, Hon. Vic 39
Swartz, Bruce C. 63
Thomas, Ambassador Harry K., Jr. 45
Ward, Mark S. 52
Wolff, Otto J., Chief Financial Officer, and Assistant Secretary for Administration, U.S. Department of Commerce 90

DOCUMENTS SUBMITTED FOR THE RECORD:

Letter from Hon. Frank R. Wolf 95

Page

QUESTIONS AND ANSWERS SUBMITTED FOR THE RECORD:
Dr. Snyder 99
Ms. Tauscher 115

INCENTIVES, BENEFITS, AND MEDICAL CARE FOR FEDERAL CIVILIAN EMPLOYEES DEPLOYED TO COMBAT ZONES

HOUSE OF REPRESENTATIVES,
COMMITTEE ON ARMED SERVICES,
OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE,
Washington, DC, Tuesday, October 16, 2007.

The subcommittee met, pursuant to call, at 2:03 p.m., in room 2212, Rayburn House Office Building, Hon. Vic Snyder (chairman of the subcommittee) presiding.

OPENING STATEMENT OF HON. VIC SNYDER, A REPRESENTATIVE FROM ARKANSAS, CHAIRMAN, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

Dr. SNYDER. Welcome to the Subcommittee on Oversight Investigations hearing on Incentives, Benefits and Medical Care for Federal Civilian Employees Deployed to Iraq and Afghanistan.

This is our subcommittee's third meeting to discuss these issues. On September 18, witnesses from the Department of Defense and Labor and GAO testified before this committee on benefits and medical care for DOD employees. Following that hearing, on September 24 the Deputy Secretary of Defense issued a department-wide memorandum to remind everyone that military treatment facilities would care for injured DOD civilians and to announce updates on how wounded DOD civilians are to be medically tracked.

On October 2, the subcommittee held an informal discussion with wounded DOD civilian veterans of Iraq and their advocates about particular problems they experienced in trying to get medical care and support after deployment.

Today's focus will be on civilian personnel from non-DOD agencies who volunteer to serve in a combat zone.

Since September, this subcommittee has been investigating a variety of interagency issues raised by the ongoing wars in Iraq and Afghanistan. Military means alone are clearly not enough to bring about success in either country. Civilians from across the Federal Government are increasingly being called upon to help us achieve our goals in these dangerous environments through the use of provincial reconstruction teams and other programs.

An unfortunate, but inevitable, consequence of deploying civilians to combat zones is that some of them may be injured or killed, and this risk was sadly underscored by the recent death of a U.S. Department of Agriculture employee in Afghanistan. Tom Stefani was killed on October 4 by a roadside bomb while performing his duty as an agricultural advisor to a PRT.

This committee, as do all Americans, offer deepest sympathies to the family, friends and colleagues of Mr. Stefani and to those of all the other civilian personnel who were killed or wounded while serving in high threat areas.

The purpose of today's hearing is to consider issues related to the hazardous nature of this duty. First, given the critical need for U.S. Government Federal and civilian employees to deploy to Iraq and Afghanistan, what kind of incentive or benefits are provided to encourage those with the right skills and experience to do so?

Second, what practices and policies are in place to provide medical care for deployed Federal civilian employees both while overseas and upon returning home? We want to be assured that these veterans, just as with our military veterans, are not forgotten after their deployment and that they are not abandoned when they need medical care or help to navigate the Workers' Compensation process.

One area of particular interest is whether civilians receive adequate diagnoses and treatment for mental health disorders that commonly occur in combat zones. The State Department's Office of Medical Services recently surveyed 877 foreign service officers, including 474 who served in Iraq or Afghanistan, about stress-related symptoms that appeared after serving unaccompanied tours in dangerous and isolated posts.

The survey showed that 18 respondents probably had symptoms of PTSD, and 132 possibly had symptoms. Compare these results with the Department of Labor report that a total of only 11 claims have been filed for various emotional conditions by employees from all Federal agencies. I would like to hear from witnesses today how we reconcile this large disparity.

How we compensate and care for today's deployed civilians will be noted by those who are considering the nation's calls for future volunteers, such as the expanded PRT program or Civilian Reserve Corps that the President announced in his January State of the Union Address. The success of the transition from conflict to stability in regions of national interest will depend heavily on the efforts of civilians. If our nation asks them to volunteer for these hazardous missions, then we are responsible for their well-being.

We have a good panel of witnesses to help us examine these issues. Ambassador Harry Thomas, director general of the U.S. Department of State; Mr. Mark Ward, senior deputy assistant administrator for Asia and Near Asia, U.S. Agency for International Development; Mr. Kirk Miller, associate administrator for the Foreign Agricultural Service, U.S. Department of Agriculture; Mr. Bruce Swartz, deputy assistant attorney general, criminal division, U.S. Department of Justice; Mr. Larry McDonald, deputy assistant secretary of the Office of Technical Assistance, U.S. Department of Treasury.

I would now like to call on Mr. Akin for any comments he would like to make.

[The prepared statement of Dr. Snyder can be found in the Appendix on page 39.]

STATEMENT OF HON. W. TODD AKIN, A REPRESENTATIVE FROM MISSOURI, RANKING MEMBER, OVERSIGHT AND INVESTIGATIONS SUBCOMMITTEE

Mr. AKIN. Thank you, Mr. Chairman.

And good afternoon to our witnesses. Thank you so much for joining us.

Just, first, a piece of housekeeping, Mr. Chairman, if I could submit for the record a letter from Frank Wolf, recommending a piece of legislation.

Dr. SNYDER. What is the number of that resolution?

Mr. AKIN. It is H.R. 1974.

Dr. SNYDER. 1974. All right. By Mr. Wolf. Without objection.

[The information referred to can be found in the Appendix on page 95.]

Mr. AKIN. Thank you.

This is actually the third in a series of hearings on this subject, and our committee is particularly interested in the PRTs and the work when you bring Department of Defense, State Department and other different employees together. How do those teams come together? How are the non-DOD people compensated? Obviously they can't be ordered into theatre. Some of the places they are working are particularly dangerous. How is their health care? How are they paid? How are the incentives that they receive? And ultimately, how do we in the future design into our government the capacity to put these kinds of teams together when they are multidepartmental.

And this connects, those of us who work in the military area, back to the days of the Goldwater-Nichols and the idea of forcing the Navy, the Air Force and the Army to play as one team. And the question has been raised in many of these theatres. It isn't just DOD that needs to be the team, but it also needs to be State and a number of other agencies as well. So that is the overall context.

I want to just finish by thanking every one of you and the people that you represent for taking some very risky assignments and doing what some of us on this committee think is some pretty exciting work as well. So thank you for joining us.

Thank you, Mr. Chairman.

[The prepared statement of Mr. Akin can be found in the Appendix on page 42.]

Dr. SNYDER. Thank you, Mr. Akin.

Our custom here is we will start the five-minute clock for the opening statements. It is more as a reminder to you. If you have things you need to say beyond that five minutes, you go ahead and do it. There are five of you today, so we will be probably about 20 to 25 minutes anyway, and then we will go on a five-minute clock for all the members.

I think we will go in the order that I read off: Ambassador Thomas, Mr. Ward, Mr. Miller, Mr. Swartz and Mr. McDonald.

We will begin with Ambassador Thomas.

STATEMENT OF AMBASSADOR HARRY K. THOMAS, JR., DIRECTOR GENERAL OF THE FOREIGN SERVICE AND DIRECTOR OF HUMAN RESOURCES, DEPARTMENT OF STATE

Ambassador THOMAS. Thank you.

Mr. Chairman and members of the subcommittee, thank you for the opportunity to testify before you today and address the Department's efforts to support our dedicated employees serving in Iraq and Afghanistan.

Ensuring that our employees have the necessary support structures which allow them to carry out their duties throughout the world is a critical component of Secretary Rice's transformational deployment. The men and women of the State Department, through their presence in every corner of the world, serve on the frontlines in the global struggle against terrorism.

We know terrorism firsthand having lost colleagues, American and foreign national alike, throughout the years, most dramatically in the embassy bombings in Tanzania, Lebanon and Kenya.

Our commitment to supporting America's interests abroad has remained steadfast and is, in fact, second to none. For our size, and I would note that the entire Armed Service Corps is less than the size of one military division, we are doing our part to protect and defend America. With your support through initiatives such as the Civilian Reserve Corps, we will be even better able to respond to the demands our country faces helping build democracy.

Although I have served as director general of the foreign service and director of human resources for only one month, I have taken a keen interest in ensuring that the services we provide to our personnel serving in Iraq and Afghanistan support them and their families as they fulfill this vital mission.

I am leaving for Iraq today to personally survey the Department's operations and learn firsthand.

The men and women in the Department serve under dangerous and challenging circumstances throughout the world. Approximately 20 percent of the foreign service employees have volunteered to serve in Baghdad, Kabul and the 50-plus provincial reconstruction teams throughout Iraq and Afghanistan. We successfully filled positions in Iraq for 2007, including those in Baghdad and in the PR teams with volunteers, and we filled nearly all of our unaccompanied positions worldwide also with volunteers.

Fill rates for Iraq are higher than our worldwide fill rate. With only 11,500 diplomats to staff 267 posts worldwide, the State Department constantly stretches to get the best talent where it is most needed. To continue to meet effectively the challenge we face to staff embassy Baghdad and the Iraq PRTs with qualified officers, we introduced in June 2007 the first ever country-specific special assignment cycle for Iraq.

Although we have just begun the summer 2008 bidding cycle, we have filled 70 percent of these volunteers already and will continue through our assignment department. We have incentives. Foreign service and civil service career employees who serve in Iraq are eligible for financial and non-monetary incentives, as outlined in the Department's Iraq Service Recognition Package.

This package includes but is not limited to compensation, thought for families, onward assignment preference, R&R and promotion consideration. The Department is committed to meeting the medical and mental health needs of our employees preparing for service in and returning from Iraq, Afghanistan and other overseas

locations. Our Medical Services Office has operated a Foreign Service Health Unit in Baghdad since July 2004.

Moreover, the Department's office of Mental Health Services has a network of regional psychiatrists in the field as resources for employees at other unaccompanied and onward assignment posts.

We take the health and well-being of our employees and their families seriously. And Secretary Rice has made clear that she is personally committed to getting our people the help they may need.

The Department is improving its abilities to support employees who may be experiencing PTSD or other mental issues associated with high-stress assignments. The Office of Medical Services is reviewing the current pre-assignment briefing and mandatory outreach sessions to determine what changes might be most effective, such as directing more time to discuss mental health counseling, resources, insomnia and social withdrawal.

We are also implementing a deployment stress management program that will develop, teach, counsel and become involved in all activities supporting employees and involved with unaccompanied deployed.

These are exciting and challenging times. The Department has adapted to changing conditions throughout our 200-year history. I am confident that with your support we will successfully do so again.

[The prepared statement of Ambassador Thomas can be found in the Appendix on page 45.]

Dr. SNYDER. Thank you, Ambassador Thomas.

I believe we are having a little light problem, so please follow the clock along. You did just fine. It is just the light wasn't on.

I should have said that, without objection, all of your written statements will be made part of the record.

Mr. Ward.

STATEMENT OF MARK S. WARD, SENIOR DEPUTY ASSISTANT ADMINISTRATOR, BUREAU FOR ASIA AND NEAR EAST, U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

Mr. WARD. Mr. Chairman, Ranking Member Akin, members of the subcommittee, thanks very much for inviting me today as well to describe how the United States Agency for International Development recruits, deploys and cares for its employees during and after service in Iraq and Afghanistan.

I have been a foreign service officer with USAID for 21 years. I have served in five countries, including one assignment for 18 months without my family in Pakistan after 9/11. No one has more respect for our military than the foreign service. They help keep us safe and often work closely with us, in the PRTs for example, to improve lives and provide hope.

But it means a lot to us that this subcommittee also appreciates the civilian agency's contribution in this very difficult and dangerous world today, so thank you for your support.

I think we have made real progress at USAID on employee incentives, allowances and benefits since we returned to Afghanistan in 2001 and deployed to Iraq in 2003. Sure, there is more that can be done, but I am proud to say that our Foreign Service officers, as Ambassador Thomas has said, have volunteered in sufficient

numbers to get our work done not just in Iraq and Afghanistan, but also in the other two countries that we consider too dangerous for families and normal assignments, Pakistan and Sudan.

Compared with the other agencies represented here today, USAID is very small. We have 2,400 civil service and foreign service employees around the world, 1,200 of them serve overseas. Despite our small size, we have been able to meet the demanding requirements for foreign service officers in Iraq, Afghanistan, Pakistan and Sudan on a volunteer basis. To date, about 130 employees have served in Iraq and 180 in Afghanistan, most for tours of at least 1 year.

That is about 26 percent of our total foreign service workforce. Four of our PRT veterans from Iraq and Afghanistan are here with me this afternoon in the audience.

Our foreign service officers don't work alone in Iraq and Afghanistan. All of our overseas officers also employ foreign service nationals, contract employees, some American, some other nationalities, and in countries like Afghanistan and Iraq, where local capacity is weak, we also employ third country nationals that work for USAID in other countries in the region, such as India or the Philippines.

In Afghanistan, for example, of the 227 personnel at USAID today—that is up from 100, 3 years ago, only 36 are foreign service officers, 121 of those are foreign service nationals; that is, Afghan employees. This is our model throughout the world. The small cadre of foreign service officers serves as the core of our operations, but we rely a great deal on the services of local and third country professionals, employees of other agencies, and I join you in saluting Tom Stefani from USDA who was working with us at the PRT in Ghazni. And not to mention those employed by our contractors and grantees that we engaged to carry out our projects.

My written statement describes in some details what we are trying to do to attract foreign service officers for assignments in Iraq and Afghanistan, and I won't review that now. But more than any other incentive, I think what matters most is USAID's worldwide mission. As a development agency, our mandate is to operate in the poorest nations of the world, often in areas of extreme hardship and devastating poverty.

Our employees are not strangers to high-risk environments, the destruction of war or natural disasters. The tsunami in East and South Asia and the earthquake in Pakistan are the two recent examples where we have successfully launched major reconstruction programs under very difficult and dangerous circumstances.

Mr. Chairman, I am very pleased that USAID has been able to fill its staffing needs with volunteers to now, but looking forward we are concerned that the pool of qualified foreign service officers willing and able to volunteer is shrinking. In addition, we know that the Federal workforce is aging. In USAID alone, more than 30 percent of foreign service officers will be eligible to retire in 2007, including me. And by 2011, that number jumps to more than 45 percent.

While we are using creative approaches to fill positions in Iraq and Afghanistan, it is becoming apparent that as it is currently resourced we may not be able to sustain the staffing requirements in Iraq and Afghanistan or meet any surge requirements elsewhere

in the world. So our leadership is seized with the challenge in analyzing how best to meet these urgent needs in the future, including increasing the number of foreign service officers to create a larger pool from which to seek bidders for our most dangerous assignments.

The good news, and I do a lot of recruiting for USAID around this country, the good news is that applications for foreign service are very high, despite the greater risks our officers face in the world today.

Again, thanks for your time and thanks for your support.

[The prepared statement of Mr. Ward can be found in the Appendix on page 52.]

Dr. SNYDER. Thank you.

Mr. Miller, from the Department of Agriculture.

STATEMENT OF W. KIRK MILLER, GENERAL SALES MANAGER, FOREIGN AGRICULTURE SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. MILLER. Mr. Chairman, members of the subcommittee, I am pleased to be here before you today to talk about the incentives and benefits and support provided to U.S. Department of Agriculture employees who volunteer to serve in combat zones in Iraq and Afghanistan.

Rehabilitating the agricultural sector in Afghanistan and Iraq is critical to the U.S. government's overall strategy toward the economic, political and security environment in both countries. In Afghanistan, 80 percent of the population is involved in farming and herding. In Iraq, agriculture is the second largest contributor to the country's gross domestic product and employs 25 percent of the labor force, making it the largest employer in Iraq.

At the onset of my remarks, I want to emphasize how much we appreciate the work of USDA employees who volunteer to serve in Afghanistan and Iraq. We are proud of them. USDA employees are serving as provincial reconstruction team agricultural advisers in both countries, as technical advisers in Afghanistan and as ministry advisers in Iraq. In addition, numerous USDA staff have taken on temporary duty assignments in Afghanistan and Iraq.

All of these employees are making substantial sacrifices to apply their skills and expertise to revitalizing these countries agricultural institutions and rebuilding agricultural capacity.

We strongly believe that in return we should provide them with the most equitable incentives, benefits and best possible support we can. In Afghanistan, 37 USDA agricultural advisers have served on PRTs since 2003. As early as 2003, USDA deployed staff to Iraq for long-term and short-term assignments. During the period from 2003 through today, 30 USDA employees have served in volunteer assignments in Iraq.

Again, we owe them our utmost respect and gratitude for what they have done and are doing under some extremely difficult circumstances. Beginning in September 2007, all USDA long-term advisers in both countries served on 12-month deployments. They work actively with the Afghan and Iraqi governments, the U.S. military, as well as with the other civilians from the Department of State, U.S. Agency for International Development and non-gov-

ernmental aid organizations to help harness each country's economic potential by assessing agricultural needs, strengths, technical expertise in developing agricultural projects.

In March 2007, as part of President Bush's New Way Forward, former Secretary of Agriculture Mike Johanns reached out to all USDA agencies, encouraging them to allow their employees to volunteer for duty as agricultural advisers in Afghanistan and Iraq.

As a result, we received over 80 applications; 45 were interviewed, 25 were deemed qualified and 18 are in various stages of deployment. All are expected to be in Iraq by November 30, 2007. We are recruiting and interviewing for 13 additional PRT candidates for Afghanistan and 15 for Iraq. We expect they will all be deployed no later than March 2008.

Before they are deployed, all long-term USDA volunteer advisers must be medically cleared by the State Department and obtain a secret level security clearance. Concurrently, USDA PRT liaison officers in country and in Washington work with the Department of Defense and the Department of State counterparts to determine appropriate and individual site placements by matching skill sets of the agricultural advisers with the technical needs of each PRT.

USDA ensures that all long-term temporary duty staff fully participate in available security and country study programs that are offered by the Departments of State and Defense. Staff going to Afghanistan attend the joint U.S. Civilian-Military Afghanistan PRT training program at Ft. Bragg, North Carolina. This program covers medical combat life saving training, force protection training, military and civilian coordination, relationship building with the Afghan government and PRT simulation exercises.

Staff deploying to Iraq for long-term assignments are required to attend the Foreign Affairs Counterterrorism Fact Training at the Foreign Service Institute. The two-week program includes training on personal safety and area studies related to the assignment. The course instructs participants in the practical skills necessary to recognize, avoid and respond to potential terrorist threat situations.

Staff going to either Iraq or Afghanistan receive USDA specific orientation, both in Washington, D.C. and in country after arriving there. In addition, advisers deploying to Iraq participate in the Foreign Service Institute PRT team training and orientation program. Upon arrival in country, staff are advised by the PRT liaison officers, by the U.S. Embassy regional security officers and the medical unit.

In Afghanistan, long-term advisers also meet with Department of Defense intelligence officers.

All staff are issued and trained in the use of protective body armour, including eye, ear and torso protective gear.

Once in country, USDA continues to support our staff through site visits and regular conference calls, regional workshops and training. Complete medical care and coverage is provided by the Department of Defense or Department of State, whichever is most accessible at the time when care is needed. While a U.S. Government employee is in Afghanistan or Iraq, when it comes to incentives and benefits, USDA follows the model of the Department of State, Afghanistan and Iraq Service Reconciliation Packages. These

packages outline the variety of special pay and leave incentives available to those serving in these combat zones.

Long-term staff receive a package of allowances and differentials on top of their regular salary that equates to an additional 75 percent of base salary plus applicable overtime compensation.

In deference to time here, I am going to skip through some of the rest of this. But finally, it is with much sadness that I make you aware of the recent death of a USDA foreign service employee, Steven Thomas Stefani, on voluntary assignment with the USDA Foreign Agricultural Service in Afghanistan.

And I appreciate your acknowledgment, Mr. Chairman, and also that of Mr. Ward, of his honorable service.

He was serving on a provincial reconstruction team as an agricultural adviser, and he lost his life in an explosion that impacted his convoy near Ghazni. Our heartfelt sympathy and prayers go out to his family, friends and coworkers in their time of sorrow, and we pledge to do everything we can to build on the many accomplishments of not only Mr. Stefani, but all of the other USDA advisers. You are providing tremendous assistance to the people of Afghanistan and Iraq.

Again, we want to thank you for the acknowledgement. I know the family will be pleased to know that you mentioned his service in your comments.

With that, I am going to conclude my comments, and I will be happy to answer questions.

[The prepared statement of Mr. Miller can be found in the Appendix on page 58.]

Dr. SNYDER. Thank you, Mr. Miller.

Mr. Swartz, from the Department of Justice.

STATEMENT OF BRUCE C. SWARTZ, DEPUTY ASSISTANT ATTORNEY GENERAL, CRIMINAL DIVISION, U.S. DEPARTMENT OF JUSTICE

Mr. SWARTZ. Mr. Chairman, Mr. Akin, members of the committee, thank you for this opportunity to discuss the important and courageous work done by the men and women of the Department of Justice in Afghanistan and Iraq.

There are three points in particular that I would like to make this afternoon. First, the Department of Justice has been in both of these countries from the beginning. Second, we have been present not only in the capacity of developing rule of law, but in an operational capacity as well, performing important counterterrorism, counter-narcotics and law enforcement missions. And, third, in both countries we have been present with the partnership and support of the Department of State and the Department of Defense.

In Afghanistan, for instance, the Drug Enforcement Administration (DEA) has deployed not only a country team, but specialized teams of agents, so-called fast teams, that have been involved in significant bilateral narcotics investigations as well as direct interdiction of heroin traffickers.

The FBI in turn has taken on a counterterrorism role from the start in Afghanistan, deploying not only a country team, but rotat-

ing teams of 30 or more agents and support personnel to perform counterterrorism and law enforcement tasks.

On the prosecutorial side, the Department of Justice has deployed four senior Federal prosecutors to work with the Criminal Justice Task Force in Afghanistan. And the benefit of their work, the value of their work to the people of Afghanistan and to the United States, was demonstrated again only two weeks ago with the sentencing in New York of Afghan narcotics kingpin Baz Mohammad, who is the first person to be extradited from Afghanistan to the United States as a direct result of the work of our Federal prosecutors there and DEA.

And finally, in Afghanistan, the United States Marshall Service has provided vital protective services for our personnel, including the personnel of the Criminal Justice Task Force, as well as working with Afghan counterparts.

Similarly in Iraq, the Department of Justice has from the start deployed agents and prosecutors both for rule of law purposes and to carry out counterterrorism and law enforcement missions. More than 1,500 employees of the FBI have served in Iraq since 2003. They have done so both in terms of the Legatz country team office there, as well as in the deployment of rotating teams of agents that have been assigned to the Baghdad Operation Center for Counterterrorism Purposes, and as advisers to the major crimes task force, an Iraqi Department of Justice effort to investigate the most serious crimes, such as murder and kidnapping, taking place in Iraq.

Similarly, the other United States Department of Justice agencies have also deployed and performed important and critical roles in that country. ATF has been present, as it has been present in Afghanistan in terms of post-blast work and it has deployed 24 agents to the combined explosives exploitation cell. It has also deployed 24 canine handlers to that country.

VA has provided more than 50 agents over the years, including in support of the major crimes task force.

The United States Marshall Service, courageously operating in the Red Zone throughout this period, has provided security systems not only to our personnel there but to the Iraqi judiciary as well as helping to establish the Iraqi capacity to defend its judiciary and its witnesses in these critical cases.

All of these law enforcement agencies have as well provided advanced training, specialized training, to their Iraqi counterparts. In the rule of law context more broadly, the Department of Justice recently was honored to have one of its employees, Jim Santelle, an assistant United States attorney from Wisconsin, named by Ambassador Crocker to be Rule of Law Coordinator for the embassy in Baghdad, requiring Mr. Santelle to help coordinate more than 300 personnel and dozens of agencies involved in rule of law training in that country.

He is assisted in that task by a Justice Department attache, a former judge from North Carolina, as well as now six, soon-to-be eight, resident legal advisers. These resident legal advisers are assistant United States attorneys or other Federal prosecutors from the Department of Justice, and they have been present in Iraq from the beginning, as well, thanks to State Department funding

and support. They have played a critical role in the creation of the Central Criminal Court of Iraq as well as such organizations as the Law and Order Task Force that was recently created by General Petraeus and in working together with Iraqi investigating judges.

As well, we have had Federal prosecutors of the Regime Crimes Liaison Office, which was created to try the most serious crimes committed by Saddam Hussein and his regime.

Finally, with the support, again, of the State Department, we have had police training elements in Iraq from the beginning, including an original assessment team through our International Criminal Training Assistance Program, through ICITAP. That program now works closely with the Department of Defense through CPATT in support of the police-training mission. We have two Federal managers, senior managers, involved, working with DOD, as well as 191 contracted senior police officers and trainers.

Similarly, we have worked directly with the embassy on the creation of the prison service and have as well there two positions and subcontracted positions as well in that regard.

Those individuals have all performed heroically as well, I might add, in positions of extreme danger, police academies and prisons.

My written testimony sets out some of the incentives and benefits that the Department of Justice has provided to the people that it has sent to Iraq, but in closing I would like to note that the men and women of the Department of Justice who have gone to Iraq and Afghanistan, like their colleagues who serve in the Department of Justice overseas worldwide, have done so primarily because of their commitment to the rule of law and to fulfill their mission to protect not only the citizens of the countries where they are working, but the citizens of the United States.

Thank you.

[The prepared statement of Mr. Swartz can be found in the Appendix on page 63.]

Dr. SNYDER. Thank you, Mr. Swartz.

Mr. McDonald from the Treasury Department.

STATEMENT OF LARRY MCDONALD, DEPUTY ASSISTANT SECRETARY FOR THE OFFICE OF TECHNICAL ASSISTANCE, U.S. DEPARTMENT OF TREASURY

Mr. MCDONALD. Mr. Chairman and members of the committee, thank you for the opportunity to testify today about the treasury department personnel serving in Iraq and Afghanistan.

In addition to my written testimony, I have submitted a one-page table summarizing information relevant to Treasury personnel in Iraq and Afghanistan. It lays out the facts with respect to numbers of employees, medical care, deployment incentives and so on. So in my oral statement, I would like to focus on three points from my written testimony.

First, I would like to emphasize, as my colleagues have, that the Treasury Department places great importance on the careful recruitment, preparation, deployment and reintegration of our overseas personnel serving in Iraq and Afghanistan and elsewhere and that we take care to coordinate these steps with our sister agencies.

Our recruitment effort is informed and indeed substantially guided by information from our colleagues on the ground, both at Treasury colleagues and their collaborators from the State Department and other agencies at the U.S. embassies in Baghdad and Kabul.

The preparation and deployment of Treasury personnel taking up posts in Iraq and Afghanistan is fully integrated with a State Department-led medical clearance process, as well as specialized training in security matters and other facts of life in these countries, that all officials must be aware of.

Our returning personnel are debriefed with Treasury and other agencies on all aspects of their experience in Iraq and Afghanistan. This is an opportunity to identify and address not only issues of substance but also as needed personal and medical matters that may require attention. In this latter regard, Treasury is considering ways to strengthen our efforts and to coordinate more fully with others.

Mr. Chairman, the second point I would like to highlight is that Treasury has had good success in attracting and retaining very well-qualified and dedicated people to serve in Iraq and Afghanistan. Throughout the entire period of our engagement in these countries, from the cessation of hostilities to the present, I have seen outstanding people step forward and continue to step forward. This includes current and former Treasury personnel, the Treasury family, so to speak, as well as outstanding individuals from the private sector and state-level governments who have expertise and a commitment to public service.

What brings them in and what keeps them coming back? Mr. Chairman, I know almost every one of them, and I can tell you that it is not primarily the benefits package. While that package offers some appropriately attractive incentives, that is not the main motivating element. As others on the panel have indicated, each person who deploys to Iraq or Afghanistan of course has his own story to tell, but I would say from my many discussions with them that the common motivating element is the sense that they can make a difference in matters of historic importance to the United States and to the countries where they serve.

Which brings me to the third point that I would like to emphasize. Treasury personnel serving in Iraq and Afghanistan have indeed made a difference and their accomplishments have been facilitated by close collaboration and coordination with other agencies.

Although Treasury's overseas presence in Iraq, Afghanistan and elsewhere in the world is very small, the importance of the economic and financial issues that they cover is big. In my written testimony, I provide a number of examples of accomplishments in Iraq and Afghanistan. At this point, by way of illustration, I will note simply two of them. In Iraq and Afghanistan respectively, one of the most important and, frankly, little know accomplishments was the successful introduction and nationwide acceptance of a new national currency.

The new currencies designed by Iraqis and Afghanis and introduced with our help have laid the foundation for stable monetary conditions, and they serve as a unifying element across both countries. This accomplishment, which involves careful analytical work,

planning, public diplomacy, transport logistics and security would not have been possible without close collaboration among Treasury, the State Department, USAID, the Department of Defense, maybe even Justice.

Similarly, the successful negotiation of international debt relief agreements for Iraq and Afghanistan, a significant accomplishment, was made possible by the expertise of Treasury debt advisers and, once again, close collaboration among Treasury and other agencies, in particular State Department and, though not an agency, the NSC.

Here again, many elements had to come together. Technical and policy analysis, training and diplomacy. Both public and behind the scenes. These are two examples among many. They illustrate not only Treasury's efforts, but also the merits of a coordinated old government approach to reconstruction work. In both instances, progress was facilitated by drawing upon the comparative advantages of individual agencies and the combined efforts of government officials and civilians with specialized expertise who stepped forward.

Drawing upon such real world experience in Iraq, Afghanistan and elsewhere, Treasury is collaborating with our interagency partners and the State Department coordinator for reconstruction and stabilization to strengthen the U.S. government's ability to respond quickly and effectively to future reconstruction challenges.

Mr. Chairman, this concludes my oral statement. I thank you and the members of the committee and would be happy to answer any questions.

[The prepared statement of Mr. McDonald can be found in the Appendix on page 85.]

Dr. SNYDER. Thank you all for your written and oral statements.

We will now begin. We will put ourselves on the five minute clock, going in order back and forth between the sides—for those who came, who were here at the time of the gavel went down, and the order in which people came in after that.

Just to put this in context, you know, you all are here because we think that the work that you and your people do is important. As the President has said when he talked about expanding the PRTs, that General Petraeus and Ambassador Crocker testified to, where this committee is coming from, this subcommittee is coming from, particularly Ms. Davis and Mr. Davis, who head up a working group on interagency reform, but several other members have an interest in it. We are concerned at multiple levels of government that there is not very good, not as good as it should be cooperation and collaboration between different agencies in a wartime setting.

So that is where we are coming from, and part of it is to see exactly what is going on with our personnel there, where the rubber meets the road, the folks that you care about the most, the ones in Iraq and Afghanistan today, and so we have had a series of hearings and you are here as part of that.

I have to say, Mr. Miller and Mr. Swartz, I was struck in your written statements by the following paragraph. I am quoting now from Mr. Miller's.

"To improve our ability to respond to overseas challenges and provide the personnel expertise needed will require that we in-

crease our numbers of available, trained and deployable personnel within our department and others and that we support them with a structure in Washington that conducts planning and coordination. Agriculture is working with interagency partners and a coordinator for reconstruction and stabilization at the Department of State to build that capacity and to support development of a 'civilian reserve corps,' of outside experts that we can also call on to fill additional requirements."

And that is the end of your quote, Mr. Miller, from your written statement.

The challenge I have is that identical paragraph, Mr. Swartz, is in your written statement. The only difference is, instead of Agriculture, it says Department of Justice. Every word. Not one preposition, not one adjective, not one pronoun different.

And so my first question is, who wrote that, where did it come from and how did it get in your written statement that you forwarded to this subcommittee today? And you may feel free to consult with whoever provided that language to you.

For members, while they are collaborating, it is on page two of both Mr. Miller's statement and page two of Mr. Swartz's statement.

Mr. SWARTZ. Mr. Chairman, I can say that from the Department of Justice side, that that was drawn apparently from another document involving the discussion of the State Reconstruction and Stability Office, a document that we have worked on, and it was provided I believe by the NSC.

But I think that the larger point, if there is some question of whether or not that is in fact the position of the Department of Justice, I would like to make clear, since I was the one responsible ultimately for that testimony, that that is precisely the position that we do take with regard to the reconstruction and stability operations. I have worked closely with that office, as have my colleagues at the Department of Justice, to help we believe shape the future ability of the United States to respond to these types of issues.

Dr. SNYDER. I will come back, Mr. Swartz, to what it means.

Mr. Miller, how did that language get in your written statement?

Mr. MILLER. As far as I can tell from the staff, I think it came from the same source document from NSC.

Dr. SNYDER. Can we be provided with that source document?

Mr. MILLER. Certainly. If we can find it, we will provide it.

Dr. SNYDER. Because the problem that it causes for me personally, and I have not discussed this with any other members nor the staff. We are here to help you. And frankly, there really was not a whole lot—I mean, your statements are fine. In fact, I can pretty much come away from your statements thinking things are going pretty well. They are getting their folks out there. They like their incentive packages, they are promoting. I mean, you are not ending up with a paragraph that says here is what we need from Congress.

But when I see identical language, it tells me there is someone pulling your strings. There is someone sitting out there saying here is the points, men. We don't want anyone acknowledging we have got problems. When I see identical language from two what are

supposed to be totally independent agencies, and so it would be helpful to see that document.

In the final time I have left, I do want to ask you what that language means, since you have included it. When you talk about "To improve our ability to respond will require we increase our numbers of available, trained and deployable personnel," that sounds like a money problem.

Are you saying that your budgets need to be substantially increased in order to provide the kind of personnel and redundancy that you need to meet these unanticipated needs?

Mr. Swartz, go ahead.

Mr. SWARTZ. Mr. Chairman, let me address the particulars of the Reconstruction and Stability Office, and I will turn it over to my colleagues at State as to the status of that office, where it stands with regard to legislation and funding.

But I think that the point, far from being an attempt to sugarcoat the situation, the very point of that paragraph is that in fact we do believe that a coordinating structure, as provided by the Reconstruction and Stability Office under Ambassador Herbst, is a useful way of moving forward. I think we all have discovered in the course of this extended set of conflicts that the ability to have onboard a group that is trained, a reserved corps that can deploy immediately in these types of situations, is highly valuable.

Of course, the Department of Justice does that now in that regard. As I mentioned in my opening statement, we both are law enforcement agencies and are prosecutorial and police training organizations. We are able to deploy almost immediately and particularly assessment teams.

But the strength of the Reconstruction and Stability Office would be to have a structure in place, interagency, that would allow us to move forward in that regard.

So I understand entirely your concern about the same statement appearing in both, but I would suggest and submit respectfully that far from being some attempt to hide a problem, it suggests that we have seen a problem and suggests a way forward.

Dr. SNYDER. Mr. Miller.

Mr. MILLER. Mr. Chairman, I strongly would echo everything Mr. Swartz has indicated here.

I don't think this was an effort to be—some kind of a sinister plot of any kind. I think it was a positive statement that we lifted from the Swartz document, which we will try to provide to you, as we indicated, to indicate in fact we welcome the opportunity to have a coordinated effort under the State Department's leadership, one desk, one group that will be providing that leadership. It will be efficient. It will make sure that we all have the same benefit packages we are offering to our civilian employees, and we think that will be positive.

I would comment regarding your comment about the budget impact, that in fact we have had a budget request in for the last—the President's budget for the last two years. In 2007 we had a request in for $5 million for support for our PRT people. That was not provided. And this year we have got a request in for $12.5 million, and it has not been funded yet either.

So we are looking for that funding supporting in line with the President's budget request.

Dr. SNYDER. Money that the President requested from Congress but Congress did not satisfy?

Mr. MILLER. That is right.

Dr. SNYDER. Or money that we requested from the President's budget that the President didn't request?

Mr. MILLER. No. It was money in the President's budget request that——

Dr. SNYDER. But we didn't——

Mr. MILLER [continuing]. That Congress didn't provide.

Dr. SNYDER. Thank you.

Mr. Akin.

Mr. AKIN. Thank you, Mr. Chairman.

I got the same kind of impression listening to you, and I don't have any doubts as to your sincerity and the fact that with the resources you have and the way things are set up, you are going over there and doing the best job you can.

We have heard a fair amount of testimony from the Department of Defense that feels like their point is, we could use a whole lot more in most of the areas that you represent. So it wasn't so much critical, but it is just saying we still have this joint, this kind of situation that we need to work on.

So I guess the first thing that I would ask would be, if we were—let us say that we knew we were going to get into other situations, such as we did in Iraq, and that those things may come up from time to time. What is the logical way to structure that? Is it logical for each agency to have a certain bank of people or a database, at least, even possibly civilians, that you monitor? Or is it more logical to actually have some separate organization which, I hate to call it nation building or whatever, but first of all, if you want to comment about how that might be structured.

At least from my trips to Iraq, when I first went there, we heard we got the new currency system going. That is really cool. And not going to be long, and we will be wire transferring money and everything. And now four years later, I go back and they say yes, we still can't wire transfer money. You know, it is not very hard to put a laptop with the software on it, but we can't find any personnel that we can trust to actually do the business of operating a branch office of a bank. And so everybody takes their cash home to their family when they get their pay from the military.

So, you know, we hear stories about the fact, we have got a jail full of people, but we don't have any judges to try them or any, you know, the justice system is taking time to put that altogether.

I don't doubt that takes time to do, but just your thoughts. Because that is what we are trying to do. We are a very problem-solving oriented committee. We are not particularly partisan. We are here to try to take a look, what have we learned, how can we do things better in the future. And this is something that keeps coming up, is this issue of how do we play as a team, not just State and DOD but everybody else as well.

Your comments?

Ambassador THOMAS. Congressman, we think that the Civilian Reserve Corps that the President requested is the way to go. We ask that congress enact legislation for the Civilian Reserve Corps.

As you know, Congressman, the State Department, with our size, we have mostly generalists. Our specialists are our office management specialists, our computer technicians, our physicians and such. But to staff Iraq, Afghanistan or any other crisis, we will need city planners, urban planners, other people who are specialists in organizations, veterinarians, some of which obviously USDA has provided to the effort in Iraq.

If we go with the legislation that the President has proposed, if it is enacted, the Civilian Reserve Corps, then we will be able to reach out to Arkansas, to Charleston, to other places. Get a doctor who may want to work. Get a judge who wants to work. We will be able to train them, provide them with a security clearance, with training, with language training in one facility. They will be able to train together as a team, much the way the National Guard does, or the reserve does, and then go home. And when their country needs them, they will be able to come forward to go to wherever they have the crisis of the moment in a coordinated and efficient fashion.

Mr. AKIN. Thank you.

Mr. WARD. If I can just add to that. There is also two pieces of this new model above the Civilian Reserve Corps, and that is within the government, and you alluded to that in your question, sir.

At one level above the Civilian Reserve Corps, which, as Ambassador Thomas said is out in the private sector, akin to what the Army does with the reserves, is that officers in our agencies will have been identified and available at the call of this office, this coordinating office at the State Department, to deploy when the need is determined by the President and the secretary of state.

And there will be a group that is called the Active Response Team or Corps. And it is the team not unlike the disaster resistance response teams that USAID deploys after a natural disaster. They will be the ones that deploy very quickly after the President makes a determination to go.

Then there is a group within our agency that is larger that will deploy for a longer term, and then they will be for an even longer term, they will be supported out of the Civilian Reserve Corps that Ambassador Thomas is talking about.

So there are three layers of this, and we are working out the details on this now. I sound a little bit more informed about this because I actually got a briefing from Ambassador Herbst about this yesterday, because we are all asking the same questions. And so that is my understanding of how it is going to work.

Mr. SWARTZ. And, Mr. Chairman, if I may, Mr. Akin, at the risk of sounding like it is pre-programmed, I can say as well that from the Department of Justice point of view, we think that the strength of this proposal is that the active reserve corps would draw upon and actually supplement personnel at the Department of Justice, particularly the personnel that we already have assigned to our international operations both on the law enforcement side and the prosecutorial side.

And that group, which has the expertise, would be both strengthened and provide the nucleus for the reserve corps and the more extended deployments.

Mr. AKIN. Thank you, Mr. Chairman.

I see my time has run out, so we can move on to the next——

Dr. SNYDER. We will now go in the order in which members arrived after the gavel. Mr. Bartlett, followed by Ms. Sanchez.

Mr. BARTLETT. Thank you very much.

It is said that we are always fighting the last war. Which means that in the war that we are now fighting, we have trouble distinguishing between combatants and non-combatants. It is said of past wars that for one person on the frontline, we have, what, five or six people in support roles. So we had one person in harm's way and five or six that were not in harm's way. And clearly, everyone who is in the theatre now is in harm's way because of the IEDs and so forth.

Also, in the major wars of the past, they were all fought by regular military and the guard and reserve were what they were intended to be. They were in reserve and they were called up when we were in the extremes.

Today, of course, we cannot fight without guard and reserve. It is clear that a 19-year-old cannot have the skills of a 39-year-old. And so many of the skills necessary for fighting are resident only in the guard and reserve. So clearly they have to be there. They didn't really anticipate that when they signed up, and it wasn't the kind of thing they did in the past.

And in addition, in today's war we have, what, about two-thirds as many civilians there, many of them pretty much in harm's way, as much as the soldiers, sailors and so forth are.

Clearly, we have to rethink how we structure ourselves for fighting, how we take care of those who are in harm's way, because we have had very sad stories here of civilians having difficulty in getting the quality of health care that the soldier right beside them got because they were civilians, and he was a soldier, and we were structured to take care of the soldier, and we had never anticipated civilian casualties right next to the soldier.

So the question I want to ask you is whose responsibility is it to think through two things, one of them how we structure ourselves to fight this kind of war in the future and second, who has the responsibility of deciding how we take care of the people who are in harm's way and injured? If we just continue business as usual, they will still be fighting the last war in the war after this. So we clearly have to change. Whose responsibility is it to decide how we are going to structure ourselves to fight when a lot of the fighting today is really nation building, not what we were training our military people to do.

So whose responsibility is it to think that through and restructure that? And whose responsibility is it to decide how we take care of the wounded, whether they be civilian or military?

Ambassador THOMAS. Congressman, thank you for that.

I would like to deal with the latter first.

In terms of medical personnel, whether they are State Department or military, if they are wounded, the military will take care of them. We have a medical doctor, we have a nurse, we have a

social worker, we have regional psychiatrists from the State Department, who will take care of people who have ordinary challenges in Iraq or Afghanistan. But if somebody is wounded, the military would take care of them right there.

We have had two cases of traumatic brain injury. Both were in Afghanistan. They were civilians. They were brought back to the U.S. and treated at Walter Reed. And successfully treated.

In terms of post traumatic stress syndrome, our able medical staff is treating people who already exhibit. We are concerned, and we are working with the interagency process about people who may have that in the future, because we know that may take time to exhibit.

We have a deployment stress management program, a high stress assignment program. So I think we are very good on the medical side these days for people in the theatre and people, at least in the foreign service and our civil service, who come back to Washington to the State Department. We work an interagency process to make sure the benefits are the same.

I cannot speak to who is responsible for war planning. I believe that would be the President in consultation with the Congress. But in terms of the interagency process, I would like to be clear that not only Ambassador Herbst's Civilian Reserve Corps but the entirety, we meet regularly. We are trying to work out any bureaucratic problems and hurdles so that we can bring banking and other things to people in a quick and efficient manner. We understand that they are challenged to deliver that.

Dr. SNYDER. Ms. Sanchez for five minutes.

Ms. SANCHEZ. Thank you, Mr. Chairman.

So Ambassador Thomas, let me just get this straight, because in the September 24 memo from Deputy Security of Defense England, he talks about health care treatment service to non-military being provided by the military personnel. But it also says that it has to be under compelling circumstances and authorized for these civilians.

So is that just a blanket authorization already set in place or is there an authorization that has to happen each and every time a civilian gets medical care from DOD?

Ambassador THOMAS. I have not seen Deputy Secretary England's letter. But my understanding is that if you are wounded, wherever, in Iraq or Afghanistan, and a military doctor is available, he will take care of you, or she will take care of you.

If you have a regular medical issue, the State Department, or doctor who is there, takes care of you, or we can call in a regional psychiatrist.

Ms. SANCHEZ. Okay.

Mr. Ambassador, you also mentioned that the State Department's current staffing levels permit only five percent of the foreign service to be in long-term training of any kind.

What impact does having only five percent have at any one time have on the rotation cycle of the foreign service? What would be the ideal percentage to be in long-term training?

Ambassador THOMAS. Thank you for that question.

We would like to have a training compliment of about 15 percent, which is equivalent to what the military does. For example, some-

one who is taking Arabic, it takes two years to study Arabic, two years to study Chinese, so you need some two people behind and in front to be deployed.

When you can't have that, can't provide the type of training that you need so that people can learn Arabic, can learn Chinese, can forward deploy into the villages and cities and let the American people know what is going on.

Ms. SANCHEZ. My understanding of the normal process is that usually language training is for a year. So are you saying that you are not—that if you are going to cite Arabic or Chinese for somebody, that they are going to get the two years or they are only going to get the one year? Or are you saying that you need to plan five moves ahead on the chess board so that the Arabic is covered for the next ten years or something?

Ambassador THOMAS. No, ma'am.

Arabic, Chinese, Korean and Japanese are two years.

Ms. SANCHEZ. In the foreign services?

Ambassador THOMAS. Yes, ma'am.

Hindi, Urdu, Farsi, Hungarian are one year. So you will do two years, you will do one year of Arabic, for example, at our Foreign Service Institute. Then you will go to Tunis. Same thing with——

Ms. SANCHEZ. Then you will do three years in Tunis?

Ambassador THOMAS. No.

Ms. SANCHEZ. Two years?

Ambassador THOMAS. Second year of language training in Tunis, one year in Washington, Virginia, one year in Tunis.

Ms. SANCHEZ. And then be deployed?

Ambassador THOMAS. And then you will be deployed.

Ms. SANCHEZ. For how long?

Ambassador THOMAS. Excuse me, ma'am?

Ms. SANCHEZ. For how long, typically?

Ambassador THOMAS. Two to three years, depending on where you are going. And that is done based on whether it is a hardship assignment. We have posts that are dangerous posts—it will be 15 to 25 percent or 5 percent, but most people assigned Arabic are going to 2-year assignments.

Ms. SANCHEZ. So you are basically talking about having first-year and second-year students, basically, in these languages, so that the overlap is there?

Ambassador THOMAS. What we need, ma'am, is that if I assign someone to Arabic training today, that for two years we have to have somebody to go to that job in two years and somebody to follow behind this officer in two years.

Ms. SANCHEZ. Okay. Thank you, Mr. Chairman. I don't have any other questions.

Dr. SNYDER. What we will do, gentlemen, we will stand in recess here.

I am going to ask the staff to distribute each of you a copy of Secretary England's letter and call your attention to the next to the last paragraph, in which it talks about non-DOD civilian personnel, and we may ask you to comment on your thoughts about that letter after you have had a chance to look at that.

But we will be in recess probably for 20 minutes, in that range.

[Recess.]

Dr. SNYDER. The other doctor on the committee, Dr. Gingrey, for five minutes.

Dr. GINGREY. Mr. Chairman, thank you.

I didn't hear all of the witnesses testify. I came in a little bit later.

But, Ambassador Thomas, I want to maybe direct my question to you. This idea of a civilian volunteer corps, and I think you referenced maybe comments that the President made in the State of the Union in regard to volunteerism in general and what people should, could, would do to serve their country in ways other than serving in the military, as an example, and I thought that was a good idea.

I just wonder where we are in regard to that. You may have, in your written and oral testimony, may have already spoken to it, but I missed that. And I am curious to know what we have done and how that would work. I think it is intriguing, as an example, would, as Dr. Snyder just referenced, our prior life, the two of us as physicians, would you go after medical personnel and maybe a family doc, you know, who might want to step forward and work? Are there any definitive plans to do that, to bring people in, and once they make application, say, draft them forward and train them?

So if you can elaborate on that a little bit more, I think that is a very intriguing concept.

Ambassador THOMAS. Thank you very much, Congressman.

Ambassador John Herbst's leads the Office of Stabilization and Reconstruction, under which we have the active response corps and the civilian reserve corps.

As the President stated in the State of the Union, this is before Congress to enact legislation to allow us to fully realize this proposal. It is extremely important, as my colleague Mr. Ward said. First group of people would be from the interagency process, the interagency group. These are people who already work for the government who have expertise, who would go in for the short time, the way our USAID dark team does.

The second group, however, would be the Civilian Reserve Corps, where we would look for trained people who are doctors, lawyers, veterinarians, whomever, who might be able to respond to a crisis to support their country, be it in Iraq, Afghanistan or another crisis place that we cannot foresee today.

The important thing is to have these people ready so that we can respond and help people. Why we want to do it through one organization is because people have to have medical clearance. They need to learn languages. They have to have security clearances. They need the same training. They need to have team building.

Dr. GINGREY. In what organization would that be?

Ambassador THOMAS. That would be under the State Department.

Dr. GINGREY. The Department of State?

Ambassador THOMAS. Yes, sir.

And we believe we are ready. And again, we are asking that Congress enact that legislation.

Dr. GINGREY. Great. Well, I think that sounds good.

I have got a little bit of time left, and I want to propose this question either to Mr. Ward or Mr. Miller or any of the panelists in regard to people who have served on provincial reconstruction teams.

As they come back, I am assuming that you debrief them and learn best practices so that you can, the next cadre that moves forward into the field, that deploys, that they will be able to do an even better job than the ones that have already served in that capacity. And I wanted to ask you, how do the folks that are coming back after a year or a year and a half or two years in a very difficult, exciting assignment, how do they fit back into their regular job structure? Is it working well or is there a little bit of struggle getting them back into the routine of things when they come home?

Mr. WARD. Maybe I will start.

As I said, you weren't here, I brought four veterans of the PRTs with me this afternoon, and these are four officers that are now working in the Asia Near East bureau at USAID.

And I would say they fit in pretty well. But it is—some have now taken other foreign service assignments overseas. Others are working for USAID in Washington. Others have gone back into the private sector or if we borrowed them on a detail from another U.S. Government agency, they may have gone back to their agency.

I think one thing I am very proud of that has happened in the few years now of experience that we have, is you asked, do we debrief them. We not only debrief them, we charge them with training the next crowd going out. We really tap their expertise as best we can, because they truly are the pioneers. And I think all credit for progress that we have made in improving the effectiveness of the PRTs goes to them, because these brave men and women have really written the book, they have written the doctrine on what works and doesn't work.

And I am certain that if Deputy Secretary England were sitting here with us today, he would agree that the level of cooperation between the civilian advisers and the PRT commanders, certainly in Afghanistan and we are getting better and better all of the time in Iraq, where we have had a little less experience with this, is very much a function of people seeing a common goal and deciding let us put our glossaries behind us, let us learn each others' terminology and let us focus on what it is we are trying to do for the Afghan people, or the Iraqi people, and let us get it done. And I think everybody is very proud of how far we have come with that.

I hope I don't sound like I am sugarcoating it. Because, yes, we could do better. We could do better training before they go. We could do better in terms of doctrine and making resources available. But I have seen so much progress in that in the last four years, that I wanted to share that with you.

Dr. GINGREY. Thank you, Mr. Ward.

Mr. Chairman, I don't know if Mr. Miller wanted to make a comment, but I see my time is expired. If we——

Dr. SNYDER. Go ahead, Mr. Miller.

Mr. MILLER. Thank you, Mr. Chairman——

Dr. GINGREY. Thank you, Mr. Chairman.

Mr. MILLER [continuing]. For the opportunity to respond to the question.

I think that Mr. Ward's comments were certainly right on point, and I think that we would echo those comments.

Our people come back enthused about their experience. I have had the opportunity and pleasure of talking to several of them who have come back, and so far I have had none of them report back to me that the experience wasn't as enriching to them as it was the experience and the information that they left with the Afghani people.

They are doing some wonderful things, they are proud of it. These are great opportunities for the both the Afghani people and also for the Americans who get a chance to go over there and serve and contribute to this process.

And I think also Mr. Ward was right on when he talked about the fact, this is relatively new enterprise for all of us. We are in the process of just within the last year or two starting to do this type of effort. We have never done it before. It is new turf. It is new territory. We are all learning from it. I think there are things we can do better. And I think that, you know, to the credit of the people that are involved in it, we are all trying to do better as we work through this process.

Dr. GINGREY. Thank you, Mr. Miller.

Mr. SWARTZ. Mr. Chairman, with your permission may I just add the Department of Justice's point of view on this as well.

We have had experience over the last two decades in terms of deploying people overseas for rule of law positions and we have had people in more than 80 countries in that kind of role.

But nonetheless, I would fully agree with what Mr. Ward and Mr. Miller have said. We make sure that everyone who comes back from the PRTs or other service in Iraq or Afghanistan has an opportunity and in fact an obligation to make presentations about what they have done in connection with their experience there on the rule of law side.

And we also try and find and frequently find that they want to extend their deployments or serve overseas in other positions as well. And I also have a number of veterans from our overseas programs in Iraq and Afghanistan with us here today.

Dr. SNYDER. Thank you.

Thank you, Dr. Gingrey.

Mr. Swartz, would any of you like to introduce the people that are either still with us or were with us earlier? Some may have left during the break. If you would like to name they by name.

Mr. SWARTZ. I would be delighted.

Behind me, Doug Allen, who served in multiple positions—Doug, do you want to stand up—including as a resident legal adviser.

We have in the back Carl Trabilion, who was there in 2003 for a police training program and helped create the foundation for all we have done.

And Terry Bartlett, who did the same for the prison training program.

You folks stand up.

Dr. SNYDER. They waved in the back there.

Thank you.

Mr. SWARTZ. I wanted you to see Terry's size.

Dr. SNYDER. Would you like to name your four people?

Mr. WARD. Mr. Chairman, I am embarrassed to say that during the break I sent them back to the office to get to work.

Dr. SNYDER. That is all right. If you know their names and would like to mention them by name, you should feel free to do that.

Mr. WARD. Well, I know Chris Runyon was here. Help me out. Monica McCleary was here. Kathleen Hunt, whose just come back from Iraq. Who was the fourth? Is that it. Okay. Thanks very much.

Dr. SNYDER. We will go a second round here if you want to start the five-minute clock again.

Did you all get a chance to read Secretary England's letter? Was it distributed to you?

You don't have to make a comment if you don't want to, but the gist of his letter is that DOD's civilian personnel need to be treated just the same as military personnel. And then this one paragraph that refers to non-DOD U.S. Government civilian personnel on the second page, "The undersecretary of defense, personnel and readiness, under compelling circumstances, is authorized to approve additional eligibility for care in MTS for other U.S. Government civilian employees who become ill, contract diseases or are injured or wounded while forward deployed in support of U.S. military forces engaged in hostilities or other DOD civilian employees overseas."

Do any of you have any comments about that language?

Mr. Ambassador.

Ambassador THOMAS. Sorry. I would like to say, as I said before, sir, the two cases we have had of traumatic brain injury, under compelling circumstances the military has responded and both have been treated at Walter Reed.

For our foreign service and civil service personnel, they are treated in theatre. If someone comes back, the foreign service and civil service personnel have private insurance carriers who will treat them. But we also have an excellent medical staff who looks into all aspects of their health.

Dr. SNYDER. Anybody else?

Mr. MILLER. Mr. Chairman, I would just say that after the unfortunately incident that we had a couple of weeks ago with Mr. Stefani, the military took Mr. Stefani to a field hospital where they gave him the best available care they had.

And, you know, we have nothing but compliments for the treatment that our people have gotten from the field commanders and the staff and the military personnel out in the field.

Same thing when our people have been at post in Baghdad or Kabul. They take advantage of the Department of State services that are provided there.

So I think that right now we certainly are complimentary in the services we have gotten from the other branches of government.

Mr. SWARTZ. Mr. Chairman, we too have relied on Department of Defense or the Department of State in theatre for medical care.

Dr. SNYDER. I wanted to ask—I am sorry, Mr. McDonald. Go ahead.

Mr. MCDONALD. Mr. Chairman, our experience has been similar, but I will say that I would like to understand better the language there. The word "compelling" is something that I would want to un-

derstand better. And "authorization" is something that I would want to understand better.

But again, we have had excellent, excellent care, and excellent working relationship in the field.

Dr. SNYDER. In the spirit of collaboration, you all may want to collaborate and do your own follow-up letter with Secretary England, because it is obviously a very good faith effort on his part to clarify the policy.

We have used the term "volunteer" several times, that your folks volunteer. I think you, Mr. Ward, used the phrase sign on to worldwide availability was, I think, your phrase.

You all do have the ability to contractually require people when they take a certain job that is subject to availability. In fact, it is not a volunteering. It could be this is the job you took at the time.

Would each of you discuss when we use the phrase "volunteer," is that an accurate statement?

Mr. McDonald, we will start down here. Poor Ambassador Thomas has been getting the first question all afternoon.

Discuss that issue of the availability of personnel and what we mean by volunteer.

Mr. MCDONALD. For us, for the Treasury Department, volunteer means that it is their choice, whether they want to step forward and serve overseas, whether it is in Iraq, Afghanistan or other places in the international community.

We don't have a foreign service per se, whether it is a foreign service of the kind that the State Department has, the Agricultural Department and USAID, whereby when someone becomes a member of that service, and I will be ready to stand corrected by my colleagues if I mischaracterize this or misstate it, but there is an expectation, and I think, even indeed a commitment to serve overseas, at least for a certain period of time, a certain part of one's career.

The Treasury Department has overseas attaches. They are very small in number. Currently we have eight. And we have a technical assistance program, as I have described in my written statement, that includes 55 resident advisers and about 70 short-term intermittent advisers who go out from time to time.

But these are individuals who go because they choose to. There is no obligation on the part of Treasury Department officials to serve overseas. That said, as I mentioned in my oral statement and indeed underlined, we have had very good success and seeing people step forward includes former deputy secretary of the Treasury, former assistant secretary of international affairs for the Treasury, the deputy general counsel, people at the staff level.

So while volunteer for us means truly volunteer, the spirit of volunteerism has been extremely strong at Treasury and we——

Dr. SNYDER. Mr. Swartz.

Mr. SWARTZ. Thank you, Mr. Chairman.

The Department of Justice, as I mentioned earlier, has had a long set of programs deploying people overseas, but those are as well people who volunteered for that service. So turning first to the prosecutorial side of matters, we have individuals deployed overseas through our international affairs office. These are Federal

prosecutors who are overseas for operational cooperation and liaison work.

We also have more than 40 attorneys deployed overseas, Federal prosecutors, thanks to funding from the State Department, taken through international narcotics and law enforcement in rule of law capacity.

In Iraq and Afghanistan in particular, those are definitely volunteers, the prosecutors we have over there. These are individuals who agreed to leave their current positions as prosecutors and be in those countries with a goal of trying to pursue the same type of rule of law work we are doing around the world.

In the law enforcement context, the issue is I think similar with this difference, that many of the individuals who deployed overseas have volunteered to serve within specialized groups within the various Department of Justice law enforcement agencies, so that a number of these individuals would be country attaches for their organization through their international affairs offices or with specialized enforcement groups, such as the Special Operations Group of the United States Marshall Service.

Dr. SNYDER. Mr. Miller.

Mr. MILLER. Mr. Chairman, at USDA, as has been indicated, we do have foreign service officers. As a part of their contract, they do agree to serve overseas, but they have obviously opportunities to opine for which posting they would like to be assigned to.

We have a special provision where we make available priority status for ongoing assignments for those folks who would like to opine and opt for an assignment in Iraq. I don't think we call it, we don't have a foreign service officer right now in Afghanistan. We serve that out of Pakistan.

All the other folks that we have go are purely volunteers. I mean, even the foreign service officers that go to Iraq, as I have indicated, are volunteers. They opt for that assignment. But they do get priority status on going.

The other civil service persons who apply from the other agencies like Natural Resource Conservation Service, Forestry Service or any other branches of the USDA that apply, they are purely volunteers, whether they apply directly to USDA or they apply through the State Department service.

Dr. SNYDER. Mr. Ward.

Mr. WARD. Mr. Chairman, we had a wake up call about three years ago. I remember it very well. We put out our worldwide bid list. It included a lot more positions in Iraq and Afghanistan than we had had before, and we got very few bidders. And we came very close, I mean, to be very technical, like, you know, that close, to forced placement, telling officers, reminding officers that when they joined the foreign service, they signed a statement that they would be available for worldwide and that we were going to have to call them on that.

But we decided that we would try one more time and increase the incentive package——

Dr. SNYDER. May I interrupt you Mr. Ward? Just to be clear, so you do have how many foreign service officers——

Mr. WARD. We have 1,200.

Dr. SNYDER. You have 1,200. You have the authority. All 1,200 of those sign an understanding that you do have that authority to send them to a place like Iraq or Afghanistan.

Mr. WARD. That is correct, including me. I mean, I signed that, too.

Dr. SNYDER. Go ahead. Excuse me.

Mr. WARD. So we decided to, as I said, really increase the incentive package and then make another effort to get those volunteers that everybody is talking about, people that would willingly bid on those jobs, and, knock on wood, it has worked since then. We have scaled-up the incentives. We have done a lot more in terms of just, you know, getting the word out, how important this is, making people that have served there available to talk to people so they understand what the real risks are, what the rewards are, and to date we have not gotten close again to having to force place people.

Dr. SNYDER. Ambassador Thomas, any comments?

Ambassador THOMAS. Yes, sir.

We have been able to staff Iraq and Afghanistan strictly with officers who wanted to volunteer. We have very proud, and we salute them for their service.

If, however, we would need to do direct assignments, the secretary has the authority to direct assignments.

Dr. SNYDER. I appreciate your indulgence, Mr. Akin.

Mr. AKIN. Thank you, Mr. Chairman.

Just one other quick question, and that is, my understanding is within DOD if you are an officer and you are sort of climbing up the ranks of leadership, there are certain basic kinds of assignments that look awfully good on your resume. You almost need to have them if you are going to, you know, maybe reach general officer rank or something like that.

Are there any incentives like that, particularly within State, and maybe they are not as appropriate in some of the other agencies as much as State, but are there incentives that way, where the fact that you have done a couple of years in a hard assignment—obviously, the experience you get there is going to be unlike anything you would get anywhere else. Are there any incentives like that to try to encourage people to build that type of resume?

Ambassador THOMAS. Yes, sir.

We are commissioned officers. We have boxes, as we call them informally, that we have to check in terms of language and assignments if you want to be promoted, and that includes service at hardship posts. Secretary Rice likes to refer to those of us who have served in hardship posts as her "hell-hole gang." Today, 67 percent of the foreign service are serving in hardship posts for worldwide, and we make sure that you have to do that to get promoted.

Mr. WARD. "Yes" is the answer for USAID as well.

When we assign officers to their next assignment, whether junior officers or senior officers, you know, with grey hair like me, one way we look out for those that have served in Iraq and Afghanistan, as well as Pakistan and the south and Sudan, is we take care of them first. We look at their bids and we promise them in black and white that if you served in one of those places, you are going to get one of your top three bids, and I am proud to say that I

think, with only one exception last year, they got one of their top two bids, every one of them.

The point is that we take care of them first, and the rest of the bidders, those serving in other counties around the world, have to wait. And that has given opportunities for upward mobility to people that have served in these two places in particular that you are not sure they would have had otherwise if they were competing with a much bigger pool of officers.

Mr. AKIN. That is all I had.

Thank you, Mr. Chairman.

Dr. SNYDER. Thank you.

I had a few other questions I wanted to ask you.

I wanted to go back to this statement that Mr. Miller and Mr. Swartz and I were talking about, the quote I was picking on you on in your written statements. Which it is a good quote. I mean, there is nothing wrong with it. I mean, your staff obviously recognized good language and, you know—the second sentence is about the Civilian Reserve Corps that you all discussed.

It is the first sentence I want to talk about, because the second sentence says that we can also call on the civilian reserve corps, but in the first sentence is something you are going to do apart from that civilian reserve corps, which it says, "To improve our ability to respond to overseas challenges, provide the personnel expertise needed will require that we increase our numbers of available, trained and deployable personnel and that we support them with a structure in Washington that conducts planning and coordination."

Then it goes on and says, "We also would benefit from a Civilian Reserve Corps."

What does the—I will ask Mr. Swartz and Mr. Miller first and then comments from the other three of you. Apparently the Department of Justice and the Department of Agriculture and the National Security Council agree with this. What should this structure—what does this structure—this is what some of us are trying to get at. What should the structure be that we don't have now?

Mr. Swartz.

Mr. SWARTZ. Mr. Chairman, that is a reference to the civilian—excuse me, the State Reconstruction and Stability Operation itself. As I believe Ambassador Thomas mentioned, or perhaps Mr. Ward, the notion is that there would not only be a Civilian Reserve Corps, but a structure above that consisting of the active response corps that would itself be the coordinating mechanism. That is, we would have an augmented number of personnel in our various agencies that could address and be available to address those kinds of issues, but would be working as well both in terms of coordinating activities ahead of time and working to plan how the civilian reserve corps would be deployed.

So the notion is not simply that there be a reserve corps to draw upon——

Dr. SNYDER. Right.

Mr. SWARTZ [continuing]. But that there be a structure with the State Reconstruction and Stability Office providing the overall structure, but the government agencies involved having augmented personnel and differing responsibilities according to the task.

Dr. SNYDER. Now, did you adopt that statement, that that structure is something different than what we have now?

Mr. SWARTZ. Well, it would be the reconstruction and stability operation, where we thought that is where we do have the outlines of what that structure would look like, as Ambassador Thomas mentioned, in legislation.

Dr. SNYDER. But it is still a work in progress, though.

Mr. SWARTZ. The office is a work in progress. We give actually detailed personnel from the Department of Justice to that office because we believe that it is a valid way, in fact a very important way, of trying to put in place a structure for the future of these types of operations.

Dr. SNYDER. Mr. Miller, did you have any comments?

Mr. MILLER. I was just going to say that I was told by my staff during the break that during the break, NSC inserted that when our statements were circulated through NSC for clearance, that that is where that language was added to our statement. We didn't come up with it on our own. It was added for us during that clearance process.

But the point that has been made already by both Mr. Thomas and Mr. Swartz, that this structure that is envisioned for the future, having a standby reserve corps, all of those things we talked about earlier, is certainly something we would support. We have been asked to detail someone to the secretariat who will be working on this as well at the State Department and we look forward to that. We think it is the most efficient way to, rather than duplicate that activity in every one of the agencies, it makes a lot more sense to have it centralized and coordinated in one place, and we think the Department of State is the best place to have that.

Dr. SNYDER. I asked the former secretary of state some months ago about what this person thought interagency reform should occur, and the response was, we don't need interagency reform, we just need a National Security Council that functions properly. Which is interesting to me, but I don't know if that is right or not.

I wanted to ask a couple of detailed questions. Let us see, who was it that talked about—Mr. Ward—the aging workforce. You mentioned you and other potential retirees.

Does there need to be a congressional response to this? What should be the congressional response to your concern about the depletion in the numbers of people? Are you not having the numbers of people interested in USAID, or are you concerned that you will have people there but your force will go from being a very experienced force to a very junior force?

Mr. WARD. The numbers are pretty stark, Mr. Chairman.

Dr. SNYDER. That is what I saw in your statement, yes.

Mr. WARD. Yes, if you look at the number of foreign service officers with USAID back when I was in high school, say back in the early 1970's, it was, I don't know, 15,000 or 16,000, ten times our size today. Now, I am not saying we have to be that large again. But as our leadership looks at the challenge of responding to needs for surges and the ability to help out with what Ambassador Herbst is trying to put together, in terms of this new conflict and this new stabilization office. I mean, a lot of those officers are going to come from USAID foreign service. These are not separate.

We are concerned, and so they are looking at a number of ways to solve the problem. The good news is that, and I mentioned this in my oral remarks, when I go out and talk to young people and when I look at the numbers of applications we get for opportunities in the foreign service with USAID, the world in which we work is not scaring young people away. That is very encouraging.

We need the resources to hire more of them, and that is what our bosses are looking at now, is, you know, how to better get those resources or make some adjustments within our own budget to accommodate that.

Dr. SNYDER. Mr. Akin, you want me to finish my questions?

Mr. AKIN. Sure, go ahead.

Dr. SNYDER. Mr. Swartz, I had two questions for you. One is related to your statement in which you have kind of a range of assignments to these combat zones. Some are 90 days, some are 120 days. You certainly have people that stay a year or two. But I think it was maybe the DEA folks that maybe have 120-day turnovers. That is a fairly—I am sure it seems like to somebody who hasn't had to spend, you know, 3 days in Iraq let alone 3 months or 15 or 20 months, but in terms of the kind of work that they are doing, that is a fairly quick turnover. Has that been an issue? I suspect the longer the rotation, the less interest in it. but has that worked out relatively well, that 120 days, or does it seem there is a lot of catch up with new people coming onboard?

Mr. SWARTZ. Mr. Chairman, I think it has worked from an operational point of view, and I should say that in both countries the law enforcement agencies particularly, it depends on the nature of the task, but it may have a country attache who is there for a year or longer. May have several people in that regard that form the backbone, if you will, of the liaison relationship, so that if the FBI has personnel in both countries, the DEA has a country attache team in Afghanistan that is there long-term.

The reason for the deployments is, it can work that way, is largely because they are there for specific law enforcement purposes, oftentimes operational matters, and oftentimes for a number of these law enforcement agencies, teams are rotating back in and out, so it is not a new group of people every time. Some people volunteer to return. That is not an uncommon matter to see.

And it is also I think fair to say, it reflects the fact that these people have important law enforcement missions back in the United States or elsewhere worldwide. These are oftentimes specialized teams of counterterrorism, counter-narcotics experts, so they may have——

Dr. SNYDER. Overseas experience.

Mr. SWARTZ [continuing]. And they have ongoing case responsibilities there. But we find that the differing deployments work according to the agency and we have let the law enforcement agencies make those kind of operational decisions.

Dr. SNYDER. I wanted to ask one question to you, Mr. Swartz, mainly because of your legal background, but you may choose to defer on it today. The issue of the Federal Tort Claims Act, and I think I want to maybe not address this as to a war zone situation, but when we have civilian personnel of the United States government that are overseas, and let us suppose they are seen by a U.S.

Government care doctor or nurse or whatever, and feel like they were not—they or a family member were not properly treated, is it your opinion that the remedy is appropriate at this time, or do we have some cloudiness in the current state of Federal tort law.

Mr. SWARTZ. Mr. Chairman, with your permission, I would be glad to take that question back to my——

Dr. SNYDER. Why don't you take that for the record.

Mr. SWARTZ [continuing]. Civil colleagues at the Department of Justice, and we will certainly get you an answer on it.

Dr. SNYDER. That will be fine.

Mr. SWARTZ. And may I also mention two other members of my team who served in Iraq? Michael Jeffroy, who served in the Marines there, and John Uler, who is both a Marine and also served in Iraq with the Department of State as well.

Dr. SNYDER. Thank you.

And then, I just want to give any of you any comments you want to make, because Mr. Akin and I have been tossing this around for some time, and some of you alluded to it, but any final comments that you may want to make about this issue that has been out in the press, that there has been some discontent on the part of the Department of Defense and the military with regard to the ability of the civilian positions to get filled in Iraq and Afghanistan.

Do you feel that was fair or unfair? Have we caught up? Do we still have a ways to go?

Mr. Ward, you acknowledged that three years ago we had a problem. Do you feel like you have caught up? Or maybe you don't want to comment.

Does anyone have any comment on that issue?

Ambassador Thomas.

Ambassador THOMAS. Sir, I would like to say that every year we have filled our positions with volunteers in Iraq and Afghanistan. We expect that we will be able to do that again.

I don't know where this urban legend, if it is, has come, that we have been unable to fill positions, but the State Department has, through foreign service, civil service and contractors filled positions that Ambassador Crocker, General Petraeus and their predecessors have requested of us.

With me I have Barbara Stevenson, who was our PRT specialist working on this every day at State and throughout the interagency process.

Mr. WARD. I would just add to that, with all due respect to our colleagues at the Pentagon who may have said that, the requirements are set by an interagency group that includes the military. And we, as Ambassador Thomas has said, we have met those.

Now, we sometimes perhaps were not as quick as they want us to be because we have to get security clearances for people if we are hiring them from the outside for a particular expertise, or there may be a health issue, but we are up to date.

And the other point that I would make, which I also make in my written testimony, is I don't believe that the answer is necessarily send a whole lot more civilian officers over there. If it were in a dangerous environment, it is not necessarily a good thing to have a whole bunch of civilian officers inside Embassy Kabul or inside

Embassy Baghdad or any PRTs where it is not safe for them to get out and do their job.

Dr. SNYDER. I think the issue though is once the slots have been determined—you know, I understand what you are saying.

Anyone else have any comments?

Mr. SWARTZ. Mr. Chairman, from the law enforcement side, the Department of Justice believes it has met the requirements that have been both suggested and has gone beyond the case of law enforcement agencies that have their own missions to perform in these countries on counterterrorism and counter-narcotics. Certainly as our roles have expanded on the rule of law side, with regard to assisting the United States attorneys or other Federal prosecutors, we have tried to increase our recruiting process to meet the additional needs, for instance with law and order task force or taking on the rule of law coordination responsibility.

We now have six on the ground. We expect to have eight by the end of November and decrease the numbers thereafter.

Dr. SNYDER. I think Ambassador Thomas, just in closing, I don't think we need to consider that an urban legend. I mean, Secretary Gates has made some public statements expressing some frustration about not having civilian side slots all filled.

I think part of the confusion has been distinguishing between State Department foreign service officers and other civilian personnel. I think that may be part of it.

I also think that part of it has come from the first report I think of the special inspector general for the reconstruction of Iraq. And Ginger Cruse sitting in that chair testified here several weeks ago that I believe it was only 68 percent of the civilian personnel had been identified that are going to fill in these slots, identified by the end of this year.

Well, she may be wrong, and we will have other opportunities to deal with the special inspector general for the reconstruction of Iraq, but that is not urban legend. That is somebody doing some counting whose conclusions are different than what you all are telling us today, so——

Ambassador THOMAS. Sir, with all due respect, our season, our Iraq bidding season begins now. We are just starting to fill positions for 2008 before——

Dr. SNYDER. You are talking about foreign service officers?

Ambassador THOMAS. Foreign service officers.

Dr. SNYDER. Foreign service officers.

Ambassador THOMAS. Yes, sir, and civil service. We also hire contractors. But we, the State Department, has filled these positions, and all I can say is maybe the numbers, and I do not know Ms. Cruse, and I did not know of her testimony, we are at 70 percent today of the people that we need for 2008. Our bidding season in which people can volunteer for Iraq, Afghanistan and other posts is still going on and has not closed yet.

Dr. SNYDER. Mr. Akin, do you have anything further?

We appreciate you all being with us today, and you should feel free to, if you have anything that you want to submit to the record, take this as an open invitation to make any additional comments you want to make.

We are adjourned.

[Whereupon, at 4:18 p.m., the subcommittee was adjourned.]

A P P E N D I X

OCTOBER 16, 2007

PREPARED STATEMENTS SUBMITTED FOR THE RECORD

OCTOBER 16, 2007

Opening Statement of
Chairman Dr. Vic Snyder
Subcommittee on Oversight and Investigations

Hearing on "Civilians on the Battlefield: Incentives, Benefits and Medical Care for Federal Civilian Employees Deployed to Iraq and Afghanistan"

October 16, 2007

The hearing will come to order.

Good morning, and welcome to the Subcommittee on Oversight and Investigations' hearing on incentives, benefits and medical care for federal civilian employees deployed to Iraq and Afghanistan. This is the committee's third meeting to discuss these issues.

On September 18th, witnesses from the Departments of Defense and Labor and the Government Accountability Office testified before this committee on benefits and medical care for DOD civilian employees. On September 24th, the Deputy Secretary of Defense issued a Department-wide memorandum to remind everyone that military treatment facilities would care for injured DOD civilians and to announce updates in how wounded DOD civilians are to be medically tracked.

On October 2nd, the committee held an informal discussion with wounded DOD civilian veterans of Iraq and their advocates about particular problems they experience in trying to get medical care and support after deployment.

Today's focus will be on the civilian personnel from non-DOD agencies who volunteer to serve in a combat zone.

Since September, the Subcommittee has been investigating a variety of interagency issues raised by the ongoing wars in Iraq and Afghanistan. Military means alone are clearly not enough to bring about success in either country. Civilians from across the federal government are increasingly being called upon to help us achieve our goals in these dangerous environments, through the use of Provincial Reconstruction Teams and other programs.

An unfortunate but inevitable consequence of deploying civilians to combat zones is that some of them may be injured or killed. This risk was underscored by the recent death of a U.S. Department of Agriculture employee in Afghanistan. Tom Stefani [stef-*uh*-nee] was killed on October 4th by a roadside bomb while performing his duty as an agricultural advisor to a PRT. The committee offers its deepest sympathies to the family, friends, and colleagues of Mr. Stefani and to those of all the other civilian personnel who were killed or wounded while serving in high-threat regions.

We thank all federal civilian employees who have volunteered to serve in combat zones for their sacrifices and their service to our nation.

The purpose of today's hearing is to consider issues related to the hazardous nature of this duty.

First, given the critical need for U.S. government federal civilian employees to deploy to Iraq and Afghanistan, what kind of incentives and benefits are provided to encourage those with the right skills and experience to do so?

Second, what practices and policies are in place to provide medical care for deployed federal civilian employees, both while overseas and upon returning home? We want to be assured that these veterans, just as with our military veterans, are not forgotten after their deployment and that they are not abandoned when they need medical care or help to navigate the workers' compensation process.

One area of particular interest is whether civilians receive adequate diagnoses and treatment for mental health disorders that commonly occur in combat zones, such as Post-Traumatic Stress Disorder. The State Department's Office of Medical Services recently surveyed 877 Foreign Service Officers, including 474 who served in Iraq or Afghanistan, about stress-related symptoms that appeared after serving unaccompanied tours in dangerous and isolated posts. The survey showed that 18 respondents *probably* had symptoms of PTSD and 132 *possibly* had symptoms. Compare these results with the Department of Labor report that a total of only eleven claims have been filed for "various emotional conditions" by employees from all federal agencies. I would like to hear from witnesses how we reconcile this large disparity.

How we compensate and care for today's deployed civilians will be noted by those who are considering the nation's calls for future volunteers—such as the expanded PRT program or Civilian Reserve Corps that the President announced in his January State of the Union Address. The success of the transition from conflict to stability in regions of national interest will depend heavily on the efforts of civilians. If our nation asks them to volunteer for these hazardous missions, then we are responsible for their well-being.

We have assembled a panel of witnesses to help us examine these issues:

- Ambassador Harry Thomas, Director General, U.S. Department of State
- Mr. Mark Ward, Senior Deputy Assistant Administrator for Asia & Near East Bureau, U.S. Agency for International Development
- Mr. Kirk Miller, Associate Administrator for the Foreign Agriculture Service, U.S. Department of Agriculture
- Mr. Bruce Swartz, Deputy Assistant Attorney General Criminal Division, U.S. Department of Justice
- Mr. Larry McDonald, Deputy Assistant Secretary for the Office of Technical Assistance, U.S. Department of Treasury

Welcome to all of you and thank you for being here. After Mr. Akin's opening remarks, I'll turn to each of you for a brief opening statement. Because we have such a large panel, I ask that you keep your oral statements to 5 minutes or less. Your entire prepared statements will be made part of the record.

On an administrative note, we will use our customary five-minute rule today for questioning, proceeding by seniority and arrival time.

With that, let me turn it over to our ranking member, Mr. Akin, for any statement he would like to make.

Statement of Ranking Member Todd Akin

Subcommittee on Oversight and Investigations

House Armed Services Committee

Civilians on the Battlefield: Incentives, Benefits and Medical Care for Federal Civilian Employees Deployed to Iraq and Afghanistan

October 16, 2007

Thank you, Mr. Chairman.

Good afternoon to our witnesses; thank you for being here today. Today's hearing continues the subcommittee's inquiry into the benefits and medical care for federal civilian and U.S. contract employees deployed to Iraq and Afghanistan.

We have already had two very informative sessions on this critical topic. At our first hearing last month, witnesses from the Department of Defense, the Department of Labor, and the Government Accountability Office provided invaluable perspective into the overall framework of these benefits. In a subsequent closed session, the subcommittee heard how these policies affect real people by hearing from Department of Defense and Department of State employees who have served in Iraq and Afghanistan.

As expected, these on the ground witnesses described both successes and failings of the bureaucratic system established to compensate and provide medical care to civilian employees deployed to Iraq and Afghanistan.

An abiding concern of this subcommittee, and indeed, the entire Armed Services Committee, is that an inordinate amount of the burden for staffing PRTs has fallen on DOD, both in the provision of military personnel to staff positions until civilians can be recruited and by the fact that DOD civilians have had to step up and fill many, many positions in the absence of qualified personnel from other agencies.

This subject, in many ways, goes to the heart of an issue that this subcommittee keeps returning to – how can the U.S. government incentivize U.S. civilians across the interagency to deploy to combat zones. And is it merely a matter of finding the right incentives, or do other agencies of the federal government simply do not possess employees with the skills needed for nation building?

Today's hearing should give us a sense of the pay and health care benefits civilian federal employees and contractors from non DOD agencies receive in theater and when they return home. If they are different in some ways from DOD civilian benefits, we need to understand the reason for these differences and the impact these differences have on recruiting qualified personnel, and more importantly, caring for those who may be harmed in the execution of these difficult and arduous duties. This information will help the subcommittee assess whether the benefits package we offer civilians in

Iraq and Afghanistan is the right set of incentives so that the best and most capable civilians sign up for these critical posts.

Once again, I want to state for the record my deep respect and appreciation for all of the civilians who risk their lives carrying out critical missions in what is often a dangerous environment. We were all saddened by the recent death of a Department of Agriculture employee in Afghanistan and continue to be impressed and grateful for all Americans, uniformed or civilian, serving our Nation in harm's way.

Again, thank you for being here today. I look forward to hearing your testimony.

STATEMENT

OF

HARRY K. THOMAS, JR.

DIRECTOR GENERAL OF THE FOREIGN SERVICE AND
DIRECTOR OF HUMAN RESOURCES
DEPARTMENT OF STATE

BEFORE THE
SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATION
HOUSE ARMED SERVICES COMMITTEE

OCTOBER 16, 2007

INTRODUCTION

Mr. Chairman and Members of the Subcommittee, thank you for this opportunity to testify before you today and address the Department's efforts to support our dedicated employees serving in Iraq and Afghanistan.

The men and women of the State Department, through their presence in every corner of the world, serve on the front lines in the global struggle against terrorism. Our commitment to supporting American interests abroad has remained steadfast and, in fact, is second to none. We know terrorism first-hand, having lost colleagues – American and foreign national alike – throughout the years and, most dramatically, in the embassy bombings in Lebanon, Kenya, and Tanzania. For our size, I would note that the entire Foreign Service corps is less than one military division, we are doing our part to protect and defend America. With your support, through initiatives such as the Civilian Reserve Corps, we will be even better able to respond to the demands our country faces in helping others build democracy.

Although I have served as Director General of the Foreign Service for only one month, I have taken a keen interest in ensuring that the services we provide to our personnel serving in Iraq and Afghanistan support them and their families as they fulfill this vital mission. In fact, I am leaving for Iraq today to personally survey the Department's operations and learn first-hand.

STAFFING

One of the Department of State's highest priorities is positioning our people in line with the nation's most critical foreign policy needs. Those needs have changed considerably since the end of the Cold War and again since the tragic events of 9/11. Sixty-eight percent of the Foreign Service is "forward deployed" at all times, serving overseas in support of the Department's global mission. Despite the need for two years of training to

gain proficiency in key critical languages such as Arabic and Chinese, our current staffing levels permit only five percent of the Foreign Service to be in long term training of any kind. The median hardship differential for overseas positions is now 15%, and nearly 60% of our embassies are classified as hardship posts. Over 700 of our people are in locations too dangerous for families to accompany. The men and women of the Department serve under dangerous and challenging circumstances throughout the world. In fact, approximately 20 percent of our Foreign Service employees have volunteered to serve in Baghdad, Kabul, and/or the Provincial Reconstruction Teams located throughout Iraq and Afghanistan.

In order to fill our most critical overseas positions first, including those in Iraq, we introduced substantial changes to the assignments process in 2006. We assign the hardest to fill jobs first and have changed our Fair Share rules to require service at hardship posts more frequently. We have eliminated extensions at posts with less than 15% differential. We successfully filled 90% of our positions in Iraq for 2007, including those in Baghdad and in the Provincial Reconstruction Teams (PRTs), with volunteers, and we filled nearly all of our unaccompanied positions worldwide – also with volunteers. This fill rate for Iraq compares very favorably with the State Department's world-wide fill rate. In Afghanistan, we filled 100 out of 101 Foreign Service jobs, including all 78 positions in Kabul and 22 out of 23 PRT positions in the summer 2007 cycle. With only 11,500 diplomats to staff 267 posts worldwide, the State Department constantly stretches to get the best talent where it is most needed.

In order to continue to meet effectively the challenge we face in staffing Embassy Baghdad and the Iraq PRTs with qualified officers, we introduced in June 2007 the first-ever country-specific special assignments cycle -- for Iraq. Even though no other assignments for 2008 have yet been made, as of October 3 we have filled more than 50% of the summer 2008 vacancies in Iraq – with volunteers. We will continue to work throughout the fall to find the best qualified men and women to serve at the Embassy in Baghdad and in the PRTs.

INCENTIVES

Foreign Service and Civil Service career employees who serve in Iraq are eligible for financial and non-monetary incentives as outlined in the Department's Iraq Service Recognition Package. The package includes, but is not limited to, the following:

- ***Compensation:*** Employees in Iraq and Afghanistan receive their basic salary plus 70 percent in differentials for danger and hardship service. In addition, junior officers are eligible for premium pay for overtime work and midlevel officers qualify for an additional special differential of 20% of basic salary to compensate for the long hours worked.
- ***Support for Families:*** The Department is committed to easing the difficulty of extended separation for the employees in Iraq from their families. Employees may leave their families at their previous overseas posts, contingent upon host country rules and regulations, or can receive a separate maintenance allowance to defray the costs of supporting their families at a location of their choice.
- ***Onward Assignment Preference:*** Bureaus give the highest consideration to bidders coming out of Iraq. Employees who serve in PRTs or REOs in Iraq are guaranteed one of their top five at-grade, in-cone choices for onward assignments. In addition, some mid-level Baghdad positions are now linked to onward assignments.
- ***Rest and Recuperation (R&R):*** Employees in Iraq and Afghanistan are entitled to a number of R&R trips and regional rest breaks based on the length of service in Iraq.
- ***Promotion Consideration:*** Service in Iraq and Afghanistan is looked on favorably by the Department's Selection Boards who recommend employees for promotion, though sustained exemplary performance throughout the period under review remains the key factor for promotion consideration.

Beyond our new assignments procedures and the attractive Iraq Service Recognition Package, the credit for our success in staffing positions in Iraq goes to the dedicated men

and women who—in the finest tradition of the Foreign Service and the Department in general—have taken on board the need for change and are committed to serving the needs of America. The Secretary and I are grateful and proud of their service. We recognize that many State Department personnel are serving in dangerous and difficult posts and that all, including those serving elsewhere in the world beyond Iraq and Afghanistan, are advancing our nation's interests.

IN-COUNTRY SUPPORT FOR EMPLOYEES

The Department is committed to meeting the medical and mental health needs of our employees preparing for, serving in, and returning from assignments in Iraq and other overseas locations. The Department's Office of Medical Services has operated a Foreign Service Health Unit in Baghdad since July 2004 to meet the routine medical needs of State employees in Iraq. The Health Unit is staffed by a general medical officer, two nurse practitioners, and a registered nurse. A Master of Social Work (MSW) clinical counselor familiar with stress and Post-traumatic Stress Disorder (PTSD) issues is also permanently assigned to the Health Unit to provide mental health support to employees in Baghdad, as well as those serving in the PRTs and REOs. A regional psychiatrist based in Amman, Jordan also makes regular visits to Iraq to consult with employees and offer additional support to the Health Unit. Moreover, the Department's Office of Mental Health Services has a network of regional psychiatrists in the field as a resource for employees at other unaccompanied and onward assignment posts.

PTSD SURVEY RESULTS

The Department of State's Office of Medical Services and the Family Liaison Office recently developed and conducted a survey of Foreign Service employees who had completed unaccompanied tours (UTs) from 2002 until the summer of 2007. The survey included questions about exposures to physical dangers and the impact of danger- and isolation-related stressors upon a broad range of psychological symptoms and psychosocial functioning in these employees. Of the approximately 2,600 employees

who completed unaccompanied tours from 2002 to 2007, survey responses were received from 877 individuals. 74% of the respondents served in Iraq, Afghanistan, Pakistan, or Saudi Arabia (31%, 18%, 15 % and 12% respectively). The other 26% had served in at least one of 13 other unaccompanied posts. In addition, 26% indicated that they had served more than one unaccompanied tour.

Preliminary analysis of the survey results shows widespread indications of stress-related symptoms among employees serving at unaccompanied posts, though the number and severity of these symptoms lessens somewhat over time after completion of the tour. With regard to the specific complex of symptoms that characterize PTSD, the survey results indicate it is probably present in 2% of the respondents. Another 15% of respondents might possibly have PTSD, but would require a more thorough examination to make a definitive diagnosis.

The Department is working with an outside firm to conduct a much more detailed analysis of our survey results to see if responses differ depending upon the specific post where the UT was served; the length of the tour; and the amount of time since departing the post, among others. This will allow for a specifically focused assessment of the stress impact in Iraq and Afghanistan, and possible further distinctions among postings within those countries.

SUPPORTING EMPLOYEES AND FAMILIES

We take the health and well-being of our employees and their families seriously, and Secretary Rice has made clear that she is personally committed to getting our people the help they may need. Even as we await the final results of the in-depth survey analysis, the Department is improving its ability to support employees who may be experiencing PTSD or other mental health issues associated with high-stress assignments. The Office of Medical Services (MED) is reviewing the current pre-assignment briefing and mandatory outbrief sessions to determine what changes might be most effective, such as directing more time to discussion of mental health counseling resources, insomnia, and

social withdrawal. The outbrief is designed to raise awareness of the effects of chronic stress and acute traumatic stress, to provide guidance on coping, as well as knowledge on when and how to seek professional mental health services.

In addition, we are implementing a Deployment Stress Management program and have assigned one of our clinical psychologists to temporarily head the four-position program until staffing is complete. The Deployment Stress Management program will develop, teach, counsel, and become involved in all activities supporting employees involved with unaccompanied tours. Additionally, the Employee Consultation Services (ECS) within the Department's Office of Medical Services offers a variety of different programs including confidential bi-weekly support group for returnees, individual and family clinical assessments, short-term counseling, and if necessary, referral to local private mental health practitioners in the United States.

The Department has also taken a number of steps to better support our families. The Family Liaison Office established a dedicated position for a specialist to work with our families while the employee is serving an unaccompanied tour. We have over 200 such families in the U.S. today, and over 80 of them have loved ones in Iraq. The Family Liaison Office has developed and presented information sessions and a two-day orientation seminar for employees and families preparing for an unaccompanied tour and also contracted last summer with the Managed Health Network to provide separated employees and family members with an educational self-help website, monthly e-newsletter, and a 24/7 hotline for information and referral services. To provide additional support to the children of employees at unaccompanied posts, we are developing age-appropriate handbooks to help them understand and cope with the stress and uncertainty of having a parent serving on an unaccompanied tour. We have also developed recognition awards for the children of those serving at unaccompanied posts.

These are exciting and challenging times. The Department has adapted to changing conditions throughout its two hundred-year history. I am confident that, with your support, we will successfully do so again.

Statement by Mark S. Ward
Senior Deputy Assistant Administrator
Bureau for Asia and Near East
U.S. Agency for International Development
Before the
U.S. House of Representatives
Armed Services Subcommittee on Oversight and Investigations

Tuesday, October 16, 2007

Chairman Snyder, Ranking Member Akin, distinguished members of the Subcommittee, thank you for inviting me to appear before you today. I am pleased to have the opportunity to meet with you to discuss the United States Agency for International Development's (USAID) recruitment, deployment and care of federal employees during and after service in Iraq and Afghanistan.

There has been much progress made regarding employee incentives, allowances and benefits since the inception of USAID activities in Afghanistan in 2001 and Iraq in 2003. While there is still more to be done, I am proud to say that USAID's Foreign Service Officers continue to step up, make sacrifices and meet staffing commitments, not only in Iraq and Afghanistan, but also in our other Critical Priority Countries (CPC) of Pakistan and Sudan.

As you know, the USAID is an independent federal government agency that provides economic, development and humanitarian assistance to over 90 countries around the world in support of the foreign policy goals of the United States. Compared with some of the other organizations also participating in the hearing this afternoon, USAID is very small. USAID has only about 2,400 civil service and Foreign Service employees, of whom only the Foreign Service Officers – about 1200 – serve overseas.

Despite its small size, USAID has been able to meet the demanding staffing requirements in Iraq, Afghanistan, Pakistan and Sudan, entirely on a volunteer basis. To date, roughly 130 employees have served in Iraq and 180 have served in Afghanistan, most for tours of at least one year.

During 2007, USAID Foreign Service Officer positions in both Iraq and Afghanistan have had a nearly 100 percent fill rate. For the coming year, 2008, in Afghanistan only three positions remain unfilled, while in Iraq, approximately eleven positions have not yet been filled. In the upcoming cycle, which starts in late October, USAID anticipates that all remaining positions in both Afghanistan and Iraq will be filled for 2008 by the end of December. To date, approximately 26 percent of all USAID's Foreign Service Officers have served either in Iraq or Afghanistan.

Mr. Chairman, I would also point out that while USAID's small Foreign Service corps represents the USG presence in our field missions, these officers do not work alone. Each USAID mission abroad also includes several categories of employees from various sources: the host country (foreign service nationals or FSNs), contract employees – U.S. and other nationals – and in countries such as Afghanistan and Iraq with limited local capacity, third country nationals (TCNs). In Afghanistan, for example, of the 227 personnel at the USAID mission – which is up from a total of 100 staff three years ago – only 36 are Foreign Service Officers (14 are junior officers and limited term Foreign Service Officers); the remainder are U.S. contract or interagency positions (52), TCNs (18) or FSNs (121). In Iraq, the employment configuration is slightly different, in part because security considerations currently limit the number of FSNs able to work at the USAID mission in Baghdad; however, out of a total 181 employees, 39 Foreign Service Officers currently serve in Iraq compared to 22 officers who served in 2005.

This configuration is a good example of how USAID functions throughout the world: the small cadre of Foreign Service Officers serves as the frontline – the backbone if you will – of our operations abroad, while at the same time, we rely on the services of local professionals, contractors and grantees to get the work done.

With regard to the challenges of filling Foreign Service positions that we are facing today, I would like to describe to the Committee several key innovations that USAID has used that have allowed us to fulfill staffing obligations in Iraq and Afghanistan on a volunteer basis:

Dedicated Personnel: As a development agency, USAID's mandate is to operate in the poorest nations of the world, often in areas of extreme hardship and devastating poverty. Our employees are not strangers to high-risk environments, the destruction of war or natural disasters. I would point to the tsunami in Indonesia and the earthquake in Pakistan as relatively recent examples where USAID has successfully carried out assistance activities under very difficult and danger-fraught circumstances. We are also heartened by the successes that USAID employees and their colleagues from other agencies are achieving as members of Provincial Reconstruction Teams (PRTs) in Anbar Province and elsewhere in Iraq. In Afghanistan, USAID initially placed contractors as representatives on the PRTs in order to get things moving as quickly as possible. Now, we are shifting to Foreign Service Officers into these positions.

USAID Foreign Service Officers, like their counterparts at the Department of State, sign onto the principle of "worldwide availability" and remain committed to going wherever necessary in order to help to implement U.S. foreign assistance. Like their colleagues in the military and at the Department of State, USAID officers are patriotic Americans ready to serve their country—and they are doing so honorably.

Priority Consideration for Onward Assignment: Similar to the State Department, USAID has devised a generous incentives package, consistent with special compensation provisions that Congress generously authorized, to help employees and families cope with the sacrifices they are making for their service in a war zone. At USAID, a key incentive is the preference given for the follow on assignment after Iraq or Afghanistan that allows USAID employees who serve in either country to receive "priority consideration" for their next posting. This means that the employee will receive one of his/her top choices for an onward assignment. Last year, for those bidding in the 2006/7 assignment cycle and finishing their tour of duty during this calendar year, with perhaps only one exception, every USAID Foreign Service Officer received either his/her first or second choice for onward assignment. This incentive is important because it helps employees and families to plan better for the upcoming years. It also enables an employee, for example, to be assigned to a post where there is good high school or some other facility and to avoid a family separation in the process.

Allowing Families to Remain Overseas: Another feature of USAID's incentive program permits families to remain overseas at the previous post of assignment while the employee serves a tour of duty in Iraq or Afghanistan. Allowing families to remain overseas reduces the number of household moves and causes less family disruption.

Salary Differentials: In both Iraq and Afghanistan, employees receive 35 percent hardship and 35 percent danger differentials on top of their base salary. In addition, qualifying officers receive a 20 percent special differential as compensation for the long days and weekend work.

Allowances: Employees are also entitled to Rest and Recuperation (R&R) and Regional Rest Break (RRB). In addition, extra days of administrative leave are provided to compensation for travel delays and other problems associated with getting in and out of a combat zone.

Support: USAID has, with the assistance of MHN, a Health Net company, established a hot line where employees can seek assistance for a variety of problems ranging from mental health to financial management. USAID has also hired a full time Ombudsperson, whose primary task is to assist employees with issues they might have regarding serving in Iraq or Afghanistan and also with onward assignments and family issues. To the extent feasible, we try to establish Eligible Family Member (EFM) positions at these posts, so that spouses can accompany the employee. USAID has had considerable success in this regard in Afghanistan.

Mr. Chairman, USAID has been able to fulfill staffing needs up to this point; however, in looking forward, we are concerned that the pool of qualified Foreign Service Officer volunteers may diminish. In addition, we know that the entire federal workforce is aging. In USAID alone, more than 30 percent of Foreign Service Officers will be eligible to retire in 2007, and by 2011 that number jumps to nearly 46 percent of all officers. While we are using creative approaches to fill mission commitments in these two countries, it is becoming acutely apparent that USAID, as currently staffed and resourced, would be unlikely to be able to meet any expansion to the staffing challenges that we face in Iraq and Afghanistan.

We appreciate the Committee's interest in USAID's approach to providing top quality officers in the critical posts of Iraq and Afghanistan. Our package of incentives and benefits, plus the dedication of the USAID staff has allowed us to perform well so far; however, as we look to the future, we know that the reduced numbers of eligible volunteers will pose new challenges for staffing in the two countries we are discussing today and elsewhere in the world. It is important

that we consider taking specific steps now – for example, by increasing the number of junior Foreign Service Officers and making sure that they sign on with a clear expectation of serving in dangerous assignments throughout the world.

I look forward to discussing this topic with you and members of the Committee today and will be happy to take your questions.

Statement by W. Kirk Miller
General Sales Manager, Foreign Agricultural Service
U.S. Department of Agriculture
Before the U.S. House of Representatives Committee on Armed Services
Subcommittee on Oversight and Investigations
Washington, DC
Tuesday, October 16, 2007

Mr. Chairman, members of the committee, I am pleased to come before you today to discuss the incentives, benefits, and support provided to U.S. Department of Agriculture (USDA) employees who volunteer to serve in combat zones in Iraq and Afghanistan.

Background

Rehabilitating the agricultural sector in Afghanistan and Iraq and USDA's role in assisting these efforts is a critical component to the economic, political, and security environment in both countries. In Afghanistan, 80 percent of the population is involved in farming and herding. In Iraq, agriculture is the second largest contributor to the country's Gross Domestic Product and employs 25 percent of the labor force, making it the largest employer in Iraq.

I want to emphasize how much we appreciate the work of USDA employees who volunteer to serve in Afghanistan and Iraq. USDA employees are serving as Provincial Reconstruction Team (PRT) agricultural advisors in both countries, as technical advisors in Afghanistan, and as ministry advisors in Iraq. In addition, numerous USDA staff have taken on temporary duty (TDY) assignments in both countries. All of these employees are making substantial sacrifices to apply their skills and expertise to revitalizing these countries' agricultural institutions and rebuilding their agricultural capacity. We strongly believe that in return, we should provide them with the most equitable incentives, benefits, and best possible support we can.

In Afghanistan, more than 37 USDA agricultural advisors have served on PRTs since 2003. In addition, there is one long-term USDA advisor, and multiple TDY technical specialists have provided a variety of short-term technical assistance.

In order to effectively assist, train, and demonstrate techniques to Afghan farmers and agriculture officials, USDA advisors travel in the field as part of Provincial Reconstruction Teams (PRTs), which consist of military units of 50-100 personnel with 2-3 civilian U.S. Government advisors. Their work has resulted in the installation of windmills in southern Afghanistan to pump water for irrigation and livestock; rehabilitation of a university laboratory for agricultural teaching; stabilization of eroded river banks and irrigation canals; development of post-harvest storage facilities; rehabilitation of degraded orchards; reforestation; and mentoring of provincial directors of agriculture to help them improve their services to farmers.

As early as 2003, USDA deployed staff to Iraq for long-term and short-term assignments. USDA maintains a permanent presence in the U.S. Embassy Baghdad through the assignment of two Foreign Service Officers. Currently, eight USDA staff have

been deployed to serve on PRTs; one staff serves as the PRT liaison in Baghdad; and four USDA staff serve as ministry advisors to the Government of Iraq (GOI). We also have had two employees volunteer for the Department of State (DOS) Global Outreach (GO) Team, and additional staff have conducted short-term TDYs to Iraq.

As part of President Bush's *New Way Forward*, we anticipate an additional 13 USDA agricultural advisors will be assigned to Iraq by the end of this year. In 2008, up to an additional 15 agricultural advisors may be deployed based upon DOS needs. USDA will also replace the existing four ministerial-level advisors and deploy at least two additional ministry advisors.

To improve our ability to respond to overseas challenges and provide the personnel expertise needed will require that we increase our numbers of available, trained, and deployable personnel within our department and others and that we support them with a structure in Washington that conducts planning and coordination. Agriculture is working with interagency partners and the Coordinator for Reconstruction and Stabilization at the Department of State to build that capacity and to support development of a "civilian reserve corps" of outside experts that we can also call on to fill additional requirements.

Beginning in September 2007, all USDA long-term advisors in both countries serve on 12-month deployments. They work actively with the Afghan and Iraqi Governments, U.S. military, as well as with other civilians from DOS, the U.S. Agency for International Development (USAID) and non-governmental aid organizations, to help harness each country's economic potential by assessing agricultural needs, sharing technical expertise, and developing agricultural projects.

For PRTs, projects in both countries vary depending on the technical needs of the province. Projects have ranged from agricultural extension and natural resources management, to veterinary infrastructure and animal health, to food and animal production and marketing systems. In Afghanistan, two long-term advisors provide technical assistance in areas of veterinary infrastructure development and rural information technology development. Other TDY support is in the areas of sanitary and phytosanitary systems, forestry and natural resources management, extension, and animal health. Ministry advisors to Iraq provide technical guidance in the areas of agricultural extension, sanitary and phytosanitary standards, strategic planning, and soil and water conservation.

Selection /Training Process

In March 2007, former Secretary of Agriculture Mike Johanns reached out to all USDA agencies encouraging them to allow their employees to volunteer for duty as agricultural advisors in Afghanistan and Iraq. As a result, we received over 80 applications: 45 were interviewed; 25 were deemed qualified; and 18 are in various stages of deployment. All are expected to be in Iraq by November 30, 2007. We are recruiting and interviewing for 13 additional PRT candidates for Afghanistan and 15 for Iraq. We expect that all will be deployed no later than March 2008.

Before they are deployed, all long-term USDA volunteer advisors must be medically cleared by DOS and obtain a secret-level security clearance. Concurrently,

USDA PRT liaison officers in country and in Washington work with DOD and DOS counterparts to determine appropriate and individual site placements by matching skill sets of the agricultural advisors with the technical needs of each PRT, making the prospects for success greater.

USDA ensures that all long-term TDY staff fully participate in available security and country study programs as offered by Department of Defense and DOS. Staff going to Afghanistan attend the "Joint U.S. Civilian / Military Afghanistan PRT Training Program" at Fort Bragg, North Carolina. This program covers medical combat life-saving training, force protection training, military – civilian coordination, participation with the Afghan government, and general table-top simulation exercises.

Long-term staff deploying to Iraq are required to attend the Foreign Affairs Counter-Terrorism (FACT) training at the Foreign Service Institute (FSI) training center. This two-week training program includes training on personal safety and area studies related to assignment. Specifically, the course instructs participants in the practical skills necessary to recognize, avoid, and respond to potential terrorist threat situations. Participants are trained to conduct surveillance detection, provide emergency medical care, demonstrate improvised explosive device (IED) awareness, demonstrate familiarization with firearms, and perform defensive and counterterrorist driving.

Staff going to either Iraq or Afghanistan receive USDA-specific orientation both in Washington, D.C., and after arriving in-country. In addition, advisors deploying to Iraq participate in the FSI PRT Team Training and Orientation Program. Upon arrival in country, staff are advised by PRT liaison officers, by the U.S. Embassy Regional Security Officer and medical unit and, in Afghanistan, long-term advisors meet with DOD intelligence officers.

All staff are issued and trained in the use of protective body armor including eye, ear, and torso protective gear.

Compensation and Support Services

Once in country, USDA continues to support our long-term staff through site visits, regular conference calls, and regional workshops and training. Recently, the USDA liaison in Iraq arranged for all agriculture advisors in-country to attend a two-day conference in Baghdad where they exchanged technical information with the GOI and U.S. Government partners. Over 50 participants benefited from this professional exchange. An annual workshop is held in Dubai for PRT advisors in Afghanistan to provide additional technical exchange and provide team building support. USDA PRT liaison officers provide additional support on logistical and administrative matters.

Complete medical care and coverage is provided by the Department of Defense or Department of State—whichever is most accessible at the time when care is needed—while a U.S. Government employee is in Afghanistan or Iraq.

DOS and USDA employee assistance programs are available upon request. These programs provide staff an outlet to discuss any personal issues that may arise due to their volunteer assignment.

When it comes to incentives and benefits, USDA follows the model of the DOS Afghanistan and Iraq Service Recognition Packages. These packages outline the variety of special pay and leave incentives available to those serving in these combat zones. In addition, staff participate in USDA headquarters pre-deployment consultations where questions related to salary and benefits can be addressed. Long-term staff receive pay differentials, including danger pay, post differential, and Sunday differential on top of their regular salary. This differential package equates to an additional 75 percent of base salary plus applicable overtime compensation. Additionally, our Foreign Service Officers serving in Iraq receive priority consideration for their next assignment, similar to the practice at DOS and USAID.

USDA's leave package for long-term staff includes the opportunity to return to the United States three times during each 12-month deployment for rest and relaxation and consultations in Washington, D.C. Advisors are also offered the option to take this leave in the region.

Understanding the need for communications back to Washington or home of record, USDA provides each long-term staff with both a satellite phone and cell phone; many equipped with Global Positioning (GPS) units. In the case of an emergency, USDA has provided points of contact to family members and USDA staff for the deployed staff to contact. Also, within country there are protocols for conveying emergency information. USDA has established a web-based portal for sharing information, networking, and exchange of technical resources between long-term staff in each country. Our headquarters staff participate in DOD training activities in Washington and other areas around the country to brief U.S. military personnel on USDA activities in Iraq and Afghanistan so that they have a better understanding of what USDA aims to accomplish and so that DOD can provide additional support when needed.

Conclusion of deployment

Upon their return, all agricultural advisors are given an opportunity to debrief with Washington-based USDA staff. Upon return all staff have full access to the DOS and USDA Employee Assistance Programs. Each volunteer is assured the opportunity to return to the same salary and benefits that he or she had prior to deployment.

Finally, it is with much sadness that I make you aware of the recent death of a USDA Forest Service employee on voluntary assignment with the USDA Foreign Agriculture Service (FAS) in Afghanistan. He was serving on a Provincial Reconstruction Team (PRT) as an agricultural advisor when he lost his life in an explosion that impacted his convoy near Ghazni.

USDA agricultural advisors are providing tremendous assistance to the people of Afghanistan and Iraq as they improve their livelihood and rebuild their agricultural sectors to effectively become engines for economic opportunity and growth. Advisors' work is

challenging, but the rewards to both the advisors and their recipients are great. Our job is to provide all the support we possibly can to these brave men and women and, in cases of emergency, their families.

I want to thank you for allowing me to present the incentives, benefits, and support that USDA provides to its employees who volunteer to serve as agricultural advisors in Iraq and Afghanistan. I look forward to any comments or questions you may have. Thank you.

Department of Justice

STATEMENT

OF

BRUCE C. SWARTZ

DEPUTY ASSISTANT ATTORNEY GENERAL

CRIMINAL DIVISION

UNITED STATES DEPARTMENT OF JUSTICE

BEFORE THE

HOUSE COMMITTEE ON ARMED SERVICES

U.S. HOUSE OF REPRESENTATIVES

CONCERNING

DEPARTMENT OF JUSTICE PERSONNEL DEPLOYED TO AFGHANISTAN AND IRAQ

OCTOBER 16, 2007

Mr. Chairman and members of the committee, I am pleased to appear before you today to discuss the role of the Department of Justice's (DOJ) personnel deployed to Afghanistan and Iraq, the important and courageous work they do, and the challenges the Department faces in deploying personnel to those countries.

As you know, promoting the rule of law is central to the creation of democratic institutions. This requires sustained, long term efforts, to which the Department of Justice is firmly committed. Through the use of reimbursable and non-reimbursable details, DOJ employees have been (and continue to be) temporarily assigned in direct support of the development of the judicial and law enforcement sectors in Iraq and Afghanistan. DOJ's efforts in both countries depends on our partnership with numerous other government agencies and our ability to attract highly qualified civilian employees to support these development efforts.

To improve our ability to respond to overseas challenges and provide the personnel expertise needed will require that we increase our numbers of available, trained, and deployable personnel within our department and others and that we support them with a structure in Washington that conducts planning and coordination. DOJ is working with interagency partners and the Coordinator for Reconstruction and Stabilization at the Department of State to build that capacity and to support development of a "civilian reserve corps" of outside experts that we can also call on to fill additional requirements.

For decades, the Department of Justice has deployed federal prosecutors and law enforcement agents overseas to serve as advisors and liaisons with our international partners. Following U.S. military action in Afghanistan and Iraq, and with the support of the Department of State, the Department quickly deployed teams of prosecutors and police experts to assess what the United States Government could do to support the development of the judicial and law

enforcement sectors of each country. Since that time, DOJ has deployed hundreds of full-time personnel, and over eleven hundred contractors, in support of our missions in Afghanistan and Iraq. All are volunteers who have sacrificed time with friends and families in order to further the respect for the rule of law around the world, and to help fight crime and terrorism. I appreciate this opportunity to share with you some of the fruits of their efforts, and how they are compensated for their sacrifices, as well as the challenges the Department faces going forward.

DOJ personnel deployed internationally come from nearly every agency within the Department. They include prosecutors and administrative personnel from Main Justice and the U.S. Attorneys Offices (USAO) around the country; special agents from the Drug Enforcement Administration (DEA); the Federal Bureau of Investigation (FBI); the Bureau of Alcohol, Tobacco, and Firearms and Explosives (ATF); Deputies from the U.S. Marshals Service (USMS); and intelligence analysts from the National Drug Intelligence Center (NDIC). At a minimum, these personnel serve on three to six month temporary duty assignments to Afghanistan and Iraq. Some serve longer: the Assistant U.S. Attorneys (AUSA) from around the country and DEA agents who serve at the Criminal Justice Task Force in Kabul, and the AUSAs who serve as Resident Legal Advisors throughout Iraq, spend at least one year or more on assignments in these danger zones. In addition to our full time employees, the Department has hundreds of contractors currently serving as police trainers in Iraq, and a smaller number of contractors currently serving in Afghanistan.

AFGHANISTAN

The Department's largest presence in Afghanistan comes from the DEA, but our personnel there include Special Agents from the FBI, Deputies from the USMS, a limited

number of police investigation trainers/mentors, and four specially selected Senior Federal Prosecutors. The prosecutors serve as trainers/mentors to a select group of Afghan investigators, prosecutors and judges at the recently established Criminal Justice Task Force and the Central Narcotics Tribunal located in Kabul.

DEA Activities in Afghanistan

The DEA's commitment to counternarcotics enforcement is demonstrated by its global assignment of personnel and material to stem the flow of illicit drugs into the United States. The importance of that commitment is particularly acute in Afghanistan, where the illicit narcotics trade threatens the very viability of that nation's nascent democracy, and helps to fund and support the activities of the Taliban and terrorist groups that attack our allies and our own forces. As part of this effort, the DEA has expanded its presence by stationing Special Agents and Intelligence Analysts to enhance counternarcotics capabilities in Afghanistan. The DEA also provides counternarcotics training to Afghan security forces such as the Counternarcotics Police – Afghanistan (CNP-A). Together with the Department of Defense, DEA trainers have embarked on a multi-year mission to make the CNP-A's National Interdiction Unit capable of independent operations within Afghanistan. Progress in this area is on a steady pace.

In addition to an expanded country team in Afghanistan, DEA has established specially trained, Foreign-deployed Advisory Support Teams (FAST). The FAST program is a key tool by which DEA advances its enforcement and training operations. FAST currently consists of three teams of ten specially trained agents and analysts, who deploy to Afghanistan for 120 days at a time to assist the Kabul Country Office and the CNP-A in the development of their investigations. FAST members possess a unique skill set. As DEA agents they are trained criminal investigators, but because of the environment in which they operate in Afghanistan and

the demands posed by the work they perform, military training is also needed. To facilitate the latter, the Department of Defense has created a seven week program consisting of operations and weapons training, emergency medical care, and explosive and demolition training.

The first FAST deployments to Afghanistan were in April 2005 and teams have regularly rotated to Afghanistan since then. They provide guidance to their Afghan counterparts while also conducting bilateral investigations aimed at the region's narcotics trafficking organizations. FAST operations, which are supported and largely funded by DOD, also help with the destruction of existing opium storage sites, clandestine heroin processing labs, and precursor chemical supplies directly related to our investigations.

Criminal Division Activities in Afghanistan

One of the significant, lesser known success stories from Afghanistan is the work of DOJ's four Senior Federal Prosecutors and three senior criminal investigator trainers/mentors at the Criminal Justice Task Force (CJTF) and the Central Narcotics Tribunal (CNT). Since 2005, the Criminal Division has deployed two to four experienced AUSAs to Kabul to work with the DEA, international colleagues from the United Kingdom and Norway, and our Afghan partners, to help develop the CJTF and the CNT. Currently, we have four AUSAs stationed at the U.S. Embassy in Kabul. They serve a minimum of one year tours, and several have elected to extend their initial commitment. The successes of their efforts are dramatic. Working within an Afghan judicial system nearly destroyed by decades of war, our AUSAs helped the Afghans craft new counternarcotics laws that created a specialized investigative/prosecutorial task force and a specialized court that has exclusive nationwide jurisdiction for mid and high level narcotics trafficking cases in Afghanistan. With the new laws, and with training and mentoring from our AUSAs, the Afghans have begun the use of new and advanced investigative techniques and

prosecutorial methods and tools. To date, the Central Narcotics Tribunal has successfully heard hundreds of cases. One significant example of their accomplishments is the recent sentencing of Haji Baz Mohammed ("Mohammed") in the United States District Court for the Southern District of New York. Just two weeks ago, the Court sentenced Mohammed, an Afghan heroin kingpin closely aligned with the Taliban, and the first defendant extradited to the United States from Afghanistan, to 15 years in prison for managing an international narcotics trafficking organization that imported millions of dollars of heroin into the United States. Between 1990 and 2005, Mohammed's heroin trafficking organization was responsible for manufacturing and distributing millions of dollars in heroin in Afghanistan, Pakistan, and ultimately in the United States. He operated under protection from the Taliban, funded their efforts, and bragged that his activities were part of a Jihad against Americans by poisoning them with heroin. His extradition to the United States would not have been possible without the efforts of the DEA personnel in Afghanistan, and the work of the AUSAs assigned to the CJTF at the time of his extradition.

The Criminal Division also has one full-time employee detailed to the Department of State who is serving in Afghanistan as the Deputy to the Commanding General of Combined Security Transition Command – Afghanistan, who has responsibility for U.S. police development and training efforts in Afghanistan.

ATF Activities in Afghanistan

Last month, the ATF successfully completed its first Military Postblast Investigation Techniques course for all services in Afghanistan. The Department of Defense has already requested a second course for its Explosive Ordinance Disposal personnel in Afghanistan.

FBI Activities in Afghanistan

The FBI personnel in Afghanistan work on criminal investigations and counter-terror missions. Currently, the FBI has a Legal Attaché and two Assistant Legal Attachés stationed at the U.S. Embassy in Kabul, as well as more than 33 Special Agents, technicians, and analysts who serve 90 day details in Afghanistan. Their priorities include conducting detainee interviews and biometric processing; providing technical support and intelligence in order to identify trends, target IED makers and enable both offensive and defensive counter operations by coalition forces; exploiting the thousands of documents seized from Al Qaeda and Anti-Coalition Forces; and providing counterterrorism training to our Afghan allies and US military personnel.

USMS Activities in Afghanistan

Rotating teams of Deputies from the USMS provide security to our team in Kabul at the CJTF, and are helping to establish a judicial security force for the CNT. Additionally, they have provided security design advice for the soon to open Counternarcotics Justice Center in Kabul. This new facility will not only provide a secure environment for the daily activities of the CJTF and CNT, but will also include prisoner detention facilities, secure courtrooms, and a dining facility for the Afghan security forces and judicial personnel.

IRAQ

As in Afghanistan, the Department has deployed federal employees as well as contracted police trainers to Iraq as part of the U.S. partnership with the Iraqis to rebuild the judicial and law enforcement sectors within their country.

Rule of Law Coordinator

The Rule of Law Coordinator is a position recently assigned to Assistant U.S. Attorney James Santelle by the U.S. Ambassador as part of a complete reorganization of United States rule of law efforts in Iraq. The Embassy vested AUSA Santelle "plenary authority and complete responsibility for ensuring that all participants in the Rule of Law work of the Embassy are designing and implementing their programs and programs and projects consistent with and in promotion of a unified vision and plan." As a result, approximately 300 U.S. employees and a dozen organizations come under his guidance. We are grateful for the scope of the trust and confidence reposed in a Department of Justice employee at a U.S. embassy.

Justice Attaché

The Justice Attaché is responsible for formulating strategy and ensuring coordination of DOJ activities in theater. The current Justice Attaché is a former judge from North Carolina.

CRM/ICITAP

One of the largest DOJ programs in Iraq is managed by the Criminal Division's International Criminal Investigative Training Assistance Program (ICITAP). Created in 1986, ICITAP, in partnership with, and funding from, the United States Department of State, has become a leader in law enforcement development and training worldwide, with active programs in 48 countries around the globe. ICITAP's mission is to help achieve U.S. criminal justice and foreign policy goals by assisting in developing sustainable foreign law enforcement institutions that promote democratic principles, instill respect for human rights and human dignity, and reduce the threat of transnational crime and terrorism.

ICITAP's activities, implemented at the direction of State, USAID, or other funding USG funding entity, encompass three principal types of assistance projects: (1) enhancing capabilities

of existing law enforcement institutions in emerging democracies; (2) assisting nations on the frontlines of the fight against terrorism; and (3) developing law enforcement institutions in the context of post-conflict reconstruction or international peacekeeping operations. In all of its assistance projects, ICITAP seeks to avoid piecemeal training efforts, and to instead focus on the comprehensive, long-term development of police forces and corrections institutions. Further, and whenever possible, ICITAP and its sister agency - DOJ's Overseas Prosecutorial Development, Assistance, and Training (OPDAT) - seek to integrate their assistance programs, and to work with other federal law enforcement agencies, in order to simultaneously develop all three pillars of the criminal justice system: police, courts, and corrections.

Worldwide, ICITAP has 21 federal Senior Law Enforcement Advisors (SLEAs) deployed overseas. They are usually attached to the local U.S. embassy or mission, and oversee the management and delivery of the police development programs in-country. Programs that are too small to support an in-country SLEA are managed by federal ICITAP headquarters (HQ) staff in Washington. Depending on the particular program, ICITAP also may utilize subcontractors to staff their programs. While ICITAP sometimes uses a contract to procure certain personnel and services, at all times, it is ICITAP employees that develop, manage, and evaluates all of its programs.

Earlier this year, I testified before the House Armed Services Subcommittee in greater specificity about ICITAP's efforts in Iraq, but it bears repeating that ICITAP's budget comes almost exclusively from project-specific funding provided by the Department of State, the U.S. Agency for International Development (USAID), the Department of Defense (DOD), and, recently, the Millennium Challenge Corporation. ICITAP receives no direct appropriations for

its work, and looks to other U.S. Government agencies with regard to both the selection and funding of overseas law enforcement development projects as they are required.

ICITAP personnel were some of the first federal civilian employees to deploy to Iraq in 2003. With funds provided by the State Department's Bureau for International Narcotics and Law Enforcement Affairs (INL), DOJ deployed a select team of 25 career senior justice practitioners into Iraq to assess the state of law enforcement and justice sector institutions. This team produced three comprehensive assessments, which were provided to the Coalition Provisional Authority (CPA) leadership, on the state of the Iraqi police service, the judiciary, and the correctional system.

The ICITAP component of the assessment team remained on the ground in Iraq to help to stand up the key components of the Ministry of Interior and the Ministry of Justice: the Iraqi Police Service (IPS), the Department of Border Enforcement (DBE), and the Iraq Correctional Service (ICS). Today, almost four years later, DOJ continues to provide support in three vital program areas: the Iraq Police and Border Services, the Iraq Correctional Service, and the Commission on Public Integrity. In each of these programs – police, corrections, and public integrity -- ICITAP has helped develop and implement institutional development strategies, has delivered basic and advanced instruction programs, and has operationalized and managed several training academies.

At present, ICITAP's in-country staffing levels supporting these three programs consist of four authorized federal senior management personnel positions and approximately 307 authorized contractor personnel. Funding to support these three program efforts has totaled approximately $285.7 million to date and has been provided by INL via inter-agency agreements. This funding is used almost exclusively to manage program efforts and fund the

salaries of instructors and advisors. All support requirements (e.g., logistics, security, equipment) for all ICITAP personnel working in Iraq are provided by INL's contractor.

Police Program

Within six months of deploying into Baghdad in 2003, an ICITAP team of experts, working with coalition partners, assisted in the development of a comprehensive police assessment; helped to: reconstitute the Ministry of Interior, stand up the Iraqi Police Service in Baghdad, and design the Iraqi Department of Border Enforcement; developed the basic police skills course curriculum; and contributed trainers and expertise to the Jordan International Police Training Center. ICITAP's efforts in these first critical months helped to launch what is arguably the largest international police development and training program ever undertaken. In early 2004, ICITAP contributed to the establishment of what is now known as the Multinational Security Transition Command's Civilian Police Assistance Training Team (CPATT), under the command of U.S. Central Command. From 2004 to 2006, ICITAP's federal senior law enforcement advisor in Iraq served as the deputy of CPATT and as the senior civilian advisor to each of the three succeeding CPATT commanding generals.

Funding for ICITAP's Iraqi policing initiatives comes entirely from the Departments of State and Defense, and totals more than $219.5 million to date. ICITAP currently has authorization for two federal civilian managers on the ground in Iraq to work with CPATT in the police training mission, along with 191 subcontracted senior police trainers and advisors. Personnel provided by ICITAP and its contractor are primarily engaged in training, mentoring, and advising Iraqi Police Service personnel and Iraqi Police Service trainers at police academies.

Under the CPATT mission, to date, more than 204,000 Iraqi police have graduated from courses developed and/or delivered by ICITAP and/or ICITAP-trained Iraqi police instructors.

Additionally, ICITAP has provided assistance to CPATT to help establish a functional and sustainable border security department in Iraq that is capable of preventing violence, narcotics, and human trafficking, and of preserving the human rights and dignity of all who cross the Iraqi borders. Currently ICITAP provides up to 14 subcontractor border security instructors and advisors to provide basic skills and advanced training at the regional DBE training academies throughout Iraq. To date, ICITAP has assisted with the training of approximately 12,800 Iraqis in basic border security. Advanced and specialized training started earlier this year.

Corrections Program

Since 2003, ICITAP has led U.S. efforts to reconstitute an Iraqi corrections system, and it has worked collaboratively with the State Department to implement prison reform initiatives in Iraq. The program is headed by two ICITAP federal civilian managers in Iraq who oversee approximately 80 contractor personnel serving as International Corrections Trainers (ICTs) to support the development of the Iraq Corrections Service (ICS). Unlike the ICITAP police trainers who are under CPATT's control, the ICT mission remains under the authority of the U.S. Ambassador. To date, ICITAP has received approximately $65.5 million from INL for this effort.

In practice, the correctional system in Iraq consists of the ICS national system and an independently operated system in the country's northern Kurdish region. ICITAP has successfully built an indigenous training capacity within the ICS, providing instructor development courses to Iraqi instructors, who in turn provide advanced courses in weapons, emergency response team training, transportation, personal security details, and biometrics. ICITAP also established the National Corrections Training Academy and regional training academies, which have graduated more than 7,500 new staff from pre-service training.

In addition, ICITAP has facilitated the transfer of authority at the Baladiyat Prison from the Iraqi Ministry of Interior (MOI) to the Ministry of Justice. Baladiyat is an 860-bed, newly constructed MOJ-operated detention facility. Following the completion of renovations funded by the U.S. military, the facility now houses ICS inmates.

The Commission on Public Integrity (CPI)

The Commission on Public Integrity (CPI) was created in 2004 as an independent governmental body with the mission to prevent and investigate corruption, and to promote transparency and the rule of law throughout Iraq. The Iraqi Governing Council vetted Iraqi civilians with legal backgrounds to carry out the commission's investigative functions. Since 2004, INL has provided more than $14.9 million in funding to ICITAP to provide institutional support, training, mentoring, and investigative surveillance equipment needed to establish and train an effective CPI investigative corps. ICITAP has deployed 16 contractor advisors in-country to oversee this effort and support the investigators assigned to the CPI. To date, ICITAP has successfully trained over 380 anti-corruption investigators.

Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT)

Since 2003, OPDAT has deployed 36 AUSAs and judicial officers (including State and Federal judges, Federal Public Defenders, attorneys, and Clerks of Court) to serve with the Regime Crimes Liaison Office, the Major Crimes Task Force, and Assessment Personnel, and as Resident Legal Advisors (RLAs) in Baghdad and as part of Provincial Reconstruction Teams (PRT) located throughout Iraq. The PRTs are a mainstay of U.S. efforts to build capacity for Iraq's local, municipal, and provincial governments to deliver goods and services to the Iraqi people. Currently, DOJ has eight AUSAs serving as RLAs performing one year tours of duty.

The RLAs currently advise and mentor trial and investigative judges under the authority of the Higher Juridical Council; provide advice on changes in law and policy within the Higher Juridical Council; and provide counsel, support, and assistance on a variety of court administration, management, security, and case-specific matters. The RLA programs are conducted pursuant to agreements with the State Department, and State funding for the effort since 2003 has totaled approximately $25.4M.

United States Marshals Service

Currently, 12 Deputy U.S. Marshals from the USMS Special Operations Group (SOG) serve in Iraq on four-month rotational assignments. Their duties included security assistance to the Regime Crimes Liaison Office during the trials of Saddam Hussein and the members of his regime. With the Department of State funding, they also provide technical assistance and training support to the Iraqi judicial sector on security for witnesses, judges, prosecutors and other court personnel, as well as security and design and construction for five state-of-the-art courthouses funded by DOD and adjacent witness security sites funded by INL. Additionally, SOG has assigned Deputies to the Major Crimes Task Force, and they have started to provide support for an INL program to create a counterpart Judicial Protection Service modeled after the US Marshals Service. Since its initial deployment to Iraq in 2003, SOG has rotated approximately 75 of its 95 personnel through overseas assignments. To date, USMS programs have received $53M from INL and IRRF appropriations for these efforts.

Bureau of Alcohol, Tobacco, Firearms and Explosives

ATF has participated since October 2003 in the planning and implementation of counterterrorism/explosives training for the Iraqi Police in support of CPATT. ATF has completed numerous post-blast investigation courses and basic explosives courses for over 300

Iraqi Police Service officers. In addition, ATF has deployed 24 personnel to Iraq in support of the Combined Explosives Exploitation Cell (CEXC), including Certified Explosives Specialists and Explosives Enforcement Officers assigned to incident response teams, who provide technical explosives and post-blast investigative expertise. Since March 2004, ATF also has deployed a Certified Explosives Specialist and Special Agent Canine Handlers to Iraq to perform missions related to sensitive critical infrastructure protection, including searching vehicles, individuals, and facilities to reduce and counter the threat of improvised explosive devices. Since that time, 21 ATF canine handlers have deployed to Iraq on temporary 90-day rotational assignments.

In 2005, ATF began to support the Regime Crimes Liaison Office with 13 90-day rotations of special agents (four special agents per rotation). Since 2006, the ATF has deployed seven 90-day rotation teams of two special agents to the Major Crimes Task Force.

This year, ATF has received over two million dollars in supplemental funding for Iraq operations. A portion of these funds will be used to establish an ATF presence at the U.S. Embassy in Baghdad. ATF will station four full time personnel to the embassy including an Attaché, two Assistant Attachés, and an Intelligence Research Specialist.

Drug Enforcement Administration

Although the DEA has no permanent presence in Iraq, it has delivered courses in intelligence and intelligence analysis to the Iraqi police agencies in support of CPATT, and it supports the Regime Crimes Liaison Office and the Major Crimes Task Force by assigning Special Agent teams to 90-day rotations to each office. As of October 2007, 50 DEA agents have been deployed to Iraq, and six of those agents have served two or more 90-day assignments.

Federal Bureau of Investigation

Since 2003, the FBI has deployed rotating teams of personnel to provide specialized counterterrorism and complex criminal case training to the Iraqi police in support of CPATT pursuant to interagency agreements with the State Department. In addition, the FBI has ten personnel at the Legal Attaché Office in Iraq to perform investigations and other operational activities. The FBI also provides rotating teams of 5 personnel to the Major Crimes Task Force. The Department also has 70 agents and support staff at the Baghdad Operations Center (BOC) and throughout Iraq; the majority of these agents serve on rotating details. These details include 70 FBI personnel per rotation. Since 2003, the Bureau has deployed approximately 1,500 personnel to Iraq.

Major Crimes Task Force

In 2005, Embassy Baghdad established an FBI-lead interagency USG team to advise, train, and mentor a newly created Iraqi Major Crimes Task Force (MCTF), which assists the Iraqi police agencies and judicial investigations with the investigation of major crimes, such as murder and kidnapping. Using a train-the-trainer approach, ten federal law enforcement personnel from the FBI, DEA, USMS, and ATF enhance the Iraqi police officers' abilities to conduct complex criminal investigations with the intent of restoring law and order. The State Department has provided $13.2M in IRRF and INCLE funding for the MCTF.

The Regime Crimes Liaison Office (RCLO)

The RCLO was established in May 2004, to assist the Government of Iraq in investigating and prosecuting crimes by Saddam Hussein and key members of his regime, and in establishing the Iraqi High Tribunal (IHT) to try former regime members for their crimes. Currently, four DOJ attorneys support its efforts. At its peak, the RCLO included 13 AUSAs as

well as DOD Judge Advocates, DOJ and international investigators (including agents from the FBI, DEA, ATF, and USMS), forensic scientists, administrative personnel (including intelligence analysts from NDIC), and contractors, under the leadership of the Regime Crimes Liaison, a DOJ employee.

The Law and Order Task Force (LAOTF) and Rule of Law Complex

DOJ also supports the Multi-National Force-Iraq's (MNF-I) recently established Law and Order Task Force by providing special agents, and attorneys to serve as its Director (on detail from his position as Director of NDIC), and as trial attorneys to work with Iraqi counterparts. The LAOTF Director supervises the operation of the 91 member task force to accelerate the Iraqi capacity for independent, evidence-based, and transparent investigation and trial of major crimes in the Central Criminal Court of Iraq (CCCI). The CCCI, which was created in June 2003 by the Coalition Provisional Authority to try terrorism and insurgency-related cases, has been a successful venue for the prosecution of major crimes. DOJ also provides personnel support for MNF-I's establishment of the Rule of Law Complex in Baghdad to provide a secure location combining police, courts, forensic labs, corrections functions, judicial housing and detention facilities.

Benefits and Challenges Facing DOJ

The men and women from the Department of Justice who have volunteered for service in Afghanistan and Iraq deserve, I believe, our thanks and praise. The majority of those employees who deploy to these danger zones do so on 90-120 day rotations. Some have repeated those tours. Other DOJ employees, such as the attorneys who work at the embassies in Kabul and Baghdad, and the RLAs living and working at the PRTs throughout Iraq, serve minimum one year tours of duty. To date, seven AUSAs from around the country have served at least one year

tours in Kabul, and 18 AUSAs and DOJ trial attorneys and have served one year tours in Iraq. Several of these attorneys have extended their tours beyond their initial one year commitment. For example, an AUSA from Wisconsin, who is now the Rule of Law Coordinator in Iraq has served nearly two years in Baghdad. Another AUSA from Arizona, working as a RLA in Mosul, has served nearly 18 months in northern Iraq, where he has helped establish the Major Crimes Court in Mosul, the first court in predominantly Sunni areas other than the Central Criminal Court in Baghdad to hear insurgent-related trials.

Funding for the DOJ personnel in Afghanistan and Iraq varies according to the program that supports their particular effort in their respective countries. The AUSAs serving as Senior Federal Prosecutors in Afghanistan are fully funded via DOJ-INL agreements. The U.S. Attorneys Offices who consent to the deployment of these attorneys do not suffer any financial consequences for the loss of their AUSA, but they do have to address the absence of a typically long experienced AUSA from their offices. DOJ funds the positions of those AUSAs who deploy to six month positions with the Regime Crimes Liaison Office, the Major Crimes Task Force, or as Embassy personnel such as the Rule of Law Coordinator and the Justice Attaché.

Attracting qualified and experienced attorneys to spend a year away from their friends and families in Iraq and Afghanistan is a challenge the Department works to address every day. To ease this challenge, the Department, like its sister agencies, offers certain incentives to those willing to volunteer for service in these danger zones. While on detail, an individual may be eligible for certain monetary and non-monetary benefits and entitlements. Most of these allowances are established in law, with rates and rate changes being managed by the Department of State, as described in the Department of State Standardized Regulations. Typically, these allowances/benefits are used government wide; thereby, providing equity for employees serving

in similar areas and situations. It should be noted that several of the monetary benefits associated with assignment to a PRT are directly related to the elevation of the "Pay Cap". As such, The National Defense Authorization Act (Public Law 109-364), signed by President Bush on October 17, 2006, authorized an increase to the annual limitation on basic pay and premium pay up to $212,100 for calendar year 2007. Normally, the ceiling on basic pay and premium pay for employees overseas would be $136,200 for 2007. The President's action, however, allowed the cap for DOJ to be lifted for designated overseas areas in support of the war.

In addition to the "Pay Cap" elevation, DOJ employees deploying to Afghanistan and Iraq may be eligible for the following benefits:

MONETARY BENEFITS:

Danger Pay: Danger pay is designed to provide additional compensation to employees who serve in hostile or dangerous areas where it has been determined that there is a threat of imminent danger. Danger pay, as determined by the Department of State, is currently 35% of an employee's base pay (not including locality pay) for a 40-hour workweek. Danger Pay is paid to a DOJ employee upon arrival to Afghanistan or Iraq, provided that he or she will be at post for a minimum of 4 hours and payments will stop immediately upon departure of post designated as a Danger Pay post. It is not earned for overtime, is a taxable benefit and subject to change without notice. Payments are subject to the aggregate pay limitation, but they are not, however, subject to the bi-weekly premium pay limitation.

Post Differential (Hardship Duty Pay): Post differential is designed to provide added compensation to employees assigned in foreign areas where conditions of environment differ substantially from the environmental conditions in the continental United States. Again, the

amount is determined by the Department of State and is currently 35% of base pay (not including locality pay) for a basic 40-hour workweek. This is separate and different benefit than the danger pay discussed above. In order to qualify for this payment, the employee must be assigned at the post for 42 consecutive days. Subsequently, on the 43rd day, post differential must commence. For employees who are detailed to Afghanistan or Iraq, post differential continues to be paid while the employee is away from post for up to 30 days. If the detailed employee has not returned to post by the end of the 30 days, post differential shall be terminated. In order to re-establish eligibility, the detailed employee must again, remain at post for another 42 days and commence post differential on the 43rd day. Post differential is not earned for overtime or weekends, is a taxable benefit and subject to the aggregate pay limitation. However, post differential is not subject to the bi-weekly premium pay limitation.

Overtime: Employees are eligible to receive additional compensation for time worked outside their regular shift (overtime). Overtime pay is typically subject to the bi-weekly premium pay limitation, however, the Attorney General authorized the application of the higher cap of $212,100 to be applied to employees currently detailed and assigned overseas (e.g., Afghanistan or Iraq).

Sunday Premium Pay: Sunday Premium Pay is paid to employees whose work schedule reflect that the employee is scheduled to work 'regularly' on Sundays. Sunday Premium Pay may only be paid for work 'actually' performed on Sundays and is paid at a rate of 25% of the employee's hourly rate (including locality). This payment is subject to both the aggregate pay limitation and the bi-weekly premium pay limitation.

Hazardous Duty Pay: Regardless of whether a DOJ employee is stationed in Afghanistan or Iraq, in order to pay any General Schedule employee hazardous duty pay, the employee must meet the requirements in 5 CFR part 550, Subpart I. In other words, hazardous duty pay may be paid only to employees who are assigned hazardous duties or duties involving physical hardship for which a differential is authorized (See 5 CFR part 550, Subpart I, Appendix A). It may not be paid to an employee who undertakes to perform a hazardous duty on his or her own, without proper authorization, either expressed or implied. When an employee performs a duty for which a hazard pay differential is authorized, the agency must pay the hazard pay differential for all of the hours in which the employee is in a pay status on the day on which the duty is performed.

NON-MONETARY BENEFITS

Home Leave: Department employees who are permanently stationed overseas must serve continuously at least one 24-month period at the assigned post before home leave can be used. Travel for home leave for these employees will not be paid by the Department. Home leave must be taken in the U.S. or its territories or possessions.

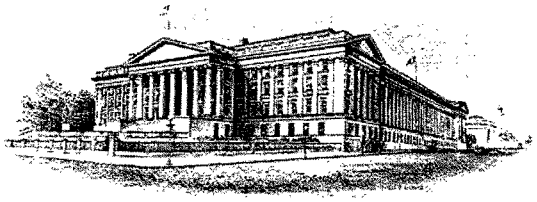
The Department is working toward the discretionary granting of home leave to, and funded home leave travel for, an employee who has been detailed to Afghanistan or Iraq following the employee's completion of a continuous 12-month period of service at either of those posts. Whether an employee uses home leave as a result of serving continuously for 24 or 12 months, the home leave must be used during their continuing service overseas or within a reasonable time after their return provided that the employee will return to service overseas

either immediately or on completion of an assignment in the United States. (5 C.F.R. § 630.606(c)(2)).

Administrative Leave: In accordance with Department of State policy, DOJ is working toward allowing for the granting of administrative leave for employees temporarily stationed in Afghanistan or Iraq. Employees shall receive the necessary relief, or short periods of relaxation and recovery, without charge to their leave from post of these two countries which have been designated as a Special Rest and Recuperation post.

Conclusion

I want to thank the Committee for this opportunity to discuss the efforts of these courageous DOJ employees in Afghanistan, Iraq, and around the world. They, like many other Americans serving abroad, answered their nation's call in ways they probably never anticipated. They build skills and give hope to those in the countries where they serve. They fight crime and terror, and each day they make it harder for those who wish to do us harm. They are a true inspiration to all of us at the Department of Justice. As an institution, we try to find ways to reward them and their families for their sacrifices. While a larger pay check or additional leave may help to compensate financially for their service, nothing we can give them can make up for the missed special family events, little league or soccer games, or a quiet weekend at the beach. Nothing fully expresses our gratitude or can compensate for the debt we owe them. In closing, I would like to acknowledge their courage, professionalism, and dedication. They are true American heroes.



U.S. TREASURY DEPARTMENT OFFICE OF PUBLIC AFFAIRS

EMBARGOED UNTIL 2 P.M. EDT October 16, 2007
CONTACT Andrew DeSouza (202) 622-2960

TESTIMONY OF TREASURY DEPUTY ASSISTANT SECRETARY, TECHNICAL ASSISTANCE POLICY LARRY MCDONALD BEFORE THE HOUSE COMMITTEE ON ARMED SERVICES SUBCOMMITTEE ON OVERSIGHT AND INVESTIGATIONS

Washington, DC— Mr. Chairman and Members of the Committee, thank you for the opportunity to testify today about Treasury Department personnel serving in Iraq and Afghanistan.

Treasury personnel serving in these two countries represent an important part of Treasury's overall international presence. In comparison to other agencies testifying today, my Department's international presence is relatively small, but the significance of the economic and financial issues that Treasury covers is large. In Iraq, Afghanistan and elsewhere, Treasury personnel pursue objectives that are central to the Department's mission "to promote the conditions for prosperity and stability in the United States and encourage prosperity and stability in the rest of the world."

Treasury's overseas personnel fall broadly into three categories. Treasury attachés advocate the adoption and implementation of sound policies – policies to spur economic growth and to make the international financial system more efficient, stable and resistant to abuse by criminals and terrorists. Currently, Treasury has eight overseas attachés. The second category, Treasury technical assistance providers, help developing, transition and post-conflict countries build the human and institutional capacity they need in order to implement sound policies. Currently, Treasury has 55 technical assistance advisors posted in 37 countries and another 70 advisors working on intermittent tasks in 47 countries. Finally, a number of specialized offices and Treasury bureaus have officials posted overseas -- for example the Office of Foreign Assets Control and the Internal Revenue Service. I oversee the second category, Treasury's international assistance program, but work very closely with those who manage the attachés and other overseas personnel. In a previous job, I was the head of a special task force set up to provide "back office" support to Treasury officials serving in Iraq and Afghanistan.

Let me turn to the focus of today's hearing: the recruitment, retention and care of overseas personnel in Iraq and Afghanistan. Above all, I would like to emphasize that Treasury places great importance on the careful recruitment, preparation, deployment and reintegration of all of our overseas personnel -- in particular for those serving in Iraq and Afghanistan. Over the past 5 years or so, we have learned a great

deal about the challenges of stabilization and reconstruction work. Treasury is collaborating with interagency partners and the Coordinator for Reconstruction and Stabilization at the Department of State to strengthen the U.S. Government's ability to respond quickly and effectively to future stabilization and reconstruction challenges.

Treasury personnel in Iraq and Afghanistan include both USG officials and Personal Service Contractors (PSCs). I note this distinction because it explains the occasional differences that apply in some areas, such as recruitment and compensation. Regardless of their employment status, however, we prepare and support with care all Treasury employees in their overseas assignments. Indeed, when it comes to service in Iraq and Afghanistan we salute them for their willingness to put their lives on the line in support of the U.S. mission.

Recruitment

Recruitment varies somewhat according to the type of Treasury representation in question. While the recruitment for attaché positions starts with current USG Treasury officials who respond to Treasury-wide internal postings, we have also recruited excellent talent from outside the Department – including for Iraq. Recruitment for technical assistance, in particular the medium to long-term assistance emphasized by Treasury's program, usually begins outside of the Department. Nonetheless, we do at times utilize talent from current Treasury and Federal Reserve employees, and many of our advisors are retired officials from the Treasury, the Federal Reserve and other government agencies.

Indeed, the bulk of Treasury personnel in Iraq and Afghanistan at present are either current or former USG employees who have returned to career positions. We have a few officials who are from other agencies (for example a budget specialist from Peace Corps headquarters) loaned to us through reimbursable agreements. And we have hired a number of PSCs with special skills in areas like systems development, banking, debt management, and energy sector financing. In general, we have been able to attract a high level of interest in our programs to date and have not encountered insurmountable difficulties in filling our vacancies. Our compensation packages have become more generous over time as we keep pace with State Department changes.

Benefits

In general, Treasury benefit packages are line with State Department practices, and are identical with respect to allowances, danger pay, and in-country medical coverage. Our benefit packages have become more generous over time as we try to stay aligned with State Department practices. As noted earlier, there are occasional differences depending on employment status. For example, the compensation for a regular USG hire versus a PSC may differ slightly, in part because PSCs have no guarantee of further employment. Despite the flexibility afforded, there are only minor differences between offices -- notably on the mix of leave opportunities -- and our pay rates are fairly standard and as generous as permissible. There are a few options, again notably in leave policies, that volunteers can choose from that will allow the individual to craft a package tailored to their needs and desires. For example, Treasury technical advisors who are on one-year assignments can choose a mix of regional and home leave rest breaks. USG hires on the other hand can have home leave after 24 months of continuous service.

I would now like to summarize information that is particular to Iraq and Afghanistan.

Iraq

Treasury personnel have been present in Iraq since the first arrival of U.S. civilians in Baghdad in April 2003. Since then, over 75 Treasury personnel have served in Iraq. While relatively small in number, Treasury officials have been highly productive. Their early efforts contributed to the stabilization of Iraq's macro-economy following the fall of Saddam Hussein, the reconstitution of the Finance Ministry and Central Bank, the negotiation of a major international debt relief package, and the introduction of a new and stable Iraqi currency which is now used throughout the country. More recently, Treasury personnel have contributed to the successful negotiation of the International Compact with Iraq, strengthening Iraqi budget execution, establishment of an electronic payments system, and the interdiction of terrorist financing. Currently, Treasury has 13 full-time placements in Iraq, including an attaché, a deputy attaché, 6 technical assistance providers, and 5 terrorist financing/financial crimes experts. In addition to the full-time placements, Treasury sends a number of intermittent personnel to support the mission. Treasury has recently increased its overall effort in support of the President's "New Way Forward."

At this time, all Treasury staff are based in Baghdad. We do not have staff based in the Provincial Reconstruction Teams (PRT's), but Treasury officials travel within Iraq in support of PRT missions and we are exploring ways to strengthen our support. Treasury's Office of Intelligence and Analysis (OIA) and Internal Revenue Service Office of Criminal Investigations are represented at the Iraq Threat Finance Cell (ITFC) where OIA staff serve as the ITFC co-lead with the Department of Defense.

Afghanistan

Currently Treasury has three full-time placements based in the embassy in Kabul including a Treasury attaché focused on fiscal sustainability and financial sector development and two technical assistance advisors working on debt issues and financial crimes enforcement capacity building. Treasury and USAID are equally sharing the costs of the technical advisors, and the attaché is funded out of regular appropriations.

As in Iraq, Treasury personnel arrived in Kabul very soon after the cessation of hostilities, and have contributed to some significant successes. For example, the first Afghan budget since the fall of the Taliban was crafted on a lap-top computer by Finance Ministry officials working side-by-side with a Treasury budget advisor. Treasury's debt management experts have helped Afghanistan secure over $10 billion international debt relief and build capacity to avoid falling back into unsustainable debt. Treasury support to Afghanistan's Financial Intelligence Unit has expanded the reach of Central Bank regulation to include previously unregistered hawalas and elements of the cash courier market, in addition to improving the reporting relationship with the country's formal banking institutions. Finally, Treasury's attachés have helped the Afghan government meet its IMF program benchmarks and facilitated its interactions with donor agencies, including the World Bank and the Asian Development Bank.

In Country Casualties and Medical Care

Treasury personnel are subject to the same risks as other civilian US personnel in Iraq and Afghanistan. To do our job effectively, we must interact with Iraqi and Afghani government officials and venture outside of the International Zone or confines of the embassies. Treasury has been fortunate that we have suffered no casualties to date. As for medical care, Treasury employees in both countries are respectively under Chief of Mission authority and are eligible to use Department of State and Defense medical system and other health resources available in country. We are grateful for access to those services. In addition, Treasury reimburses PSCs for 50% of their medical insurance and pays for 100%

of personal accident/war risk insurance. Employees are covered under the Office of Workers' Compensation (OWC) Programs for compensable illnesses, diseases, or injuries identified during and after deployment. Under the OWC Program, employees are eligible for medical care at private sector medical facilities for occupational illnesses and diseases at no cost to them.

In closing, I would like to emphasize that the Department of the Treasury is committed to recruiting and caring for expert personnel who will continue to serve our country's interests in Iraq, Afghanistan and elsewhere. I appreciate the opportunity to present information on our program to the Committee, and I look forward to any questions you may have.

-30-

SUMMARY
Treasury Employees Deployed to a Combat Zone

EMPLOYEES	IRAQ	AFGHANISTAN
Office of Technical Assistance (OTA)	6	2
Terrorism and Financial Intelligence (TFI)	3	0
International Affairs (IA)	2	1
Internal Revenue Service (IRS)	2	0
TOTAL	13	3
LOCATION	International "Green" Zone, Other Baghdad locations	Embassy Compound
PERSONNEL WOUNDED OR KILLED	0	0
MEDICAL CARE	All staff deployed under Chief of Mission (COM) authority and are therefore eligible for all life support services offered by Mission Medical Clinic and Army Medical Corps. Under the OWC Program, employees are eligible for medical care, at no cost, for occupational illnesses, injuries, and diseases, identified during or after deployment.	All staff deployed under Chief of Mission (COM) authority and are therefore eligible for all life support services offered by Mission Medical Clinic. Under the OWC Program, employees are eligible for medical care, at no cost, for occupational illnesses, injuries, and diseases, identified during or after deployment.
DEPLOYMENT INCENTIVES	o 35% Hardship Differential (USG/PSC) o 35% danger pay (USG/PSC) o 3 or more rest/regional breaks, add'l admin leave (Employee choice) o Increased annual leave ceiling (USG/PSC) o Rollover of compensation when capped (USG/PSC) o $200,000 personal accident/war risk insurance (USG/PSC) o 1 home leave after 24 months of continuous svc (USG) o Relocation allowances (USG/PSC) o Retain all rights (USG) and worker's comp benefits (USG/PSC)	o 35% Hardship Differential (USG/PSC) o 35% danger pay (USG/PSC) o 2 or more rest/regional breaks (Employee choice) o 1 home leave after 24 months of continuous svc (USG/PSC) o Increased annual leave ceiling (USG/PSC) o Rollover of compensation when capped (USG/PSC) o $200,000 personal accident/war risk insurance (USG/PSC) o Relocation allowances (USG/PSC) o Retain all rights (USG) and worker's comp benefits (USG/PSC)
POSITIONS REIMBURSABLE BY STATE/USAID	None of the positions are reimbursed.	USAID funded two OTA Resident Advisor positions for one year each. The remainder of activities, including funding the resident advisors beyond the one year USAID commitment funded from Treasury appropriation within the 150 Account.
CONTRACTORS UNDER TREASURY SUPERVISION	In Iraq, Treasury is implementing the procurement of an automated bank modernization system. The contractor utilized for that activity is supervised by a contracting officer and a contracting officer's technical representative in Washington.	
TYPES OF ASSIGNMENTS	Resident and Temporary Duty: Financial and Economic Attachés, Technical Assistance: Banking, Budget Analysis and Budget Execution.	Resident and Temporary Duty: Financial and Economic Attachés, TFI/AML Policy, Technical Assistance: Debt Management; TFI/AML Institutional and Capacity Building.
EMPLOYEES SERVING ON PRTs	0	0

Statement for the Record

Otto J. Wolff
Chief Financial Officer and
Assistant Secretary for Administration
U.S. Department of Commerce

Before the

United States Senate
House Armed Services Committee

October 16, 2007

Chairman Skelton, Ranking Member Hunter, and distinguished Members of the Subcommittee, I appreciate the opportunity to address the Department of Commerce's participation in sending Commerce employees on extended details to Iraq.

The Department of Commerce has paid the salaries and benefits of all Commerce staff that have served in Iraq. We are currently working with the State Department on a Memorandum of Understanding for reimbursable pay for future detail positions.

Commerce staff receives the benefits package outlined in the State Department's Iraq Service Recognition Package. No Commerce employee has been killed or seriously injured while on assignment in Iraq. According to officials from our International Trade Administration, when asked, most Commerce employees who have volunteered to serve in Iraq have identified the mission, the challenge, and the compensation package as their motivations for doing so.

Pursuant to the request of the President, the National Security Council, and the Department of State, in May 2007, Commerce Secretary Gutierrez issued a call for DOC

volunteers to assist with the staffing of the State Department-led Provincial Reconstruction Teams (PRTs) in Iraq. A diverse array of DOC professionals submitted applications, and we have forwarded the most qualified candidates' professional information to the Department of State. The State Department is reviewing this information and is selecting candidates for PRTs from its wide pool of applicants. Commerce staff selected for these positions will serve on a reimbursable detail to the State Department and will receive the benefits outlined in the State Department's Iraq Service Recognition Package.

DOCUMENTS SUBMITTED FOR THE RECORD

OCTOBER 16, 2007

FRANK R. WOLF
10TH DISTRICT, VIRGINIA

COMMITTEE ON APPROPRIATIONS

SUBCOMMITTEES

RANKING MEMBER—STATE-FOREIGN OPERATIONS

TRANSPORTATION-HUD

CO-CHAIR—CONGRESSIONAL HUMAN RIGHTS CAUCUS

Congress of the United States
House of Representatives

241 CANNON HOUSE OFFICE BUILDING
WASHINGTON, DC 20515-4610
(202) 225-5136

13873 PARK CENTER ROAD
SUITE 130
HERNDON, VA 20171
(703) 709-5800
(800) 945-9653 (IN STATE)

110 NORTH CAMERON STREET
WINCHESTER, VA 22601
(540) 667-0990
(800) 850-3463 (IN STATE)

wolf.house.gov

October 16, 2007

The Honorable Vic Snyder
Chairman, House Subcommittee on House Armed Services Oversight and Investigations
2120 Rayburn House Office Building
INSIDE MAIL

Dear Vic,

I write to draw your attention to H.R. 1974, the Federal Employee Combat Zone Tax Parity Act, in light of your hearing on benefits for civilian federal employees in combat zones. The bill would provide parity to over 1,300 federal employees currently serving in combat zones by extending to them the same tax credit available to members of the armed forces serving in combat zones.

Currently,members of the military and federal contractors serving in combat zones are eligible for an income tax exemption, up to a certain limit, on their base pay. However, federal civilian employees, many of whom are serving in Iraq and Afghanistan today alongside military personnel and contractors, are not eligible for any tax exemptions for their service.

For some federal employees, they have no choice but to deploy or they face losing their job. In most cases, though, the federal government relies on civil service volunteers who have expertise in various disciplines not found in the military to fill critical positions in combat zones, especially positions related to key reconstruction projects in transportation and health care. Federal agencies have had difficulty staffing these volunteer posts. A tax exemption to equalize the treatment with military personnel will provide an incentive to increase the number of civil servants volunteering for overseas duty.

Finally, the bill would not exempt income above the highest level eligible for exemption by military members. Therefore, it is specifically designed to assist those in lower pay grades who can least afford increased costs such as child care associated with combat zone service.

To illustrate the need for parity, I want to share an e-mail I received from a constituent who is currently stationed in Afghanistan. She said: "I am completing a one year tour with the U.S. Army Corps of Engineers in Kabul, Afghanistan. I work with the U.S. military and I live in the same residences with the U.S. military. During the riots on Memorial Day, I listened to the same gunfire as the U.S. military and I wore the same 30 pounds of Individual Body Armor and the Kevlar Helmet as the U.S. military."

You know that the strain on our military and the Department of Defense is intensified

THIS STATIONERY PRINTED ON PAPER MADE OF RECYCLED FIBERS

during deployment and if civilian agencies are not able to get volunteers for combat zones that strain is only increased.

This is simply a matter of parity which I hope this Congress will soon address. In fact, the Ways and Means Committee intends to hold a hearing this week on a package of incentives for "heroes" - - including emergency and military personnel - - and any support your committee can give to including federal civilians in combat zones in that package would be greatly appreciated.

Best wishes.

Sincerely,

Frank R. Wolf
Member of Congress

FRW:eb

Thank You

QUESTIONS AND ANSWERS SUBMITTED FOR THE RECORD

OCTOBER 16, 2007

QUESTIONS SUBMITTED BY DR. SNYDER

Iraq

Dr. SNYDER. 1. Please provide the following information regarding the workforce planning to staff all the different types of PRTs in Iraq and Afghanistan:

a. As of this date, what it the total number of non-DOD civilian personnel required for all the different types of PRTs in Iraq and Afghanistan?

Ambassador THOMAS. Approximate 400.

Dr. SNYDER. b. What skills and experience are needed for each of these positions? Please include existing and currently planned PRTs in this summary. Please also count the non-DOD civilian agency positions that are or will be temporarily filled by DOD (military and civilian personnel.

Ambassador THOMAS. The skills and experience needed vary by position. In addition to core teams, listed below, all teams have a complement of technical specialists, the composition of which is based on the needs of their particular province or area of operation. Core teams are composed of the following:

1. Team Leaders: Senior DOS FSOs
2. Deputy Team Leaders: Usually military officers
3. Senior Development Specialists: USAID FSOs
4. Civil Affairs Officers: Military officers
5. Bicultural Bilingual Advisors: DOD contractors

Specialists: All specialist position descriptions are posted on the USAJobs website and can be viewed there. These include: business development, public health, public diplomacy, industrial specialists (including construction, electricity, and oil and gas), urban planning, city management, cultural heritage, governance, rule of law, and budget advisors as well as provincial program managers.

Dr. SNYDER. c. What is the current schedule (dates and numbers of positions) to fill all of these non-DOD civilian PRT positions, including positions that have already been filled and those filled or to be filled temporarily by DOD personnel? Please include the schedule to replace all the DOD personnel temporarily assigned to civilian agency PRT positions with non-DOD civilian personnel (Foreign Service Officers, civil servants, contractors).

Ambassador THOMAS. The 99 DOD-provided specialists are due to be replaced in accordance with an agreement on the backfill process reached between DOS and DOD in October 2007. This agreement calls for replacement on a rolling basis from November 2007 through August 2008. The DOD specialists arrived in roughly four groups beginning in March 2007, with the last arriving in October 2007. All 99 will depart on or before their tenth month of service in accordance with the backfill agreement of October 2007. It should be noted that the plan has always been to replace these specialists with DOS Executive Order 3161 appointments. USAJobs is the primary means of recruiting and hiring these individuals.

Dr. SNYDER. d. How many civilian agency PRT positions are currently filled by DOD personnel?

Ambassador THOMAS. As of 16 October 2007, the 99th and last DOD specialist had just arrived. As of January 3, 2008, 92 DOD specialists are still in theater.

Dr. SNYDER. e. How many are currently filled by non-DOD civilian agency personnel, broken out by status (Foreign Service Officers, civil servants, contractors) and required skills and experience?

Ambassador THOMAS. The following chart provides the breakdown of staffing levels as of December 31, 2007 by individual agencies which have contributed personnel.

	DOD	DOS*	USAID**	USDA	DOJ	Total
Agency Totals	140	168	81	16	6	**411**

*DOS includes 70 FSOs, 73 Executive Order 3161 appointments, 12 contractors and 13 from other DOS elements.

**USAID includes 26 FSOs and 59 contractors.

Dr. SNYDER. f. When all currently planned non-DOD civilian personnel are finally filled, how many will be filled by Foreign Service Officers, by civil servants, and by contractors?

Ambassador THOMAS. As noted above, the majority of these positions will be filled by Executive Order 3161 appointments to federal service. The primary means of recruiting and hiring these specialists is USAJobs. In addition, USDA, DOJ, DOC and other federal agencies continue to offer detailed employees for many of these positions. A small number will be DOS contractors.

Afghanistan

Dr. SNYDER. 1. Please provide the following information regarding the workforce planning to staff all various types of PRTs:

a. As of this date, what is to total number of non-DOD civilian personnel required for all different types of PRTs in Iraq and Afghanistan?

Ambassador THOMAS. Afghanistan only has one type of Provincial Reconstruction Team (PRT). There are 58 non-DOD civilian personnel at PRTs including NATO HEADQUARTERS and Regional Command Centers: 24 State, 28 USAID and six Department of Agriculture (USDA).

Dr. SNYDER. b. What skills and experience are needed for each of these positions? Please include existing and currently planned PRTs in this summary. Please also count the non-DOD civilian agency PRT positions that are or will be temporarily filled by DOD (military and civilian personnel).

Ambassador THOMAS. No civilian PRT positions in Afghanistan are filled by DOD personnel. State Department PRT positions are filled by experienced Foreign Service Officers from any of the five cones, political, economic, consular, management, and public diplomacy at a rank roughly equivalent to the PRT Commanding Officer or Brigade Commander at Regional Commands. The ability to speak the language of the host nation at non-US led PRTs is also considered in the selection process as are other factors such as prior military experience that might be relevant. USAID looks for people with international development and program management experience, with prior USAID experience and work in conflict situations. Experience working within the USG interagency structure and/or working with the military is strongly preferred, as is prior experience in Afghanistan. Staff must have the interpersonal, consensus-building and teamwork skills required to establish and maintain strong contacts with counterparts both inside and outside of USAID, and to effectively explain USAID program policies, objectives and procedures. Additional criteria include the ability to work independently, communicate effectively, exercise sound judgment and innovation while operating in a challenging environment, and work calmly, tactfully, and effectively under pressure.

In addition to cross cultural skills, USDA advisors have technical skills in one or more of the following areas: dryland agriculture, especially improvement of wheat yields and crop diversification; production and processing of horticultural crops, especially dried fruit and nuts, fresh melons, pomegranates, and grapes; improving irrigation and farm water use efficiency and storage; tree production, reforestation, re-vegetation; improving livestock health and animal production (sheep, goats, cattle, or poultry); agricultural extension; and engineering for a variety of agricultural needs.

Dr. SNYDER. c. What is the current schedule (dates and number of positions) to fill all of these non-DOD civilian PRT positions, including positions that have already been filled and those filled or to be filled temporarily by DOD personnel? Please include the schedule to replace all the DOD personnel temporarily assigned to civilian agency PRT positions with non-DOD civilian personnel (Foreign Service Officers, civil servants, contractors).

Ambassador THOMAS. All Department of State PRT positions but one are currently filled. The unfilled position is due to a medical condition of the incoming officer. All State PRT positions in Afghanistan are 12 month assignments and are filled through the regular Foreign Service selection process. The selection process for the Summer 2008 and Summer 2009 (via language training) rotation has just begun. USAID has 28 total positions: 20 Field Program Officers (Field Program Officers) assigned at the PRTs and 8 Development Advisors (DevAds) that are assigned to Regional Command, Task Forces as well as NATO Headquarters. Of the 20 Field Program Officer positions, we currently have three vacancies, which are expected to be filled by mid-February. A twenty-first Field Program Officer position is being established to staff the new Czech PRT in Logar which is scheduled to start operations in early 2008. Of the eight Development Advisors, we have one vacancy and are currently recruiting to fill it. USAID is also hiring Afghan project specialists to work with the Field Program Officers at the PRTs—five are on board to date, 10 are in the recruitment stage. USAID PRT assignments, whether career Foreign

Service Officers, or non-career officers (also known as Personal Service Contractors) are a year long in duration. Both career and non-career officers often extend beyond the one-year cycle (approximately 60%). Career officers, like the State Department, are selected through the Foreign Service assignment process, while non-career officers are recruited in cycles, arriving at Post incrementally as their security and medical clearances are received. USDA plans to provide 12 advisors to serve at US-led PRTs in Afghanistan by February 2008, plus one coordinator in Kabul.

Dr. SNYDER. d. How many civilian agency PRT positions are currently filled by DOD personnel?

Ambassador THOMAS. None in Afghanistan.

Dr. SNYDER. e. How many are currently filled by non-DOD civilian agency personnel, broken out by status (Foreign Service Officers, civil servants, contractors) and required skills and experience?

Ambassador THOMAS. See also answer 1e. All civilian agency PRT positions in Afghanistan fall under the NATO umbrella. State, USAID and Department of Agriculture officers are placed at the PRTs at the request of the country staffing the PRT. All 11 US-led PRTs have State Department employees (10 Foreign Service Officers and one civil servant). Nine of the 11 non-US led PRTs requested and are staffed with State Foreign Service Officers. All State Department PRT positions are filled through and meet the Foreign Service selection process.

Four PRTs have not requested a USAID representative, Kunduz (Germany lead), Badghis (Spanish lead), Wardak (Turkey lead) and Maimana (Norway lead). USAID has positions at 20 of the 25 current PRTs, Regional Command Centers and NATO Headquarters. USAID is establishing a position for the Czech-led PRT in Logar in early 2008 at their request. USDA will provide 12 career civil servants to staff US-led PRTs plus one civil service coordinator.

Dr. SNYDER. f. When all currently planned non-DOD civilian agency PRT positions are finally filled, how many will be filled by Foreign Service Officers, by civilian servants, and by contractors?

Ambassador THOMAS. All but one of the 29 Department of State PRT positions are currently filled (28 Foreign Service Officers and one civil servant). This number includes State PRT officers at NATO HEADQUARTERS and Regional Command Centers and Embassy Kabul. The one vacancy is due to medical reasons.

USAID has 28 total positions that are assigned to the PRTs, Regional Command Centers, the Task Forces as well as NATO Headquarters. Of these, 12 are currently career USAID Foreign Service positions and 16 are non-career personal service contractors positions. USAID is in the process of moving towards more career Foreign Service positions.

Dr. SNYDER. You testified that the State Department has filled all its FSO slots in Iraq and Afghanistan. Please clarify this statement. Didn't Secretary Rice ask DOD to fill civilian-designated slots with DOD personnel temporarily for 2007 and into 2008? Were the slots filled by DOD personnel ones that would not typically be filled by FSOs?

Ambassador THOMAS. Foreign Service Officer and civilian specialist staffing are two separate but complementary processes. DOD provided 99 specialists with expertise in business development, public health, city planning, agricultural development, etc., to Provincial Reconstruction Teams (PRTs) and embedded-PRTs (ePRTs) from April 2007 to October 2007 for one year assignments. We are now in the process of "backfilling" those DOD positions with Department of State temporary organization hires (3161s), detailees, and contractors. None of those 99 specialist positions were ever intended for Foreign Service Officers.

The success of PRT civilian staffing represents an unprecedented level of interagency cooperation. Details from Departments of Agriculture, Justice, Treasury, Commerce, USAID, and other smaller agencies work together with Department of State personnel to provide interdisciplinary teams managed and led by the Department of State.

Afghanistan

Dr. SNYDER. Is the State Department or the Defense Department or both responsible for ensuring that the DOD personnel who are/were temporarily placed in civilian agencies PRT positions have the appropriate skills and experience for the assignment? Can you verify that they do/did.

Ambassador THOMAS. Afghanistan PRTs do not have nor have they had DOD personnel filling civilian agency PRT positions.

Iraq

Dr. SNYDER. Is the State Department or the Defense Department or both responsible for ensuring that the DOD personnel who are/were temporarily placed in civil-

ian agency PRT positions have the appropriate skills and experience for the assignment? Can you verify that they do/did?

Ambassador THOMAS. DOS and DOD worked collaboratively to ensure that all of the DOD specialist personnel in PRTs have the appropriate skill sets and experience for their assignments.

Iraq

Dr. SNYDER. Were all federal agencies asked to provide personnel for civilian agency PRT positions before the Department of Defense was asked to temporarily fill these positions with DOD personnel? Please provide a list of civilian agencies that the State Department has solicited for volunteers (e.g., Health and Human Service, Education, Homeland Security, Transportation, etc.).

Ambassador THOMAS. Through an interagency, NSC-approved process, original planning called for DOD to temporarily staff these positions, as it was the government agency with both the dedicated resources and experience to move personnel quickly into a war zone. The focus of PRT staffing is not explicitly for all agencies to be represented at PRTs on a quota basis, but rather to secure the best personnel for each position. One of the key lessons learned from staffing the 10 original PRTs, prior to the surge, was that details from smaller federal agencies and entities was often burdensome for them, both in terms of funding, as well as staffing gaps. Shortly after the surge was announced, DOS launched an Interagency Staffing Sub-Group with representatives from several agencies, in order to manage this process. Thanks to funding provided in the FY07 Iraq supplemental, State also was able to offer reimbursable details for any agency willing to provide personnel. The DOS Iraq Transition Assistance Office (ITAO), the principal office charged with selection, hiring, and support of Executive Order 3161 appointments to the federal service for Iraq, also coordinates the deployment of detailees from other USG agencies. To date, the following agencies have provided employees on details to serve in PRTs: USDA—20, Commerce—3, DOD—3, White House—1, Transportation—1, DHS (FEMA)—1, and HHS (CDC)—1.

Afghanistan

Dr. SNYDER. Were all federal agencies asked to provide personnel for the civilian agency PRT positions before the Department of Defense was asked to temporarily fill these positions with DOD personnel? Please provide a list of civilian agencies that the State Department has solicited for volunteers (e.g. Health and Human Services, Education, Homeland Security, Transportation, etc.).

Ambassador THOMAS. The Department of State has not requested any other federal agency, including DOD, to fill any PRT positions in Afghanistan.

Dr. SNYDER. Ambassador Satterfield has said that one reason the State Department was unable to initially fill all the civilian agency PRT positions was the delay in receiving funds that were appropriated in the FY07 Supplemental budget. Was there no other mechanism to fund civilians for these positions while waiting for passage of the FY07 Supplemental budget? Did the State Department consider reprogramming funds from other activities?

Ambassador THOMAS. There was no other mechanism for funding additional personnel and there were not sufficient funds available that could be reprogrammed from other activities for that purpose.

Iraq

Dr. SNYDER. How are the military personnel who are temporarily filling these civilian PRT positions being funded?

Ambassador THOMAS. They are funded by DOD.

Afghanistan

Dr. SNYDER. How are the military personnel who are temporarily filling these civilian PRT positions being funded?

Ambassador THOMAS. There are no military personnel temporarily or otherwise filling any civilian PRT positions in Afghanistan.

Dr. SNYDER. You testified that the State Department filled 90% of its positions in Baghdad and PRTs in Iraq for 2007 with volunteers. What is the actual number of PRT vacancies for 2007 that the State Department filled?

Ambassador THOMAS. Pre-surge, i.e., prior to early spring 2007, we had 42 positions in the PRTs and 32 have been filled. We currently have 80 positions and all have also been filled for the 2008 transfer season.

Dr. SNYDER. We have heard of at least one State Department person who did not volunteer to deploy on a PRT who was sent anyway. You testified that all State Department personnel deployed to PRTs were "volunteers." Is volunteer a term of art? Please clarify.

Ambassador THOMAS. Volunteer is not a term of art. We have a mechanism in place for directing assignments where no willing and qualified volunteers exist. We have not yet had to use that mechanism as all volunteers were just that. We are unaware of the case cited above.

Dr. SNYDER. You testified that Barbara Stephenson of the State Department is the specialist for PRTs. Please clarify: Is Barbara Stephenson the specialist for PRTs in Iraq? Who is the specialist for PRTs in Afghanistan?

Ambassador THOMAS. As Deputy Senior Advisor to the Secretary and Deputy Coordinator for Iraq at the State Department, Barbara Stephenson has played a lead role in designing and implementing the "civilian surge," including a significant expansion of the PRT program.

Sandra Ingram, an officer on the Afghanistan Desk, is responsible for coordinating the State Department's PRT efforts in Afghanistan.

Iraq

Dr. SNYDER. We have heard that extensive leaves authorized State Department personnel, while a great incentive, cause continuity and leadership challenges at some of the PRTs (Iraq and Afghanistan). What actions could mitigate these challenges?

Ambassador THOMAS. For Iraq: All teams have a Team Leader, a Deputy Team Leader, and Senior Development Specialists. In addition, many teams have more than one of their key specialists—such as governance advisors, city managers or rule of law advisors. As a result, coverage of critical tasks and projects is planned in advance of leaves for any key staff members. We have not heard of cases where leave for DOS team members has significantly impeded program progress.

Afghanistan

Dr. SNYDER. We have heard that extensive leaves authorized for State Department personnel, while a great incentive, cause continuity and leadership challenges at some of the PRTs (Iraq and Afghanistan). What actions could mitigate these challenges?

Ambassador THOMAS. The Department of State believes it has struck an acceptable balance between the needs of the service and its obligation to preserve and protect the health and well being of all its employees particularly our civilian officers serving in war zones. One way in which we mitigated personnel gaps in Afghanistan was by creating a rover PRT position to fill short term staffing gaps. The current rover incumbent has prior Afghanistan PRT experience, and has ably used his Italian language skills while filling in at the Italian-led NATO PRT in Heart, has served at PRT Fara ahd is currently spending 25 per cent of his time filling a gap as a liaison with the 173rd Airborne Brigade Combat Team.

Dr. SNYDER. Would the PRT veterans you brought to the hearing fill out our PRT survey? Would you widely distribute this survey to PRT personnel in Iraq and Afghanistan and the veterans who have returned?

Ambassador THOMAS. The Department of State has been working jointly with USAID to conduct a survey of employees who have served, or are actively serving, on PRTs. We would be happy to share the survey analysis results with the Committee upon their completion. It is our goal to continue improving PRT communication, as well as ensuring that PRTs are responsive to the political, security, and economic challenges in Iraq and Afghanistan.

Dr. SNYDER. Does the State Department or USDA have responsibility for filling the agricultural PRT advisor position made vacant by the tragic death of Tom Stefani? When do you expect a replacement to be deployed?

Ambassador THOMAS. The Department of Agriculture is responsible for filling all Agriculture PRT positions. USDA is in the process of hiring another person to fill the vacancy left by Tom Stefani's tragic death.

Dr. SNYDER. You testified that 20% of all State Department FSOs have deployed to Iraq or Afghanistan so far. SIGIR testified two days later that 40% of all FSOs have served in Iraq alone. Please clarify. What is the percentage of FSOs, broken out by organization of assignment, who have served in either Iraq or Afghanistan since 2001?

Ambassador THOMAS. Approximately 1200 FSOs, or just under 12%, of the Foreign Service has served in Iraq. Approximately 20% of the Foreign Service has served in Iraq or Afghanistan since 2001.

Dr. SNYDER. You testified that the State Department had a sufficient number of FSO volunteers to fill its slots in Iraq and Afghanistan. Mr. Ward testified that USAID FSOs did not initially volunteer in sufficient numbers until additional incentives for deployment were provided. Did Secretary Rice add incentives for FSOs at

all agencies to deploy in larger numbers in order for the State Department to fill its FSO slots?

Ambassador THOMAS. Secretary Rice only has statutory authority over the benefit package afforded Department of State Foreign Service personnel. Other agencies with Foreign Service personnel often choose to match the benefit packages offered by the Department of State but are not under any statutory obligation to do so.

Dr. SNYDER. You testified that the State Department had 11,500 employees to fill 267 posts worldwide. How many positions does this represent (at the 267 posts) and does this include Main State? What is the percentage of fills at Main State?

Ambassador THOMAS. The Department currently has 11,690 Foreign Service Positions. This includes 8,079 (69%) overseas and 3,611 (31%) domestic positions. Of the domestic positions, 2,520 are located in the DC Area. Seventy six percent of the DC area positions are currently filled.

Dr. SNYDER. Are there plans for and will Congress see a request to increase the number of FSOs?

Ambassador THOMAS. The Department is dealing with a deficit of mid-level Foreign Service Generalists due to hiring shortages in the 1990s. The deficit is particularly acute at the FS–02 level where we have 210 more positions, mostly in the Public Diplomacy and Management cones, than officers. While our planning models show that the overall mid-level deficit could be eliminated by September 2010, there will likely still be a deficit of 75 02-level officers. To address this shortfall, the Department requested funding for 254 new positions in the FY 2008 President's Budget to implement the Secretary's Transformational Diplomacy initiative. This request includes Foreign Service generalist and specialist positions, as well as the corresponding Civil Service positions which we see as a down payment for future needs.

Dr. SNYDER. You clearly articulated how State Department personnel get care for combat zone injuries and illnesses in theater and Germany. How do they get care once back in CONUS, and do they know they can apply for a waiver to get care at Military Treatment Facilities?

Ambassador THOMAS. The wounded and ill State Department patients who require care in the States receive their care from the private health care system. The few patients who tried the Military Treatment Facilities after returning to the United States did not elect to continue.

Previous information shared with the Hill includes reference to the Federal Employee health insurance program AND the use of Worker's Compensation benefits through Department of Labor. The DOL issue is particularly sensitive because private insurance will not cover care for a work related injury or illness unless DOL has declined a claim. Dr. Brown mentioned at his last briefing that State employees are being advised of the DOL paperwork requirement during the Iraq outbrief process.

Dr. SNYDER. When is the three-layer response corps—Active Reserve Corps, Standby Reserve Corps and Civilian Reserve Corps—projected to be operational? Please provide any planning documents and directives. Which civilian agencies in the USG are involved?

Ambassador THOMAS. The Active and Standby Response Corps are already operational, although still modest in size. There are currently ten members of the Active Response Corps (ARC), all within the Department of State. They have been deployed to such places as Darfur, Lebanon, Afghanistan, Haiti, Chad, Liberia, Iraq, and Kosovo. For Fiscal Year 2008, the Administration is requesting funding to increase the ARC to 33 persons and to add staff positions in S/CRS to provide the necessary planning and deployment support for them.

The Standby Response Corps (SRC) currently has almost 300 members, all of whom have been drawn from current or retired State Department personnel. Last year, one current Foreign Service Officer served in Darfur and another in Eastern Chad.

Given the challenges we will face in the coming years, it is essential that the ARC and SRC expand not just in State but in USAID and other civilian agencies such as Justice, Commerce, Treasury, and Agriculture. We plan to expand the size and training requirements as resources allow.

The Civilian Reserve Corps (CRC) has not yet been established. We appreciate Congress making available up to $50 million for the CRC in the FY 2007 supplemental appropriations (P.L. 110–28). This level of funding would allow us to recruit, hire, and train the first 500 CRC reservists and to pre-position equipment so that they are fully prepared to deploy. However, obligation of this funding is contingent upon the enactment of authorizing legislation. Senators Lugar and Biden and Congressmen Farr and Saxton have proposed such authorizing legislation (S. 613 and

H.R. 1084, respectively). Enactment of these bills is an important priority for this Administration.

Dr. SNYDER. When were Human Resources and leadership at USAID first briefed on the three response corps systems? The testimony of Mr. Ward indicated he was briefed by Ambassador Herbst just one week before the hearing. When were the other participating USG agencies briefed, asked to participate?

Ambassador THOMAS. State Department Human Resources and USAID have been integrally involved in the development of the three response corps from the start. Perhaps Mr. Ward's testimony was referring to the latest briefing in this process, in which Ambassador Herbst met with all USAID Assistant Administrators on October 15 to update them on progress the interagency has made to build civilian response capacity.

In developing the three-tiered response corps, S/CRS has drawn heavily upon the expertise of personnel detailed to it from across the federal government, including USAID, and from the S/CRS-led interagency working groups established to implement the President's Directive for management of stabilization and reconstruction operations (NSPD–44).

These working groups were stood up in June 2006. More than twenty agencies and bureaus have participated, including USAID, the Office of the Director of National Intelligence, and the Departments of Defense, Homeland Security, Health and Human Services, Treasury, Justice, Commerce, and Agriculture, as well as a number of State Department bureaus including the Bureau of Human Resources. One of these working groups was devoted to the design and framework for the three tiers of civilian response capacity.

In late April of this year, the Department formed an interagency task force that was charged with tackling remaining questions regarding the design of the Civilian Reserve Corps. The task force was led by S/CRS, and participating organizations included USAID, the Departments of Justice, Agriculture, Treasury, Commerce, Health and Human Services, Homeland Security, and Defense, and four State Department bureaus—Human Resources, Office of the Legal Adviser, International Narcotics and Law Enforcement, and S/CRS.

Dr. SNYDER. In answer to Dr. Gingrey's question about why S/CRS and the CRC are taking so long, you replied that the State Department was waiting for Congress to enact legislation. Please be more specific about what legislation is either pending or required?

Ambassador THOMAS. The State Department is committed to improving the U.S. Government's ability to respond to reconstruction and stabilization crises, and progress is being made in this area.

We appreciate Congress making available up to $50 million for the Civilian Reserve Corps (CRC) in the FY 2007 supplemental appropriations act (P.L. 110–28). This level of funding will allow us to recruit, hire, and train the first 500 CRC reservists. It will also allow us to pre-position equipment so that they are fully prepared to deploy. However, obligation of this funding is contingent upon enactment of authorizing legislation.

Both the House and Senate have proposed bills that would satisfy this requirement and strengthen the U.S. Government's ability to prepare for and respond to crises arising in weak and failed states. In the Senate, Senators Lugar and Biden have proposed S. 613, the *Reconstruction and Stabilization Civilian Management Act of 2007*. In the House, Representatives Farr and Saxton have proposed companion legislation, H.R. 1084. These bills would improve the State Department's capacity to provide civilian response and foreign assistance for reconstruction and stabilization, as well as providing the authorizing legislation required to obligate the supplemental funding made available for the CRC.

Enactment of these bills is an important priority for this Administration.

Dr. SNYDER. What is the relationship between State/Coordinator for Reconstruction and Stabilization (S/CRS) and the regional bureaus? Who has the real authority and power and funding when it comes to structure and process to manage Reconstruction and Stability operations and implementation of NSPD–44?

Ambassador THOMAS. Under National Security Presidential Directive 44 (NSPD–44), the President has vested in the Secretary of State the responsibility to coordinate and lead integrated United States Government efforts to prepare, plan for, and conduct reconstruction and stabilization activities. S/CRS has been charged by the Secretary with implementing this Directive. In carrying out this responsibility, S/CRS works closely with the regional bureaus as well as with other State Department bureaus and with other Departments and Agencies as appropriate.

Within the Department of State, the Secretary determines which office will take the lead role in responding to any particular situation. Should a decision be made to activate the Interagency Management System for Reconstruction and Stabiliza-

tion (IMS) to address a particular crisis, the Country Reconstruction and Stabilization Group (the Washington-based interagency policy coordination body for the situation) would be co-chaired by the Coordinator for Reconstruction and Stabilization, the Assistant Secretary of the relevant regional bureau, and an appropriate regional senior director from the National Security Council.

With regard to the question of funding, the Department of State currently utilizes various resources to carry out reconstruction and stabilization operations, including reprogramming within existing assistance accounts, the supplemental appropriations process, and transfer authorities. In addition, in Fiscal Years 2006 and 2007, the Department of Defense transferred $110 million to the Department of State for reconstruction and stabilization activities under authorities granted in Section 1207 of the National Defense Authorization Act of 2006.

Dr. SNYDER. What are your specific concerns for future staffing of assignments for non-DOD federal civilian employees in any combat zones? For example, will you be facing a significant reduction in qualified personnel due to an aging workforce? Do you anticipate difficulty in attracting suitable skilled and experienced volunteers for these positions? Are there laws or policies that restrict your ability to deploy personnel or deploy personnel involuntarily? What is your agency doing to mitigate these potential staffing problems?

Ambassador THOMAS. State Department personnel have always been ready and willing to serve in dangerous and unstable environments where their skills and expertise are needed. We do not anticipate a reduction in qualified Foreign Service personnel due to an aging workforce or an inability to attract personnel. The Foreign Service remains a highly competitive and sought-after career. Our attrition rate is one of the lowest in the U.S. Government. Currently, sixty-eighty percent of Foreign Service Officers are stationed overseas, with more than 700 serving in unaccompanied positions at our most difficult posts. Since 2003, over 1500 State Department personnel have served in Iraq alone. All 250 positions opening in summer 2008 in Iraq, including those in Baghdad and the Provincial Reconstruction Teams, have already been filled with volunteers. Nevertheless, should the need ever arise, the Secretary of State is authorized by the Foreign Service Act to assign Foreign Service personnel to such positions to ensure the Department's diplomats are best placed to address critical national security needs. We are continually evaluating how we might best support our employees serving in our most difficult posts—both during and after their assignments—and may, in the future, seek Congressional assistance.

In our current FY 2008 budget, we have requested an additional 254 positions, all critical to fulfilling the Department's mission. For example, it would expand the size of the State Department's Active Response Corps to 33. We are also working to build civilian capacity by creating a Civilian Reserve Corps, as called for by the President and the Secretary. A Civilian Reserve Corps would allow us to draw on the generosity and skills of the wider American public for stabilization and reconstruction missions. We welcome Congressional support for these initiatives.

Dr. SNYDER. What modifications, if any, to the current package of incentives, benefits, and medical care policies would increase the likelihood of attracting the best volunteers for these positions?

Ambassador THOMAS. Currently, more State Department officers serve in dangerous, unaccompanied positions than ever before in our history. The State Department is constantly reviewing and adapting its benefits, incentives, and services to ensure that they meet the needs of these brave men and women, and their families. Foreign and Civil Service Officers who serve in Iraq for instance are eligible for financial and non-monetary incentives as outlined in the Department's Iraq Service Recognition Package. This package includes unique benefits related to compensation, support for families, and additional rest and recuperation periods, as well as onward assignment preference and promotion consideration for Foreign Service Officers. We are continually evaluating how we might best support our employees who serve in our most difficult post—both during and after their tours—and may, in the future, seek Congressional assistance.

As the Department adapts to the shifting national security environment, we are looking forward to identify and address anticipated needs, such as through the development of an Active and Standby Response Corps, a Civilian Reserve Corps, and specialized training. With these new initiatives come additional requirements on the Department, and the Department's ability to meet those requirements would be strengthened by legislation. The Administration welcomes efforts by Congress that support the State Department's ability to build civilian capacity for work in stabilization and reconstruction environments.

Senators Lugar and Biden and Representatives Farr and Saxton have proposed legislation (S. 613 and H.R. 1084, respectively) that would provide the Administra-

tion with key authorities to enable the Department to build the civilian capacity our country needs. Among the more important provisions, S. 613 includes a dual compensation waiver for federal retirees, which would be a useful incentive for recruitment into a Civilian Reserve Corps or the Standby Response Corps. The Administration supports this legislation and hopes Congress will enact it soon.

Dr. SNYDER. The Subcommittee has heard testimony that non-DOD federal civilian employees are currently receiving adequate medical care in Iraq and Afghanistan at military and embassy treatment facilities. The current DOD policy which states, "The Under Secretary of Defense (Personnel and Readiness), under compelling reasons, is authorized to approve additional eligibility for [Military Treatment Facilities] for other U.S. Government civilian employees who become ill, contract diseases, or become injured or wounded while forward deployed in support of U.S. military forces engaged in hostilities, or other DOD civilian employees overseas." Are you satisfied with this policy?

Ambassador THOMAS. We have had many civilian employees with medical emergencies treated at Military Treatment Facilities in combat zones, and they have all received prompt and outstanding medical care.

Dr. SNYDER. There appears to be a large discrepancy between the number of Office Workers' Compensation Program claims filed under FECA by federal civilian employees who deployed to Iraq or Afghanistan for emotional stress disorders and the number of employees who report symptoms of these disorders. What is your organization doing to screen and survey your employees who have deployed to combat zones for Post-Traumatic Stress Disorder and other mental health problems? What action is your organization taking to encourage reporting of issues and to ensure adequate care and education? How are you specifically dealing with the stigma associated with admission of mental health and stress disorders and employees' fears that such admission will have negative effects such as career discrimination, loss of clearance, etc.?

Ambassador THOMAS. All employees assigned to Iraq and Afghanistan are mandated to attend a High Stress Assignment Outbrief Program upon completion of their tour. This is held at the Foreign Service Institute and is done in a group format. The course is conducted jointly by the head of FSI's Transition Center and a psychiatrist from the Office of Medical Services (MED). This course was made mandatory precisely to avoid the problem of people avoiding it for fear that it would stigmatize them with a "mental health" label. Furthermore, if they prefer to have an individualized outbrief, whether for the convenience of scheduling or because they wish to bring up more personal matters in a private setting, they can do that instead. These courses are also available on a voluntary basis to any employee returning from any unaccompanied tour.

At the Outbrief, employees, they are explicitly advised to self-screen by educating them with these four steps:

1. They are given information about the more common mental health problems seen in people who serve at high stress posts, such as normal and self-limited (sub-clinical) stress reactions, Acute Stress Disorder, Post-traumatic Stress Disorder (PTSD), alcohol or other substance abuse, depression and other mood disorders, and marital problems. This information is based on self-reports from peers who attended previous outbriefs over the past three years; the anonymous survey that MED and the Family Liaison Office (FLO) conducted to which 877 employees responded; and the medical literature on the subject.
2. They are then advised about signs and symptoms that indicate sufficient concern to warrant a professional consultation.
3. Clarification is offered about medical histories and the fact that seeking help for mental health issues in itself is never cause for an automatic change in medical or security clearances. An opaque boundary between MED and HR is well established, and an individual's medical history is never revealed to HR, although the employee's medical clearance could affect assignments as the purpose is to make sure that any needed medical care is available at the post of assignment.
4. They are advised how to contact mental health professionals either within the Department of State (both domestically and overseas) or privately, including a point of contact in HR for processing claims with OWCP. They are also informed that MED's Employee Consultation Services offers a bi-weekly support group in Washington for returnees from unaccompanied tours.

Even before deployment these topics are introduced by staff from the Office of Mental Health Services for all attendees at the mandatory Foreign Affairs Counterterrorism Training (FACT) and PRT pre-deployment courses offered by Dip-

lomatic Security. Our mental health provider in Iraq is designated to provide services solely to the Iraq mission and has back-up support available from our psychiatrist in Amman.

MED is currently developing a Deployment Stress Management Program and will hire two to three more mental health specialists who will provide evaluation, support, and initial treatment for employees suffering from PTSD or other mental health problems upon return from unaccompanied tours.

Dr. SNYDER. You testified that you were briefed by Ambassador Herbst about the three response corps system—Active Reserve Corps, Standby Reserve Corps and Civilian Reserve Corps—just one week before the hearing. When was anyone else at USAID briefed earlier?

Mr. WARD. In my comments, I was referring to a recent update briefing I received. USAID staff have worked closely with the Department of State's Office of the Coordinator for Reconstruction and Stabilization (S/CRS) from the beginning of this effort to develop the three response corps systems over the last three years, and has detailed staff to S/CRS to work on these efforts. USAID has also been involved in all major policy discussions at the leadership level.

While the USAID Bureau for Democracy, Conflict and Humanitarian Assistance has been the main participant, this spring, Ambassador John Herbst met with USAID's Acting Administrator and with Agency Assistant Administrators to discuss progress on developing the Active and Standby Response Corps, as well as the Civilian Reserve Corps. This fall, he met with me as part of a series of briefings to update USAID regional Assistant Administrators, Deputy Assistant Administrators and staff from Agency bureaus.

Dr. SNYDER. You testified that "PRT members have written the doctrine [after and during their deployments] and they know what works." Please provide the doctrine that they have written. If this was figurative, please clarify. Provide any doctrine that USAID may have in writing for PRT operations.

Mr. WARD. When PRTs were first established in 2002, team members shared their insights into what worked best via e-mail and through in-person briefings with outgoing and incoming Field Program Officers (FPOs). The lessons learned from these exchanges of information became the basis for a more formal training program that is now the vehicle for preparing new PRT employees prior to their assignments in the field.

USAID is currently developing a comprehensive training program that will capture systematically the knowledge and experience of FPOs as well as those of officers assigned in Kabul and it will integrate that information into a larger pre-deployment training program for officers assigned to Afghanistan. Likewise, experienced-based training will also be incorporated into comprehensive training for PRT members deployed to Iraq.

USAID is also participating in a 3-week pre-deployment training exercise at Ft. Bragg for PRT officers from USAID, State, USDA, and DOD. The exercise gives incoming officers the opportunity to discuss on-the-ground realities with Afghanistan-experienced officers as well as to participate in scenarios based on real experiences of PRT veterans. It also provides military officers with a better understanding of USG civilian agency roles in PRTs. Likewise, civilian agency participants are exposed to the military environment in which they will spend the next 12–18 months. In surveys completed after each training session, participants consistently cite the joint civilian-military exercises as a critical part of the success of PRT operations.

Handbooks and Guidelines

The International Security Assistance Force PRT Handbook is the primary written document governing PRTs. It has been endorsed by the ambassador-level PRT Executive Steering Committee (ESC) in Kabul, and is the product of more than four years of input from national (Afghanistan) and international (including USG, the UN, NATO) units. The Handbook outlines guiding principles and proven best practices that each PRT can draw upon in implementing a strategy for meeting the challenges of its area of operations.

Dr. SNYDER. Would the PRT veterans you brought to the hearing fill out our PRT surveys? Would you widely distribute this survey to serving PRT personnel and to the veterans who have returned?

Mr. WARD. USAID is facilitating an interagency working group survey of PRT participants. We expect to have results of our survey analysis within the next several weeks and we will share them with the Committee.

Since this survey process will be applied to each PRT cohort, for future surveys, USAID would like to work with the Committee to understand issues that are of paramount concern so that we can address them in our ongoing surveying.

Dr. SNYDER. Describe "grantees" who work on PRTs. What is the process for recruiting, selecting and deploying them?

Mr. WARD. USAID issues public requests for proposals to fill contracts, grants, and cooperative agreements, often on a country-by-country basis; USAID does not select implementing partners (contractors or grantees) at the PRT level.

After a fair and open selection process, a contract/grant/cooperative agreement is awarded. A Cognizant Technical Officer (CTO) provides day-to-day management of the program and works with the implementing partner to ensure that it meets USAID's requirements for performance.

USAID utilizes various acquisition and assistance instruments to implement its activities. Contracts, grants, cooperative agreements and purchase orders are some of the instruments that are negotiated by USAID. These instruments provide commodities and technical assistance to support the attainment of the agency's objectives. USAID refers to contractors, grantees and cooperative agreement recipients collectively as "implementing partners." Acquisition refers to obtaining goods and services, through various types of contracts, for the use or benefit of the Agency. Assistance refers to transferring funds (or other valuables) from USAID to another party to implement programs designed to contribute to the public good by furthering the objectives of the Foreign Assistance Act. USAID is required to comply with internal regulations and directives as well as Federal Government policies and regulations.

Guidelines on our acquisition and assistance can be found on our website: http://www.usaid.gov/business/.

Dr. SNYDER. How do USAID personnel in the field interact with NGOs? Under what conditions would NGOs take over the work USAID does in the field?

Mr. WARD. There are principally two modes of interaction between USAID personnel and its implementing partners (i.e., NGOs: U.S., international, local) in the field: (1) monitoring progress on a USAID-funded project, (2) coordinating with projects not funded by USAID.

USAID field staff provide oversight of contracts and grants under the management of a USAID implementing partner. This role includes both collaboration with the implementing partner to identifying project priorities and modes of implementation and oversight and assessment of progress made towards established goals and objectives.

In cases where an NGO in Afghanistan or Iraq is not a USAID implementing partner, USAID field staff liaise with the organization to ensure coordination of effort in key sectors, such as health, education, local governance, and building institutional—local and state—capabilities for delivering services. USAID also works in this coordinated fashion with other donors, both foreign governments and international organizations. The information sharing provides useful local knowledge to the USAID Mission, and to the PRT. At the national level, there is regular interaction and coordination among the donor, military and NGO communities.

At this point, there is no instance in which we can imagine an NGO taking over USAID's role as a PRT participant, which is inherently governmental.

Dr. SNYDER. Are there plans for and will Congress see a request to increase personnel for USAID? What is USAID doing about the "graying" of its workforce and looming retirement bulge/experience crisis?

Mr. WARD. USAID's FY 2009 budget request is currently under development. Any proposed increase in personnel would be included in the annual budget request, submitted in February. Currently, human resource reforms continue at USAID as we look for ways to maximize our budget resources to increase the numbers and strengthen the training for our number one priority—our people.

Analysis of the "graying" workforce at USAID shows that nearly 45% of the workforce will be eligible to retire by 2011. This requires USAID to focus any new hiring on junior officers and to think creatively about maintaining access to senior-level talent to serve as mentors to junior and mid-level officers while they gain experience in the Agency. Expanded mentoring programs, virtual coaching arrangements with newly-retired officers, and retention bonuses are a number of avenues we are pursuing.

Dr. SNYDER. What are your specific concerns for future staffing of assignments for non-DOD federal civilian employees in any combat zone? For example, will you be facing a significant reduction in qualified personnel due to an aging workforce? Do you anticipate difficulty in attracting suitable skilled and experienced volunteers for these positions? Are there laws or policies that restrict your ability to deploy personnel or deploy personnel involuntarily? What is your agency doing to mitigate these potential staffing problems?

Mr. WARD. Congress has been helpful in providing USAID with specific hiring flexibilities in addition to incentives that apply to all federal civilian personnel. These statutory provisions have assisted USAID in meeting its staffing requirements in critical countries and in combat zones.

USAID does not believe that current laws restrict its ability to deploy personnel voluntarily or involuntarily to combat zones. There are policies such as requiring medical clearances or the designation of posts as "unaccompanied" that will necessarily affect USAID's ability to deploy employees into combat zones.

The aging USAID workforce is a significant consideration in planning for ongoing placements in critical countries. In the immediate term, USAID plans to hire at attrition, which should enable sustained operations at current levels with qualified personnel. For the longer term, however, USAID must address the need to expand the pool of Foreign Service officers eligible for assignment in critical countries.

Dr. SNYDER. What modifications, if any, to the current package of incentives, benefits, and medical care policies would increase the likelihood of attracting the best volunteers for these positions?

Mr. WARD. To date, USAID has been able to fill all of its direct hire foreign service positions with volunteers in both Iraq and Afghanistan, and also in the two other critical priority countries of Pakistan and Sudan.

USAID is constantly reviewing its package of incentives and benefits and is prepared to make adjustments as information and events dictate. Federal regulations cover all civilian employees to ensure the comparability of incentives and benefits provided to those who serve on PRTs from USAID and from the Department of State and other agencies. USAID works in close consultation with State and other agencies to assess the need for and to implement modifications to its incentive package.

The relatively small size of USAID and of its Foreign Service corps (1,200 personnel) and the retirement surge we will face in the coming years, means that without a significant increase in the number of foreign service officers in the workforce, USAID will face challenges in filling positions in critical priority countries. As demand remains high for personnel on annual rotations in Iraq and Afghanistan, and as we continue to deploy personnel to other critical countries and new, future locations, USAID's ability to attract volunteers to these positions will be affected by the depth of the employee pool from which we can draw.

Dr. SNYDER. The Subcommittee has heard testimony that non-DOD federal civilian employees are currently receiving adequate medical care in Iraq and Afghanistan at military and embassy treatment facilities. The current DOD policy which states: "The Under Secretary of Defense (Personnel and Readiness), under compelling reasons, is authorized to approve additional eligibility for [Military Treatment Facilities] for other U.S. Government civilian employees who become ill, contract diseases, or become injured or wounded while forward deployed in support of U.S. military forces engaged in hostilities, or other DOD civilian employees overseas." Are you also satisfied with this policy?

Mr. WARD. The USAID mission in Iraq is satisfied with the current policy for providing medical care to non-DOD federal civilian employees. As with other USAID missions worldwide, medical care for direct-hire and personal services contractor (PSC) employees is readily available through the US Embassy Health Unit. For severe illness or serious injuries requiring "life, limb and eye" support, USAID employees—including direct hires, PSCs, locally employed staff (LES) who suffer on-the-job injuries, and institutional contractors—have access to DOD medical facilities, which provide US-quality staff, treatments, medications, and equipment. In addition, USAID representatives on Provincial Reconstruction Teams and Embedded Provincial Reconstruction Teams also have access to DOD medical facilities in the field. In past instances where injuries or illness to USAID personnel required medical evacuations, DOD also provided "medevac" assistance to USAID direct-hire staff on hospital planes once the patients had been stabilized.

Dr. SNYDER. There appears to be a large discrepancy between the number of Office of Workers' Compensation Program claims filed under FECA by federal civilian employees who deployed to Iraq and Afghanistan for emotional stress disorders and the number of employees who report symptoms of these disorders. What is your organization doing to screen and survey your employees who have deployed to combat zones for Post-Traumatic Stress Disorder and other mental health problems? What action is your organization taking to encourage reporting of issues and to ensure adequate care and education? How are you specifically dealing with the stigma associated with admission of mental health and stress disorders and employees' fears that such admission will have negative effects such as career discrimination, loss of clearance, etc.?

Mr. WARD. USAID has made a High Stress Assignment Outbrief mandatory for all employees after returning from serving in Iraq and Afghanistan, as well as from Pakistan and Sudan. This High Stress Outbrief is implemented by the Department of State's Transition Center and is offered at the National Foreign Affairs Training Center.

While USAID acknowledges that not all returnees have taken the course, we are doing everything possible to ensure attendance. Likewise, in terms of fitness, returnees are encouraged to utilize the medical and mental health services available through the Agency and the Department of State. However, as the Sub-Committee's question implies, Foreign Service Officers are very sensitive about being 'stigmatized' in any way that may affect their forward assignments and they are sometimes reluctant to report specific stress-related or other symptoms, particularly if they involve mental health. We will continue to identify means to require 100% participation, which should mitigate any concerns about "stigma."

Dr. SNYDER. How do USDA personnel in the field interact with NGOs? Under what conditions would NGOs take over the work USDA does on PRTs?

Mr. MILLER. In all cases, our PRT personnel seek to transfer skills to local entities both public and private, and USDA works with local and international NGOs where possible. The PRTs were designed as a platform for development in localities where instability precludes normal development to take place. Still, there are many areas where the security situation is such that few or no international NGOs are operating and local NGOs may have a security concern working directly with the U.S. Government.

Dr. SNYDER. Why will it take until the end of the year to get 13 additional USDA personnel into Iraq given the President announced the "New Way Forward" in January 2007?

Mr. MILLER. From the time of the initial request to deployment, it takes on average eight months to recruit, select, process medical and security clearances, train, place and deploy USDA employees for PRT assignments. In addition to the 18 agricultural advisors that USDA anticipates deploying to Iraq by the end of November, 2007, as part of the President's "New Way Forward", we are now recruiting for an additional 13 advisors to replace current Department of Defense advisors by June, 2008.

Dr. SNYDER. Did the NSC or anyone else add anything or subtract anything from your testimony besides the paragraph on the CRC on p. 2?

Mr. MILLER. The language suggested by NSC on CRC is the only insert received from colleagues who reviewed the testimony; the language reflected current policy of USDA and the Administration. Supporting federal civilian employees deployed to Iraq and Afghanistan requires coordination among USDA agencies and agencies throughout the Executive Branch.

Dr. SNYDER. Why don't USDA personnel deploying to Iraq attend the DOD training at Fort Bragg?

Mr. MILLER. The Department of Defense (DOD) is the lead Department in implementing the PRT program in Afghanistan. DOD has created and implements the training at Fort Bragg for military and civilian personnel deploying to Afghanistan; USDA employees being deployed to Afghanistan attend these training sessions. Department of State (DOS) is the lead Department implementing the PRT program in Iraq. USDA employees deploying to Iraq are required to attend the DOS's Foreign Affairs Counter Terrorism (FACT) training at the Foreign Service Institute (FSI).

Dr. SNYDER. Do the stateside organizations providing deployers get backfills for the year they are missing a person?

Mr. MILLER. USDA agencies can at their own discretion temporarily fill these positions until their employees resume their normal duties.

Dr. SNYDER. We have heard that the leaves of deployers sometimes conflict with continuity and mission. Have you heard about this challenge? What action could you take to mitigate it?

Mr. MILLER. In response to this issue, we have in certain instances and in coordination with the Department of State delayed deployments so that employees can complete mission critical assignments.

Dr. SNYDER. Your testimony says that each volunteer can return to their same salary and benefits. Will they return to the same job? What job will they be assigned upon their return?

Mr. MILLER. USDA employees return to the same position and duty station they held prior to deployment. This is guaranteed by the Secretary of Agriculture.

Dr. SNYDER. Will your currently deployed PRT personnel and PRT veterans fill out a PRT survey?

Mr. MILLER. We will provide the survey to them.

Dr. SNYDER. Does the USDA or DOS have responsibility for filling the agricultural PRT advisor position made vacant by the tragic death of Tom Stefani? When do you expect a replacement will be deployed?

Mr. MILLER. USDA is responsible and we anticipate having a replacement for Tom Stefani no later than February, 2008, when the next wave of advisors deploy to Afghanistan.

Dr. SNYDER. What are your specific concerns for future staffing of assignments for non-DOD federal civilian employees in any combat zone? For example, will you be facing a significant reduction in qualified personnel due to an aging workforce? Do you anticipate difficulty in attracting suitable skilled and experienced volunteers for these positions? Are there laws or policies that restrict your ability to deploy personnel or deploy personnel involuntarily? What is your agency doing to mitigate these potential staffing problems?

Mr. MILLER. Thus far, FAS has successfully recruited volunteers from within its ranks to serve in Foreign Service Officer (FSO) assignments in Iraq and Pakistan (which covers Afghanistan) and has also successfully recruited from across USDA to fill Provincial Reconstruction Team Advisor and Ministry Advisor positions in Iraq and Afghanistan. USDA employees volunteering for positions in Afghanistan and Iraq tend to represent those in the mid or late phase of their federal service.

FAS assigns FSOs to positions overseas in consideration of the needs of the service, experience, language ability, etc., and the FAS Administrator makes all final assignment decisions and can invoke worldwide availability to fill a particular Foreign Service position.

All other assignments are voluntary and are dependent upon a well qualified pool of candidates. To date, USDA has been pleased with and proud of the relatively large number of applications that have come from within the Department.

In order to fill hardship assignments, FAS follows State Department-established differentials for danger and hardship as well as other compensation as is the case with the Iraq Service Recognition Package—Revised.

Dr. SNYDER. What modifications, if any, to the current package of incentives, benefits, and medical care policies would increase the likelihood of attracting the best volunteers for these positions?

Mr. MILLER. While there is no evidence that the current package hinders recruitment efforts, USDA does intend to provide re-entry counseling for employees, supervisors and family members through Employee Assistance Program provided services. USDA is also planning to formally recognize employees who have volunteered for these assignments at a special Secretary-level ceremony being planned for this spring. USDA follows State Department-established recognition packages. Should State Department modify their recognition packages, USDA would likely follow suit.

Dr. SNYDER. The Subcommittee has heard testimony that non-DOD federal civilian employees are currently receiving adequate medical care in Iraq and Afghanistan at military and embassy treatment facilities. The current DOD policy which states: "The Under Secretary of Defense (Personnel and Readiness), under compelling reasons, is authorized to approve additional eligibility for [Military Treatment Facilities] for other U.S. Government civilian employees who become ill, contract diseases, or become injured or wounded while forward deployed in support of U.S. military forces engaged in hostilities, or other DOD civilian employees overseas." Are you also satisfied with this policy?

Mr. MILLER. We have been satisfied with the level of medical support provided by DOD and DOS. However, we would prefer to see the clause "under compelling reasons" removed. USDA would also like to see the policy strengthened by amending the language so that both physical and mental health care is explicitly authorized.

Dr. SNYDER. There appears to be a large discrepancy between the number of Office of Workers' Compensation Program claims filed under FECA[1] by federal civilian employees who deployed to Iraq or Afghanistan for emotional stress disorders and the number of employees who report symptoms of these disorders. What is your organization doing to screen and survey your employees who have deployed to combat zones for Post-Traumatic Stress Disorder and other mental health problems? What action is your organization taking to encourage reporting of issues and to ensure adequate care and education? How are you specifically dealing with the stigma associated with admission of mental health and stress disorders and employees' fears that such admission will have negative effects such as career discrimination, loss of clearance, etc.?

Mr. MILLER. USDA employees participate in the Department of State medical clearance process prior to final selection and deployment. USDA also plans to in-

[1] Federal Employees Compensation Act.

volve the USDA Employee Assistance Program in pre-deployment orientation sessions.

For those returning from conflict zones, USDA is drafting updated standard operating procedures (SOPs) to make available re-entry resources and support for the employees, their families and their supervisors. We are working with Department of State and the USDA Employee Assistance Program to draft these SOPS. We are advising recent returnees to attend the post-deployment stress reduction training that is mandatory for all DOS FSOs.

USDA does not discriminate against employees who self-disclose mental health or emotional issues. USDA provides access to Employee Assistance Program to help employees deal with mental health and stress disorders.

Dr. SNYDER. Per your offer, please provide an opinion as to the sufficiency of the Federal Tort Claims Act, or other similar statutes, to support claims relevant to federal civilians deployed to Iraq or Afghanistan. For example, is it possible to sue a government doctor for malpractice if the event occurred overseas? What statutory changes would be required to allow for such claims?

Mr. SWARTZ. The existing statutory remedies afford ample protection to Federal civilian employees who are injured in the course of their employment while deployed overseas. Just as Federal civilian employees who are injured in the course of their employment either in the United States or abroad are entitled to benefits under the Federal Employees Compensation Act ("FECA"), 5 U.S.C. §§ 8101 *et seq.*, so too are Federal civilian employees who may be injured by a Government doctor, either domestically or while deployed. FECA constitutes their exclusive remedy for any such injuries. *See, e.g., Spinelli v. Goss,* 446 F.3d 159 (D.C. Cir. 2006); *Votteler v. United States,* 904 F.2d 128 (2d Cir. 1990); *McCall v. United States,* 901 F.2d 548 (6th Cir. 1990); *Wilder v. United States,* 873 F.2d 285 (11th Cir. 1989); *Vilanova v. United States,* 851 F.2d 1 (1st Cir. 1988). In addition, the Federal Employee Liability Reform and Tort Compensation Act of 1988 ("FELRTCA"), Pub. Law 100–694, 102 Stat. 4563, amended the Federal Tort Claims Act ("FTCA") to confer immunity on employees of the Government from tort liability for negligent or wrongful acts or omissions within the scope of their employment and instead substitutes the Federal government for the named individual Government employee. This statutory immunity for individual Government employees applies in cases involving claims arising in foreign countries as well as those arising within the United States. *See United States v. Smith,* 499 U.S. 160 (1991). The FTCA in turn retains the sovereign immunity of the United States with respect to such claims. *See* 28 U.S.C. § 2680(k); *United States v. Spelar,* 338 U.S. 217 (1949); *Sosa v. Alvarez-Machain,* 542 U.S. 692 (2004). Thus, Federal civilian employees who are deployed in foreign counties are treated in precisely the same manner as such employees stationed in the United States in terms of both the benefits to which they are entitled for work-related injuries and their ability to sue individual Government doctors or other personnel.

Dr. SNYDER. SIGIR and USIP testified they think Rule of Law needs more attention on PRTs in Iraq. Has DOJ been asked by State to provide more people? Would DOJ provide more personnel for PRTs if asked?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. Did anyone add or subtract anything from your testimony besides the paragraph on the CRC on page 2?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. On page 18 of your testimony it says allowances are established in law. Would DOJ recommend any changes to the law?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. Please explain the difference between Danger Pay, Hardship Duty Pay and Hazardous Duty Pay.

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. Will your currently deployed and veteran PRT personnel fill out a survey?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. Why can technical advisors have home leave after 1 year of deployment, while USG employees only get home leave after 24 months of continuous deployment? That must be difficult for those deployed to zones of active combat (Iraq and Afghanistan). Are the rules keeping up with the conditions of service?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. What are your specific concerns for future staffing of assignments for non-DOD federal civilian employees in any combat zone? For example, will you be facing a significant reduction in qualified personnel due to an aging workforce? Do you anticipate difficulty in attracting suitable skilled and experienced volunteers for these positions? Are there laws or policies that restrict your ability to deploy personnel or deploy personnel involuntarily? What is your agency doing to mitigate these potential staffing problems?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. What modifications, if any, to the current package of incentives, benefits, and medical care policies would increase the likelihood of attracting the best volunteers for these positions?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. The Subcommittee has heard testimony that non-DOD federal civilian employees are currently receiving adequate medical care in Iraq and Afghanistan at military and embassy treatment facilities. The current DOD policy which states: "The Under Secretary of Defense (Personnel and Readiness), under compelling reasons, is authorized to approve additional eligibility for [Military Treatment Facilities] for other U.S. Government civilian employees who become ill, contract diseases, or become injured or wounded while forward deployed in support of U.S. military forces engaged in hostilities, or other DOD civilian employees overseas." Are you also satisfied with this policy?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. There appears to be a large discrepancy between the number of Office of Workers' Compensation Program claims filed under FECA[1] by federal civilian employees who deployed to Iraq or Afghanistan for emotional stress disorders and the number of employees who report symptoms of these disorders. What is your organization doing to screen and survey your employees who have deployed to combat zones for Post-Traumatic Stress Disorder and other mental health problems? What action is your organization taking to encourage reporting of issues and to ensure adequate care and education? How are your specifically dealing with the stigma associated with admission of mental health and stress disorders and employees' fears that such admission will have negative effects such as career discrimination, loss of clearance, etc.?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Dr. SNYDER. What are your specific concerns for future staffing assignments for non-DOD federal civilian employees in any combat zone? For example, will you be facing a significant reduction in qualified personnel due to an aging workforce? Do you anticipate difficulty in attracting suitable skilled and experienced volunteers for these positions? Are there laws or policies that restrict your ability to deploy personnel involuntarily? What is your agency doing to mitigate these potential staffing problems?

Mr. MCDONALD. My main concern and objective regarding any future staffing assignments for Treasury employees in a combat zone would be to ensure that Treasury continues to recruit and deploy highly qualified personnel, and to ensure for their safety, care and reintegration. It is a challenge to attract skilled and experienced volunteers to serve in combat zones, but Treasury's experience in Iraq and Afghanistan shows that it is possible. As noted in my October 16, 2007 testimony, Treasury efforts to recruit skilled and experienced volunteers have met with a robust, positive response. In light of the inherent stresses of these assignments, it is important to Treasury that personnel assigned to these posts accept such assignments voluntarily. Treasury officials serving in Iraq and Afghanistan consist of both permanent USG hires and personal services contractors (PSCs). Recruiting PSCs allows Treasury to draw upon a large candidate pool outside of the Treasury Department. I do not anticipate a significant reduction in qualified personnel due to an aging workforce.

Dr. SNYDER. What modifications, if any, to the current package of incentives, benefits, and medical care policies would increase the likelihood of attracting the best volunteers for these positions?

Mr. MCDONALD. Treasury's experience to date does not indicate a need to modify the current package of incentives, benefits, and medical care policies in order to attract well qualified and experienced volunteers for these positions. Treasury contin-

[1] Federal Employees' Compensation Act.

ues to follow the State Department's lead on compensation to ensure comparability in workforce benefits.

Dr. SNYDER. The Subcommittee has heard testimony that non-DOD federal civilian employees are currently receiving adequate medical care in Iraq and Afghanistan at military and embassy treatment facilities. The current DOD policy states: "The Under Secretary of Defense (Personnel and Readiness), under compelling reasons, is authorized to approve additional eligibility for [Military Treatment Facilities] for other U.S. Government civilian employees who become ill, contract diseases, or become injured or wounded while forward deployed in support of U.S. military forces engaged in hostilities, or other DOD civilian employees overseas." Are you also satisfied with this policy?

Mr. MCDONALD. The Treasury Department is satisfied with this policy. Treasury appreciates the willingness of the Department of Defense to extend these services to Treasury and other non-DoD civilian personnel, in the field. Throughout Treasury's engagements in Iraq and Afghanistan, the Department has been fortunate not to have had any of its staff become seriously ill, injured, or wounded while in country. We believe that if such a case were to occur, DOD's medical staff would provide prompt and high quality treatment. OTA's standard provisions regarding private health care insurance (which our program advisors serving in Iraq and Afghanistan are entitled to) complement DOD's Health Services and are especially important when advisors are away from post attending conferences, on R&R travel, etc.

Dr. SNYDER. There appears to be a large discrepancy between the number of Office Workers' Compensation Program claims field under FECA by federal civilian employees who deployed to Iraq and Afghanistan for emotional stress disorders and the number of employees who report symptoms of these disorders. What is your organization doing to screen and survey your employees who have deployed to combat zones for Post-Traumatic Stress Disorder and other mental health problems? What action is your organization taking to encourage reporting of issues and to ensure adequate care and education? How are you specifically dealing with the stigma associated with admission of mental health and stress disorders and employees' fears that such admission will have negative effects such as career discrimination, loss of clearance, etc.?

Mr. MCDONALD. Since 2002, not one Treasury employee returning from Iraq and Afghanistan (or other overseas assignments entailing danger and hardship) has claimed suffering from Post-Traumatic Stress Disorder or other mental illness.

The Treasury Department's technical assistance program began its latest engagement in Iraq in mid-2006. The Department is only now beginning to approach a time period in which its technical advisors will be rotating out of their assignments due to the fact that most advisors have voluntarily extended their tours beyond their initial one-year commitments. To date, only one advisor has completed his one-year posting and returned to the United States. With an eye toward the pending rotational turnovers, Treasury will be reaching out to the Department of State and the Department of Defense to draw upon their institutional experience and, if possible, resources for mental health screening. State has extended an offer to Treasury to have its technical advisors participate in State's post-tour debriefing program, and Treasury will accept this offer.

To date, Treasury has conducted informal processes for assessing the mental state of its advisors who have worked in combat zones. This has involved constant communications with the advisors by management in Washington, post-action debriefs of those returning to the States, and advocating to the advisors that they draw on their available medical—including mental health specific—resources. Treasury management is sensitive to the stress and danger that can weigh on personnel serving in war environments. Treasury management includes officials who have served in Iraq and/or Afghanistan and understand the conditions in which our advisors serve. At the same time, we are studying ways to improve our current approach to ensure that any returning personnel who are in need of specialized care due to their overseas assignments receive that care.

QUESTONS SUBMITTED BY MS. TAUSCHER

Ms. TAUSCHER. Mr. Swartz: I included legislation in the House version of the 2008 National Defense Authorization Act to address the adequacy of death benefits for federal employees who deploy to combat zones. The government would cover the cost of relocation to the home of record for dependents of federal civilian employee who signed emergency mobility agreement. The Department of Justice, like DoD, has personnel that moves frequently from one posting to another. This provision would help the families of their employees in the event they die in a combat zone.

Does the Justice Department support this death gratuity benefit for its employees?

Mr. SWARTZ. [The information referred to was not available at the time of printing.]

Ms. TAUSCHER. I included legislation in the House version of the 2008 National Defense Authorization Act to address the adequacy of death benefits for federal employees who deploy to combat zones. The government would cover the cost of relocation to the home of record for dependents of federal civilian employees who signed an emergency mobility agreement. The State Department, like DoD, has personnel that move frequently from one posting to another. This provision would help the families of their employees in the event they die in a combat zone.

Does the State Department support this death gratuity benefit for its employees?

Ambassador THOMAS. Department of State personnel do not sign "emergency mobility agreements" in connection with their employment. Moreover, the Department has existing authorities which cover transportation of an employee's dependents to the home of record in the event of his/her death.

○