Deploying Federal Civilians to the Battlefield:

Incentives, Benefits, and Medical Care

U.S. HOUSE OF REPRESENTATIVES • COMMITTEE ON ARMED SERVICES

Subcommittee on Oversight & Investigations

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On the cover:

The Defense of Freedom medal, created after the September 11th attacks, acknowledges civilian employees of the Department of Defense and other civilians in service to the Department of Defense who are killed or injured while on duty. It is the civilian equivalent to the Purple Heart.

DEPLOYING FEDERAL CIVILIANS TO THE BATTLEFIELD:

Incentives, Benefits, and Medical Care

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We also want to thank those outside the committee who assisted in this effort, including those from the Office of the Secretary of Defense, the Office of the Under Secretary of Defense for Personnel and Readiness, the Joint Staff, the military services, the Department of State, the U.S. Agency for International Development, the Department of Agriculture, the Department of Commerce, and the Department of Labor. We would like to thank the Government Accountability Office and the Congressional Research Office for their valuable assistance and contributions.

We want to recognize the efforts of the personnel in federal agencies who provide aid and support to federal employees who are wounded or injured while deployed to combat zones. Finally, we wish to especially thank the brave federal civilian volunteers who have served or are serving in Iraq or Afghanistan. Several of them aided this investigation greatly by speaking with us, both on and off the record. This report attempts to bring attention to the adequacy of the incentive, benefit, and medical care packages provided to them.

VIC SNYDER

W. TODD AKIN

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BACKGROUND

> But [the Defense Department taking on civilian stability and reconstruction tasks] is no replacement for the real thing—civilian involvement and expertise.
>
> *Secretary of Defense Robert M. Gates*
> *Kansas State University*
> *November 26, 2007*

The President has declared that the United States must be prepared to assist in the stabilization and reconstruction of at-risk countries and regions in order to promote the security of our nation.[1] By engaging in these efforts, the United States seeks to prevent those regions from becoming safe havens for those who would threaten our homeland, our allies, and our national interests.

Reconstruction and stabilization operations require a "whole of government" approach with the deployment of both uniformed and civilian personnel from the Department of Defense (DOD) and other departments and agencies. To support these stabilization and reconstruction missions, the President has requested $249.0 million in the fiscal year 2009 budget to build an Active and Standby Response Corps of over 2,000 federal civilian personnel from all 15 civilian agencies and to build a Civilian Reserve Corps comprised of about 2,000 experts from state and local governments and from the private sector. H.R. 1084,[2] which passed in the House on March 5, 2008, authorizes funds and responsibilities for the Office of the Coordinator for Reconstruction and Stabilization within the Department of State (DOS) to establish and manage these corps. In a recently issued memorandum and policy, the Under Secretary of Defense (Personnel and Readiness) underscored the need to increase the capacity of DOD civilian volunteers to support these and other contingency operations.[3] The memo highlights the current need to support manning of Provincial Reconstruction Teams and Ministerial Defense Teams as examples of reasons for building civilian deployment capacity. The policy (**Appendix E**) acknowledges that "all efforts must be made to assist those who volunteer to support the mission, particularly in Iraq and Afghanistan where the need is most acute" and specifically addresses employee rights, incentives, benefits, and medical care.

The size of the stabilization and reconstruction efforts in Iraq and Afghanistan, both in terms of cost and number of personnel deployed, far exceeds any similar undertaking since

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[1] NSPD-44, "Management of Interagency Efforts Concerning Reconstruction and Stabilization," December 7, 2005.
[2] H.R. 1084, "Stabilization and Reconstruction Civilian Management Act of 2008," which the House passed by voice vote. This has not been taken up in the Senate due to a hold by an individual senator.
[3] "Building Increased Civilian Deployment Capacity," Under Secretary of Defense for Personnel and Readiness, February 12, 2008.

the Vietnam conflict. The United States has deployed a large part of our volunteer military to support the missions in Iraq and Afghanistan, but we have also called on an army of federal civilian volunteers from the Department of Defense and other departments and agencies to serve. Over the course of more than seven years of war, nearly 10,000 federal civilian employees have been deployed to Iraq or Afghanistan to support security, political, and economic development.[4] While certainly unique in scale and complexity, the stability and reconstruction missions in Iraq and Afghanistan are also unprecedented in their risk to our deployed citizens. Some claim these posts are exposed to such a high level of threat that most civilian personnel would have been evacuated from them in the pre-9/11 era.[5] There are few safe places in countries where terrorists, militia, insurgents, and criminals are seeking power and attempting to undermine efforts to establish legitimate governments. Even in "secure" areas such as military bases or the Baghdad "Green Zone," personnel are at risk of attack by mortars, rockets, and the possibility that a suicide bomber could infiltrate defenses. Notwithstanding these risks, federal civilian personnel working in these war zones have been deemed essential to the success of the stabilization and reconstruction efforts.

SUBCOMMITTEE GOAL

Our government has asked many federal civilian volunteers to serve in Iraq or Afghanistan. With the current plans to develop corps of more readily deployable active and reserve civilians, agencies will need a substantial number of personnel for future stability and reconstruction missions, including those in a non-permissive security environment. The committee sought to understand how well the government fulfills its obligation to support and adequately compensate those who are asked to take these assignments. Are support and compensation commensurate with the risks these personnel face in combat zones?

SUBCOMMITTEE ACTIVITIES

The subcommittee held two open hearings with witnesses representing the Departments of State and Defense and other departments and agencies that deploy federal civilian employees to Iraq or Afghanistan, as well as witnesses from the Department of Labor (DOL) Office of Workers' Compensation Program (OWCP) and the Government Accountability Office (GAO). The subcommittee also met in an informal panel session to hear about the personal experiences of wounded DOD civilian employees and representatives from their advocacy groups (including the Vice President of the American Foreign Service Officers Association). Additionally, the subject has come up in a number of subcommittee hearings on Provincial Reconstruction Teams (PRTs), given the interagency challenges of

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[4] The over 175,000 U.S.-hired contractors who have served in Iraq or Afghanistan in various capacities were not within the scope of the subcommittee's study.

[5] "Survey of Foreign Services Employees Who Served in Iraq, Afghanistan or Other Unaccompanied Posts," U.S. Department of State, Office of Medical Services, August 2007, p. 4. Mark Ward, "Serving in High-Threat Posts," *Foreign Service Journal*, June 2006, pp. 25-27. For those who would compare this situation to the conflict in Vietnam, sources say that the large number of civilians there were not in as much danger as those in Iraq except during the Tet offensive. See, David Passage, "Caution: Iraq is Not Vietnam," *Foreign Service Journal,* November 2007, p. 13.

staffing these teams, as well as in House Armed Services Committee hearings on Iraq and Afghanistan.

These subcommittee activities and additional work by staff have highlighted the following four key areas for follow-on actions and further inquiry and investigation: medical care policies versus practices, the role of the Department of Labor Office of Workers' Compensation Programs, mental health and stress disorders, and equitable and sufficient incentives and benefits.

The Salah Ad Din PRT gathers outside their Headquarters on Contingency Operating Base Speicher, near Tikrit. May 2007/State Department photo.

AREAS OF CONCERN

MEDICAL CARE POLICIES VERUS PRACTICES

The Department of Defense, which deploys the greatest number of civilians to Iraq and Afghanistan, has policies and procedures in place to provide medical care for those who become ill, sustain injuries or wounds, or are killed while deployed to a combat zone in support of military operations. Most wounded DOD civilians are given adequate care both in theater and after returning to the United States. A GAO review of a small number of cases confirms this.[6] However, the committee heard directly from two DOD civilians who faced challenges in receiving: proper medical treatment for their wounds, approval for admission to Military Treatment Facilities (MTF), help with the OWCP claims process from the Department of Labor, and support from their parent organization to be put back to work. It appears that the existing policies are not completely disseminated to those who provide support to wounded or injured civilians, and the Department of Labor was not postured to process their claims. Furthermore, there appears to be a lack of understanding at MTFs that wounded civilians can be admitted for treatment and that there are responsibilities levied on the MTF staff for submitting information for medical treatment claims to the OWCP. In September 2006, GAO recommended that the Department of Defense establish better mechanisms for oversight of its existing force health protection and surveillance policies.[7] The Deputy Secretary of Defense issued a memorandum on September 24, 2007 to emphasize the existing policies for providing medical care to wounded or injured DOD civilians and to announce that DOD civilians will receive the same level of care and be tracked within the system currently used for wounded or injured military personnel (**Appendix C**).

Maj. (Dr.) Stephanie Schaefer, Tech. Sgt. Travis Giese, and Capt. Cynthia Bond care for a patient aboard a C-141 Starlifter. USAF photo/Maj. Lynn Medley.

Federal civilians from all departments and agencies have been receiving medical care in theater at both military and embassy facilities. After their return home, these wounded non-DOD civilians usually receive treatment at civilian medical facilities and are supposed to be covered for this treatment under the workers' compensation program and their Federal Employees Health Insurance as outlined in the Federal Employees Compensation Act (FECA). DOD civilian employees can elect to be treated at either civilian or military facilities.

[6] GAO-06-1085, "DOD Civilian Personnel: Greater Oversight and Quality Assurance Needed to Ensure Force Protection and Surveillance for Those Deployed," September 2006.
[7] GAO-06-1085.

Unlike their DOD counterparts, civilians from other federal departments and agencies may receive treatment at an MTF in theater, but only if approved, under "compelling circumstances," by the Under Secretary of Defense (Personnel and Readiness).[8] Many, but not all, of the Administration witnesses from non-DOD departments and agencies testified to the subcommittee that they were comfortable with this policy. However, there is little information about how often the approval is authorized or how often non-DOD civilians are denied treatment at MTFs.

THE ROLE OF THE DEPARTMENT OF LABOR, OFFICE OF WORKERS' COMPENSATION PROGRAMS

The FECA workers' compensation program is the primary source of coverage for medical treatment of wounded or injured federal civilian employees after they return to the United States. Although their injuries, illnesses, and wounds are sustained in a combat zone, the Office of Workers' Compensation Programs (OCWP) does not treat the adjudication of the cases any differently than it would a typical injury incurred on the job. The subcommittee heard about problems with: (1) claims officers not recognizing unique aspects of combat injuries; (2) an antiquated and inefficient paper system and inadequate automated system software for handling claims filed by those in sensitive assignments; and (3) the lack of support provided to those who have to negotiate the system for approval of claims. Considering the importance of encouraging civilians to volunteer to serve in combat zones, the burden of negotiating the OWCP paperwork and bureaucracy should not fall solely on the wounded civilian. They should be assured that they will receive informed and educated help with this process. In response to a question for the record, the committee was assured by the OWCP that any war-related injury, illness, or wound sustained by federal civilian personnel is covered under FECA. However, the burden of proof for validating a FECA claim rests with the claimant and, presently, there is insufficient capacity for providing FECA claims assistance to those who may need it.

PRT Muthanna joined forces with the American Non-Governmental Organization One Laptop Per Child to provide more than 200 laptop computers to schoolchildren. State Department photo.

[8] "Policy Guidance for Provision of Medical Care to Department of Defense Civilian Employees Injured or Wounded While Forward Deployed in Support of Hostilities," Deputy Secretary of Defense Memorandum, September 24, 2007.

MENTAL HEALTH AND STRESS DISORDERS

> If the State Department is going to post employees to war zones, it should be prepared to deal with the mental health aftermath.[9]
>
> *Rachel Schneller*
> *Foreign Service Officer*
> *Served in Iraq as a Provincial Action Officer from 2005 to 2006*

The hardships and stresses endured by military and civilian personnel who have been deployed to Iraq or Afghanistan have led to many exhibiting symptoms of mental health conditions such as Post-Traumatic Stress Disorder (PTSD). These mental health conditions may be difficult to diagnose, especially when there is a delay in the manifestation of symptoms. Patients may not always have access to qualified mental health physicians and, if they do, they may not get approval for treatment under FECA. Even if a patient is properly diagnosed and treated for stress disorders, he or she must contend with the stigma associated with this diagnosis and the fear of potential negative consequences to career growth and job security (including the possibility that it will affect security clearances).[10] The OWCP reports that only 11 claims have been filed by federal personnel who served in Iraq or Afghanistan for various emotional conditions. Yet, a survey of the Department of State Foreign Service Officers (FSOs) who have served in these countries and other hardship posts showed that over 100 of just this subset of deployed federal civilians may have symptoms of PTSD.[11]

The Department of State is planning to take some steps to improve the mental health screening and care of their employees and the Department of Defense is addressing the same for military personnel.[12] It is not clear whether measures taken by the departments and agencies to provide the necessary care and support for stress-related disorders will be adequate, or how and when they might be extended to civilian employees from the Department of Defense and other agencies.

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[9] "Recovering: When Surviving Isn't Enough," *Foreign Service Journal*, January 2008, p. 36.
[10] Beth Payne, "Living with Iraq," *Foreign Service Journal*, December 2006, pp. 52-53. Chairman Gary Ackerman, Opening Statement, "Working in a War Zone: Post-Traumatic Stress Disorder in Civilians Returning from Iraq," House Foreign Affairs Subcommittee on the Middle East and South Asia, June 19, 2007. Brittany R. Ballenstedt, "State Department urged to beef up mental health support," *Govexec.com,* June 21, 2007.
[11] "Survey of Foreign Services Employees Who Served in Iraq, Afghanistan or Other Unaccompanied Posts," U.S. Department of State, Office of Medical Services, August 2007.
[12] Ambassador Harry K. Thomas, Testimony before the HASC 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," Oct 16, 2007, pp. 5-7. Despite these assertions, at least one FSO complained about lack of medical care after returning from duty in Iraq. See, Matthew Lee, "Some U.S. diplomats Angry Over Iraq Posts," *Associated Press,* October 31, 2007.

EQUITABLE AND SUFFICIENT INCENTIVES AND BENEFITS

Stability and reconstruction operations include teams of federal civilian employees from many different agencies and military personnel working side-by-side on the same missions in high-threat places. In order to assess whether the government can attract an adequate number of motivated volunteers who possess the appropriate skills and experience, it is important to establish whether the government provides sufficient and equitable incentives and benefits for the individuals performing these missions. At the subcommittee's request, the Congressional Research Service (CRS) is currently collecting information on the incentives and benefits packages offered by all federal agencies that send employees to Iraq or Afghanistan. The Departments of Defense, Energy, and State provided detailed responses, and these were summarized by CRS in a memorandum provided to the subcommittee (**Appendix F**). In fact, the Department of State noted that their response to the CRS request was the first time they had collected all of the incentives, benefits, and medical care policies and packages in one document, which are now posted on the website for DOS employees. The responses to CRS show that there is overall parity in the incentive and benefit packages offered by these three departments, which generally match the packages offered by the Department of State to its FSO and civil service (CS) employees.

Some of the incentives and benefits offered in these packages are based on authorities that will expire in 2008. Under section 1603 of the Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006 (P.L. 109-234), federal agency heads have the discretion to provide their civilian employees serving in Iraq or Afghanistan with benefits comparable to those provided by the Secretary of State to members of the Foreign Service. This authority will expire on September 30, 2008. Under section 1101 of National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181), agency heads are granted authority to waive the limitation on premium pay up to a cap of $212,100 for employees working overseas in an area that is under the responsibility of the commander of the United States Central Command, through December 31, 2008.

According to a recent American Foreign Service Association survey of FSOs, locality pay is one area of disparity and contention among DOS employees.[13] Department of State employees, both FSO and CS, receive locality pay if they are on temporary duty status (TDY), but their colleagues do not if their official duty station is Iraq or Afghanistan. The pay differential can be substantial. If their official duty station is Washington D.C., those on TDY status receive nearly 20% above base for locality pay.

An Army civilian logistics representative works with a soldier near Baghdad, Iraq, on a field-deployable environmental control unit. U.S. Army photo.

[13] Steve Kashkett, "AFSA Opinion Poll Results Highlight Disturbing Trends," American Foreign Service Association, January 2008. Available at: http://www.afsa.org/Jan08survey.pdf.

The subcommittee intends to continue a study of civilian benefits, incentives and medical care via three ongoing activities. First, CRS is continuing to survey other federal agencies to determine if they offer their employees who serve in Iraq or Afghanistan any incentive, benefit, or medical care packages that differ from those provided by DOS. Additional findings will be summarized in a future memorandum to the full committee. Second, the conference report accompanying the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181) directs the Secretary of Defense "to review the benefits available to deployed federal civilian personnel to determine if such benefits provide adequate incentives to encourage federal civilian personnel to volunteer for a deployed position." The Secretary of Defense is required to submit a report on the findings of this review to the congressional defense committees by March 30, 2008. Third, the subcommittee has requested that GAO review the implementation of the incentive, benefit, and medical care package policies for all federal civilian personnel who deploy to combat zones. GAO started this review in February 2008.

Jeffrey L. Greene, an Army civilian logistics management specialist deployed to Camp Speicher, Tikrit, Iraq, receives a Civilian Service Achievement Medal from GEN Benjamin S. Griffin, commanding general of U.S. Army Materiel Command, while BG Jerome Johnson, commanding general of U.S. Army Field Support Command looks on. U.S. Army photo.

CONCLUDING REMARKS

Despite assurances from federal agency witnesses who testified before the committee that the relevant agencies can meet the current demand for civilian assignments in Iraq and Afghanistan, the Department of State met with strong opposition from some of its FSOs when it announced in October, 2007 that directed assignments might be required to fill positions in Iraq.[14] There was significant concern among FSOs, including the AFSA President and Vice President, about how FSOs were informed of these assignments. Soon after, the Department of State stated that the use of directed assignments would not be necessary since they expected all of their current FSO positions in Iraq to be filled by "volunteers."[15] Although some FSOs expressed reluctance to volunteer due to the inherent risks, others did not object to these assignments but were concerned about receiving sufficient health care after deployment.[16] Others have concerns about whether to report their illnesses at all. According to Steve Kashkett, the AFSA's current Vice President, there may be many FSOs with symptoms of Post-Traumatic Stress Disorder who are not coming forward for diagnosis and treatment because they fear being labeled as complainers or fear retaliation for speaking out.[17]

The recent survey by the American Foreign Service Association provides some insight into what motivates FSOs to volunteer to serve in a combat zone. In response to the question—"If you have served in Iraq or would be willing to serve there, what factors would motivate you to do so?"—the largest percentage (68%) of the nearly 4,300 respondents said "Extra pay and benefits," 59% said "Patriotism/duty," and 48% said "Career enhancement."

As it is for the military, a motivated and qualified all-volunteer force must be preferred to one populated by reluctant draftees. Tomorrow's potential civilian volunteers will well-note how today's deployed members are supported and compensated for these risky assignments.

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[14] Sue Pleming, "U.S. State Department Enforces Postings to Iraq," *Reuters,* October 26, 2007. Karen DeYoung, "State Dept. to Order Diplomats to Iraq," *Washington Post,* October 27, 2007. Matthew Lee, "Some U.S. Diplomats Angry Over Iraq Posts," *Associated Press,* October 31, 2007. Karen DeYoung, "Envoys Resist Forced Iraq Duty," *Washington Post,* November 1, 2007. Matthew Lee, "Rice Answers Anger Over Iraq Service," *Associated Press,* November 1, 2007.

[15] Karen DeYoung, "State Dept. Won't Order Diplomats to Iraq," *Washington Post*, November 16, 2007.

[16] Matthew Lee, *Associated Press*, October 31, 2007.

[17] Brittany R. Ballenstedt, *Govexec.com,* June 21, 2007.

FINDINGS AND RECOMMENDATIONS

Finding 1: The Department of Defense has policies, directives, and instructions in place for the provision of medical care to its civilian employees who serve in war zones in support of combat operations. However, these policies may not be sufficient to cover the full scope of the problems encountered; communicated to the entire workforce; implemented or understood by those responsible for supporting the provision of medical care to wounded and injured civilians; or adequately overseen by military leaders.

Recommendations:

The Department of Defense should ensure that the entire workforce is familiar with the memorandum issued by the Deputy Secretary of Defense on September 24, 2007 and with the policies referenced in this memorandum through a required, regularly updated, and periodically inspected training regimen.

The Department of Defense should provide education and training to all who have responsibilities for supporting wounded and injured civilians in obtaining medical treatment and the associated validating and administrative processing. This should include educating the supervisors and other managers of deploying civilians and educating personnel responsible for providing assistance with the processing of Federal Employees' Compensation Act (FECA) claims.

The Department of Defense should follow the recommendations made by the Under Secretary of Defense for Personnel and Readiness in the policy to support and assist civilian volunteers for "Building Increased Civilian Deployment Capacity." The Department should also follow the recommendations made by the Government Accountability Office to develop a mechanism for oversight of the implementation of its existing medical treatment policies for civilians who become wounded or injured.

Finding 2: There is no requirement for the Department of Defense to assign a medical caseworker or ombudsman to each civilian wounded or injured while deployed in support of combat operations.

Recommendations

The Department of Defense should establish a policy to assign a knowledgeable caseworker to each civilian who is wounded or injured while deployed.

Finding 3: The Department of Defense policy gives the Under Secretary of Defense for Personnel and Readiness (USD/P&R) the ability to authorize medical care for non-DOD civilian employees at Military Treatment Facilities (MTF) under "compelling circumstances." It is not clear if all non-DOD federal agencies are aware of this policy and if these agencies can and will ask for USD/P&R authorization. At least one

agency, the Department of Agriculture, expressed a desire to see the clause "under compelling circumstances" removed from this policy guidance.

Recommendations:

The Government Accountability Office should survey the federal departments and agencies that deploy civilians to combat zones regarding their ability and willingness to ask for Under Secretary of Defense (Personnel and Readiness) authorization under the Military Treatment Facility treatment policy and their satisfaction with that policy and its implementation.

The Department of Defense should conduct an education program for human resources officers within civilian departments and agencies on the policies and the specifics of the authorization process. DOD should provide Congress with those specifics.

Finding 4: The policies and practices for pre-deployment medical screening and post-deployment medical surveillance/treatment for non-Department of Defense federal employees are not clearly articulated.

Recommendations:

All federal departments and agencies should establish policies for pre- and post-deployment medical assessments and develop a mechanism to oversee the implementation of these policies.

The Government Accountability Office should conduct an assessment of the implementation and oversight by all federal agencies of their medical care policies for employees who are wounded or injured while assigned to combat zones.

Finding 5: The Department of Labor, Office of Workers' Compensation Program has made few specific attempts to deal with the unique aspects of claims made by federal employees under the Federal Employees' Compensation Act for medical treatment of wounds or injuries sustained while deployed to a combat zone.

Recommendation:

The Department of Labor, Office of Workers' Compensation Program should form a special group or office to process workers' compensation claims from federal personnel wounded or injured while deployed to a combat zone. This office should be adequately staffed with claims officers and medical personnel who: are readily available to answer inquiries from wounded or injured civilians and agency representatives; have knowledge about combat injuries and wounds as well as treatment of such injuries and wounds; and have the proper clearance to handle claims from federal personnel in sensitive assignments.

Finding 6: The military medical community is making a significant effort to develop new means to treat combat wounds and injuries such as loss of limbs and mental health disorders, but federal civilian employees who sustain similar wounds and injuries while deployed may not have access to these new medical advances.

Recommendation:

Wounded and injured civilians from all agencies should be provided treatment at a Military Treatment Facility to take advantage of any combat related medical and mental health advances.

Finding 7: There may be a larger population of civilian employees than is currently apparent who have symptoms of mental health conditions such as Post Traumatic Stress Disorder, but who are not being appropriately treated for these conditions.

Recommendation:

The Office of Personnel Management should issue guidance to departments and agencies for developing robust programs to screen, survey, diagnose, and treat their deployable civilian personnel for mental health conditions and Traumatic Brain Injury. These departments and agencies should also be encouraged or required to take any actions necessary to eliminate the employees' perceptions that diagnosis or admission of a mental health condition may limit or end their careers.

Finding 8: The incentive and benefit packages for federal civilian employees from the various departments and agencies may not be sufficient to encourage volunteers to take assignments in high-risk posts. Moreover, they may not be equitable. For example, the special pays for General Schedule (GS) and Federal Wage System (Wage Grade) employees who perform the same jobs or operate under the same conditions at the same locations may not be equitable. If certain pending legislation to enhance the incentive and benefit packages for particular classes of federal employees such as Foreign Service Officers is passed, the resulting law could create gross inequities in these benefits among classes of deployed civilians.

Recommendation:

The House Armed Services Committee should use the results of the upcoming Congressional Research Service survey report and the report from the Secretary of Defense to highlight existing incentives and benefits packages that are inadequate or inequitable, and highlight pending legislation that could lead to additional inequities among federal agencies that send employees to combat zones.

The House Armed Services Committee should review Department of Defense Wage Grade and General Services scale employee benefits for possible inequities and disincentives.

Finding 9: Federal personnel from different departments and agencies are deployed to work together on teams and in comparable assignments. Yet, there is a perception that they receive inequitable incentive and benefit packages due to a lack of interagency coordination and planning. In 2006 Congress enacted the authority to provide some federal government-wide equivalent benefits, but the authority will expire in 2008. The subcommittee believes that all federal personnel should receive equitable incentives

and benefits when deployed to a combat zone, regardless of the employee's home agency.

Recommendation:
The Office of Personnel Management should develop an incentive and benefit package that would apply to all federal civilians deployed to a war zone, and submit necessary legislative recommendations to Congress. This legislation would not only provide equity to deployed civilians across departments and agencies, but would also serve as a recruiting tool for the administration's contemplated civilian response and reserve corps.

APPENDICES

APPENDIX A List of hearings and briefings.

APPENDIX B Letter dated October 12, 2007, from Mr. Shelby Hallmark (Director, Office of Workers' Compensation Programs, Department of Labor) to Chairman Snyder which describes coverage under FECA for federal employees who are injured or killed due to a war-risk hazard.

APPENDIX C Memo dated September 24, 2007, from the Deputy Secretary of Defense describing the "Policy Guidance for Provision of Medical Care to Department of Defense Civilian Employees Injured or Wounded While Forward Deployed in Support of Hostilities."

APPENDIX D Response dated September 18, 2007, from DOD to Ranking Member Akin's question about tracking military personnel and the Defense Integrated Human Resources System (DIMHRS).

APPENDIX E Memo and policy dated February 12, 2008, from the Under Secretary of Defense for Personnel and Readiness on "Building Increased Civilian Deployment Capacity."

APPENDIX F Memo dated February 20, 2008, from Kennon Nakamura and Barbara Schwemle of the CRS on "Civilian Employees of, or Serving Under, the Departments of State, Defense, and Energy Serving in Iraq and Afghanistan: Benefits and Workforce Totals."

APPENDIX A

HEARINGS:

"The Role of the Department of Defense in Provincial Reconstruction Teams (PRTs) in Iraq and Afghanistan" *September 5, 2007*

Ms. Ginger Cruz
Deputy Inspector General
Special Inspector General for Iraq Reconstruction

Ms. Michelle Parker
International Affairs Fellow (CFR)
RAND Corporation

Mr. Frederick D. Barton
Senior Advisor & Co-Director, Post-Conflict Reconstruction Project
Center for Strategic & International Studies

"Beyond the September Report: What's Next for Iraq?" *September 6, 2007*

The Honorable William J. Perry
Senior Fellow, Hoover Institution, and
Professor, Stanford University

Major General John Batiste, USA, Retired
President, Klein Steel Services, Incorporated

General John M. Keane, USA, Retired
Keane Advisors, LLC

"The Status of the War and Political Developments in Iraq" *September 10, 2007*

General David Petraeus, USA
Commander, Multi-National Forces—Iraq

Ambassador Ryan Crocker
United States Ambassador to Iraq

"Benefits and Medical Care for Federal and U.S. Contractor Employees Deployed to Iraq and Afghanistan" *September 18, 2007*

Ms. Brenda Farrell
Director, Defense Capabilities and Management Team
U.S. Government Accountability Office

Secretary Patricia Bradshaw
Deputy Under Secretary for Civilian Personnel Policy
Department of Defense

Mr. Shelby Hallmark
Director, Office of Workers' Compensation Programs
Department of Labor

"The Role of the Department of Defense in Provincial Reconstruction Teams (PRTs) in Iraq and Afghanistan" *October 4, 2007*

Mr. Mitchell Shivers
Deputy Assistant Secretary of Defense, Central Asia Affairs
Office of the Secretary of Defense (Policy)

Major General Bobby J. Wilkes, USAF
Deputy Director for Politico-Military Affairs (Asia)
Strategic Plans and Policy
The Joint Staff

Mr. Mark Kimmitt
Deputy Assistant Secretary of Defense, Near Eastern and South Asian Affairs
Office of the Secretary of Defense

Colonel (Promotable) Ralph O. Baker, USA
Deputy Director for Politico-Military Affairs (Middle East)
Strategic Plans and Policy
The Joint Staff

"Civilians on the Battlefield: Incentives, Benefits and Medical Care for Federal Civilian Employees Deployed to Iraq and Afghanistan" *October 16, 2007*

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

"Measuring and Increasing the Effectiveness of Provincial Reconstruction Teams" *October 18, 2007*

The Honorable Stuart W. Bowen, Jr.
Special Inspector General for Iraq Reconstruction

Mr. Robert Perito
Senior Program Officer
Center for Post-Conflict Peace and Stability Operations
United States Institute of Peace

"Stabilization and Reconstruction Operations: Learning from the Provincial Reconstruction Team (PRT) Experience" *October 30, 2007*

Ambassador John E. Herbst
Coordinator, Office of Reconstruction and Stabilization
Department of State

Ms. Celeste Ward
Deputy Assistant Secretary, Stability Operations Capabilities
Department of Defense

Ms. Janet St. Laurent
Director, Defense Capabilities and Management
U.S. Government Accountability Office

Mr. Joseph A. Christoff
Director, International Affairs and Trade Team
U.S. Government Accountability Office

"Provincial Reconstruction Teams (PRTs), Historical and Current Perspectives on Doctrine and Strategy" *December 5, 2007*

Mr. Bernard Carreau
Senior Research Fellow, Center for Technology and National Security Policy
National Defense University

General Volney F. Warner, USA (Ret.)
President and Chief Executive Officer
V.F. Warner and Associates

Brigadier General Eric "Rick" Olson, USA (Ret.)
Former Commander, Combined/Joint Task Force-76
Former Director, National Coordination Team

Ms. Kathleen Hicks
Senior Fellow, International Security Program
Center for Strategic and International Studies

"Security and Stability in Afghanistan: Status of U.S. Strategy and Operations and the Way Ahead" *December 11, 2007*

The Honorable Robert M. Gates
Secretary of Defense
Department of Defense

Admiral Michael G. Mullen, USN
Chairman
Joint Chiefs of Staff

Ambassador Eric S. Edelman
Under Secretary of Defense for Policy
Department of Defense

Lieutenant General John F. Sattler, USMC
Director of Strategic Plans and Policy
Joint Chiefs of Staff

"A Continuing Dialogue: Post-Surge Alternatives for Iraq (Part 1 of 2)" *January 16, 2008*

The Honorable John J. Hamre
President & CEO
Center for Strategic & International Studies

General Jack Keane, USA (Ret.)
Former Vice Chief of Staff of the Army

General Barry McCaffrey, USA (Ret.)
President, BR McCaffrey Associates, LLC

Mr. Christopher A. Kojm
Professor of the Practice of International Affairs
The Elliott School of International Affairs
George Washington University

"A Continuing Dialogue: Post-Surge Alternatives for Iraq (Part 2 of 2)" *January 23, 2008*

Dr. Stephen Biddle
Senior Fellow for Defense Policy
Council on Foreign Relations

Dr. Andrew F. Krepinevich, Jr.
President, Center for Strategic and Budgetary Assessments

Professor Lawrence B. Wilkerson
Former Chief of Staff to Secretary of State Colin Powell
Visiting Pamela C. Harriman Professor of Government
College of William and Mary

Mr. Michael Eisenstadt
Director, Military and Security Studies Program
The Washington Institute for Near East Policy

"Assessment of U.S. Strategy and Operations in Afghanistan and the Way Ahead" *January 23, 2008*

Lieutenant General David W. Barno, USA (Ret.)
Director, Near East South Asia Center for Strategic Studies
National Defense University

Ambassador Karl F. Inderfurth
John O. Rankin Professor of the Practice of International Affairs
George Washington University

Dr. Barnett R. Rubin
Director of Studies and Senior Fellow, Center on International Cooperation
New York University

"Interagency Reform: Can the PRT Case Study Illuminate the Future of Reconstruction and Stabilization Operations?" *January 29, 2008*

Ambassador Barbara Bodine
Diplomat-in-Residence, Woodrow Wilson School
Princeton University

Ambassador Carlos Pasquale
Vice President and Director, Foreign Policy
The Brookings Institution

Ms. Michele Flournoy
President
Center for a New American Security

Dr. Nora Bensahel
Senior Political Scientist
RAND Corporation

"Provincial Reconstruction Teams: A Case for National Security Reform?" *February 14, 2008*

The Honorable Ryan Henry
Principal Deputy Under Secretary for Policy
Department of Defense

Mr. Barry Pavel
Principal Deputy Assistant Secretary for Special Operations,
Low Intensity Conflict & Interdependent Capabilities
Department of Defense

Ambassador Stephen Mull
Acting Assistant Secretary, Bureau of Political-Military Affairs
Department of State

The Honorable Michael E. Hess
Assistant Administrator of the Bureau for Democracy,
Conflict and Humanitarian Assistance
U.S. Agency for International Development

"Hearing on Irregular Warfare and Stability Operations: Approaches to Interagency Integration" *February 26, 2008*
[Joint Hearing with the Terrorism and Unconventional Threats and Capabilities Subcommittee]

The Honorable Michael G. Vickers
Assistant Secretary of Defense for Special Operations,
Low Intensity Conflict & Interdependent Capabilities
U.S. Department of Defense

Ambassador John E. Herbst
Coordinator for Reconstruction and Stabilization
U.S. Department of State

RADM Dan W. Davenport
Director, Joint Concept Development and Experimentation (J-9)
U.S. Joint Forces Command

Brigadier General Robert H. Holmes, USAF
Deputy Director of Operations
U.S. Central Command

Lieutenant General Frank Kearney, USA
Deputy Commander
U.S. Special Operations Command

Colonel Joseph E. Osborne, USA
Director, Irregular Warfare Directorate (J-10)
U.S. Special Operations Command

MEMBER BRIEFS:

"Panel Discussion with Former Members of Provincial Reconstruction Teams (PRTs) in Afghanistan"	*September 7, 2007*
"Panel Discussion with Former Members of Provincial Reconstruction Teams (PRTs) in Iraq"	*September 27, 2007*
"Panel Discussion with Wounded Federal Civilian Employees and Representatives from their Advocacy Organizations"	*October 2, 2007*
"Non-Governmental Organizations and Provincial Reconstruction Teams"	*December 19, 2007*
"National Security Interagency Reform Working Group"	*January 17, 2008*
"Panel Discussion with Authors of the Recent CSIS Report, 'Integrating 21st Century Development and Security Assistance'"	*January 23, 2008*

STAFF BRIEFINGS AND MEETINGS:

Qubad Talabany, Kurdish Regional Government Representative	*August 7, 2007*
Government Accountability Office (GAO)	*August 10, 2007*
Robert Perito, U.S. Institute of Peace	*August 15, 2007*
Department of Labor, Office of Workmen's Compensation (OWCP)	*August 17, 2007*
Department of Defense: Office if the Secretary of Defense (OSD), Joint Staff	*August 21, 2007*
James Miller and Shawn Brimley, Center for New American Security (CNAS)	*August 22, 2007*
BrigGen McMenamin, USMC (Ret.)	*August 23, 2007*

Michelle Parker, RAND	*August 27, 2007*
Frederick Barton, Center for Strategic and International Studies(CSIS)	*August 28, 2007*
GAO	*August 30, 2007*
OSD/Joint Staff	*August 30, 2007*
Department of Labor, OWCP and Division of Federal Employees' Compensation	*September 5, 2007*
Lt Col McCarthy , 1Lt McKnight, USMC	*September 7, 2007*
Scott Kamins, Department of State	*September 20, 2007*
OSD/Joint Staff (Stability Operations Capabilities)	*September 20, 2007*
Stuart Bowen, Special Inspector General for Iraq (SIGIR)	*September 24, 2007*
GAO	*September 28, 2007*
GAO (Civilian Provincial Reconstruction Team (PRT)/deployment staffing)	*October 3, 2007*
OSD, Joint Staff (Afghan National Security Forces)	*October 4, 2007*
Project Horizon, National Defense University	*October 5, 2007*
GAO (Security, Stability, Transition, & Reconstruction (SSTR) & Interagency Issues)	*October 19, 2007*
Department of State (Role in PRTs in Iraq and Afghanistan)	*October 19, 2007*
Department of State, Coordinator for Reconstruction and Stability (S/CRS)	*October 24, 2007*
Michele Fluornoy, CNAS	*October 26, 2007*
Center for Army Lessons Learned (CALL) (PRT Lessons Learned)	*October 30, 2007*
Catholic Relief Services Afghan Region Representative	*October 31, 2007*
US Agency for International Development (USAID)	*November 7, 2007*
OSD/Joint Staff (PRT Personnel and Staffing Briefing)	*November 13, 2007*
Kathleen Hicks, CSIS	*November 15, 2007*
Patrick Dickriede, SIGIR PRT Audit Lead	*November 15, 2007*
Stephanie Miley, PRT Team Leader Iraq	*November 15, 2007*
Professor Robert Perito, U.S. Institute of Peace, Princeton PRT Class	*November 16, 2007*
Stephen Biddle Briefing on Trip to Iraq	*December 3, 2007*
CAPT Sterling Deramus, USN, CJ-9 (PRT Chief), ISAF	*December 11, 2007*
Professor Robert Perito, U.S. Institute of Peace, Princeton PRT Class	*December 14, 2007*
Brigadier General Eric "Rick" Olson, USA (Ret.), former Director, National Coordination Team (NCT)	*December 14, 2007*
GAO (Deployed Civilians Study)	*December 20, 2007*
Intelligence & Defense Solutions International (PRT Training)	*January 3, 2008*
World Vision Afghanistan Country Director	*January 8, 2008*
DOD/State (Iraq PRT Briefing, Part 1 of 2)	*January 10, 2008*
DOD/State (Iraq PRT Briefing, Part 2 of 2)	*January 11, 2008*
GAO (Defense Integrated Military Human Resources System)	*January 11, 2008*
Special Operations Command (Unconventional Warfare Activities)	*January 17, 2008*
House Committee on Foreign Affairs, and Phyllis Powers, Office of Provincial Administration (OPA) Director	*January 18, 2008*
Phyllis Powers, OPA Director	*January 18, 2008*
Departments of Defense and State (Afghanistan PRT Briefing, Part 1 of 2)	*January 25, 2008*
Army Training and Doctrine Command (Combined Arms Center Briefing on Army FM 3.0)	*January 28, 2008*
Departments of Defense and State (Afghanistan PRT Briefing, Part 2 of 2)	*January 29, 2008*
GAO (Joint Campaign Plan)	*February 5, 2008*
Southern Command (Reorganization)	*February 8, 2008*
GAO (Joint Campaign Plan and PRTs)	*February 8, 2008*
Congressional Research Service (fiscal year 2009 International Affairs Budget)	*February 8, 2008*
RAND (Building Complete Capabilities for Counterinsurgency)	*February 11, 2008*
GAO (Commander's Emergency Response Fund	*February 12, 2008*
Joint Forces Command (JFCOM)	*February 15, 2008*
JFCOM (Budget Brief)	*February 26, 2008*
Joint Chiefs of Staff, J-7 Role (PRTs, DOD Directive 3000.05, National Security Presidential Directive-44)	*February 28, 2008*
BG (Select) Cheeks (PRT as Enduring Requirement)	*March 5, 2008*

APPENDIX B

U.S. Department of Labor

Employment Standards Administration
Office of Workers' Compensation Programs
Washington, D.C. 20210

OCT 1 2 2007

File Number:

The Honorable Vic Snyder
Chairman
The Subcommittee on Oversight and Investigations
Committee on Armed Services
United States House of Representatives
2110 Rayburn House Office Building
Washington, D.C. 20515

Dear Chairman Snyder:

During my testimony of September 18, 2007, members of the Subcommittee asked for clarification of an individual's entitlement to Federal Employees' Compensation Act (FECA) benefits under various scenarios while on assignment to Iraq.

Specifically, you asked if an employee stationed in Iraq would be covered under FECA if he or she were injured by mortar fire while playing basketball during off hours or whether an off duty employee stationed in Iraq who was hit by mortar at a beer festival would be covered under FECA. Congressman Gingrey questioned whether the individual playing basketball would be covered under similar circumstances but the injury resulted from participation in the basketball game rather than from mortar fire.

The Federal Employees' Compensation Act (FECA) states that:

> Disability or death from a war-risk hazard or during or as a result of capture, detention, or other restraint by a hostile force or individual, suffered by an employee who is employed outside the continental United States … is deemed to have resulted from personal injury sustained while in the performance of his duty, whether or not the employee was engaged in the course of employment when the disability or disability resulting in death occurred or when he was taken by the hostile force or individual. 5 U.S.C. § 8102(b).

A war-risk hazard is defined as a hazard arising from a war in which the United States is engaged; during an armed conflict in which the United States is engaged. The hazard may arise from the discharge of a missile; action of a hostile force or person; the discharge or explosion of munitions; the collision of vessels in a convoy or the operation of vessels or aircraft engaged in war activities. Employees who reside in the vicinity of their employment who are not living there solely due to the exigencies of their employment (local hires) are only covered while in the course of their employment.

(APPENDIX B)

Therefore, an injury or death of an employee deployed to Iraq resulting from mortar fire while playing basketball and/or at a beer festival would be covered under the FECA unless the disability or death was the direct result of certain statutory exemptions, i.e. caused by willful misconduct of the employee or proximately caused by the intoxication of the injured employee.

The question of coverage in the case of an employee who sustains an injury such as broken leg as a direct result of participating in the off-duty basketball game is more complicated. As I noted in my testimony, each claim must be considered on its merits given the individual circumstances. When the employee engages in personal activities not reasonably incidental to the duties of the temporary assignment contemplated by the employer, injury occurring during such a deviation is not compensable. However, if the basketball game was an employer sponsored recreational or social activity, such injury would be covered under FECA. With regard to such recreational or social activities, the Employees' Compensation Appeals Board (ECAB) has held that such activities are covered when: they occur on the employer's premises during a lunch or recreational period as a regular incident of the employment; or the employer, by expressly or impliedly requiring participation, or by making the activity part of the service of the employee, brings the activity within the orbit of employment; or the employer derives substantial direct benefit from the activity beyond the intangible value of improvement in employee health and morale common to all kinds of recreation and social life.

While Federal employees abroad are not covered around the clock under all situations, FECA (in a manner similar to other workers' compensation systems) recognizes a number of potentially applicable doctrines that extend workers' compensation coverage for Federal employees injured in circumstances not directly related to their job duties.

- The zone of special danger doctrine provides coverage of injuries to employees sustained in foreign countries if the obligations or conditions of employment overseas expose them to hazards not common to all travelers.

- The proximity rule provides coverage for injuries suffered due to a hazardous condition proximate to the employment premises.

- The positional risk doctrine provides coverage for employees where the only connection of the employment with the injury is that employment obligations placed the employee in the particular place at the particular time when he or she was injured by some neutral force, meaning by "neutral" neither personal to the claimant nor distinctly associated with the employment.

- The rescuer doctrine provides coverage in an emergency to include any act designed to save life or property in which the employer has an interest.

- The bunkhouse rule provides coverage where an employee is injured during the reasonable use of employer provided housing which the employee is required or expected to occupy.

(APPENDIX B)

I trust this information is useful to your inquiry. Please contact me at 693-0031, or Mr. Edward Duncan (DFEC Deputy Director), at 693-0924, if you have additional questions.

Sincerely,

Shelby Hallmark
Director

APPENDIX C

DEPUTY SECRETARY OF DEFENSE
1010 DEFENSE PENTAGON
WASHINGTON, DC 20301-1010

SEP 24 2007

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
COMMANDANT OF THE UNITED STATES COAST GUARD
COMMANDERS OF THE COMBATANT COMMANDS
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTOR, PROGRAM ANALYSIS AND EVALUATION
DIRECTOR, NET ASSESSMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Policy Guidance for Provision of Medical Care to Department of Defense Civilian Employees Injured or Wounded While Forward Deployed in Support of Hostilities

This memorandum updates Department of Defense (DoD) policy to provide that all DoD 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 are eligible for medical evacuation and health care treatment and services in military treatment facilities (MTF) at the same level and scope provided to military personnel. The same system used to track Active Duty patients through the Military Health System shall be used to track DoD civilian employees injured in theater while forward deployed.

Deployed civilians who were treated in theater continue to be eligible for treatment in an MTF or private sector medical facility for compensable illnesses, diseases, wounds or injuries under the Department of Labor (DoL) Office of Workers' Compensation (OWC) Programs. This care is provided at no cost to employees. Additionally, deployed DoD civilians who later identify compensable illnesses, diseases, wounds or injuries under the DoL OWC programs also are eligible for treatment in an MTF or private sector medical facility at no cost to them.

Addressees are reminded of the provisions of DoD Instruction 6490.03, Deployment Health, dated August 11,2006, that require DoD civilian personnel to complete essential pre- and post-deployment health assessments, consistent with requirements for military personnel, to effectively anticipate, recognize, evaluate, control, and mitigate health threats encountered during deployments. Returning DoD civilian personnel must be scheduled for a face-to-face

health assessment with a trained health care provider within 30 days after returning to home or to the processing station from which they deployed to theater. This assessment must include a discussion of mental health or psychosocial issues commonly associated with deployments. Further, such employees are required to have a reassessment within 90 to 180 days after return to home station.

The Under Secretary of Defense (Personnel and Readiness), under compelling circumstances, is authorized to approve additional eligibility for care in MTFs 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.

This policy shall be given the broadest dissemination possible, including to the lowest level of command, to ensure that those who are involved in the care and transport of these covered employees are aware of and adhere to the policy. The Department is committed to providing the highest quality military medical care to DoD civilian personnel serving the DoD mission in its contingency operations.

cc:
Surgeon General of the Army
Surgeon General of the Navy
Surgeon General of the Air Force
Deputy Director, TRICARE Management Activity
Civilian Personnel Policy Council

APPENDIX D

Hearing Date: Sep 18, 2007
Hearing: Understanding of the benefits and medical care for DOD federal civilian employees deployed to Iraq and Afghanistan
Member: Congressman Akin
Insert: (Page 64, Line 1478)

(The information follows):

The Defense Integrated Military Human Resources System (DIMHRS) will be a fully integrated, all-Service, all-Component, military personnel and pay system that will support military personnel throughout their careers and retirement – in peacetime and war.

When fully implemented, DIMHRS will provide better service to military personnel and their families, including a timely and accurate record of service and delivery of compensation, benefits, and entitlements. DIMHRS will ensure the most efficient use of human resources in the conduct of the military mission, including support to the warfighter, and ensure visibility and accountability of military personnel to authorized users, as well as provide timely and accurate human resources information to authorized users. The system will enhance the ability to put the right person in the right place as quickly as possible (including acquisition and retention, as well as assignment and deployment).

DIMHRS will ensure the accurate assignment and tracking of personnel. Services and Components will know exactly what organization a Service member was associated with at any given point in time. For example, if a Reservist is called to active duty, attached to a Continental United States Replacement Center, further attached to a theater replacement activity, and attached to a unit within a theater of operations, DIMHRS will reflect the Service member's status and organizational association throughout that period of service. DIMHRS will also reflect the Service member's "home" organization (Reserve unit for Reservists) and all those "host" organizations to which the Service member is attached throughout the period of service. DIMHRS has the capability of nested hosts, so temporary assignments and details can be shown without losing visibility of primary home and host assignments. For classified locations, DIMHRS will capture unit associations on at least a daily basis and classified systems will track unit locations. DIMHRS will provide the ability to link to the location (for purposes of determining exposures or other incidents) through the unit. The full tracking capability requires the disconnected operations capability for use in theater.

The Under Secretary of Defense for Personnel and Readiness developed and maintains the Military Personnel and Pay Standards that are the enterprise requirements for DIMHRS. (Attachment D)

(APPENDIX D)

In December 2005, the Department of the Navy (DoN) transferred the DIMHRS program acquisition to the Defense Business System Acquisition Executive under the Department's Business Transformation Agency.

The Defense Business Systems Management Committee chaired by the Deputy Secretary of Defense, is closely tracking the DIMHRS progress through monthly updates. DIMHRS is currently undergoing System Integration Testing, and is programmed for deployment to the Army in October 2008, and deployment to the Air Force in February 2009. The DoN is currently working with the Director for Program Analysis and Evaluation to determine a schedule for migration to DIMHRS. When the DoN migration is complete, the Department will have a single military personnel and pay system.

Additionally, the Department has created a temporary tracking system – called the Contingency Tracking System (CTS) Deployment file. The CTS Deployment file includes Operations Enduring Freedom and Iraqi Freedom (OEF/OIF) data and is updated monthly. It covers the entire OEF/OIF timeline from September 11, 2001 to the present. The file contains one record for every deployment location event submitted for each member. For the purposes of building this file, an OEF/OIF "deployment" is defined as a Service Member *physically located* within the OEF/OIF combat zone or area of operations, or *specifically identified* by his/her Service as "directly supporting" the OEF/OIF mission (i.e., United States Air Force Aircrew or support personnel located outside the combat zone). A deployment must include a specific begin date and end date, and will include the member's location on specified dates if provided by the Service. The contingency tracking system does not currently include civilians or contractors.

APPENDIX E

UNDER SECRETARY OF DEFENSE
4000 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-4000

FEB 12 2008

PERSONNEL AND READINESS

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARIES OF DEFENSE
ASSISTANT SECRETARIES OF DEFENSE
GENERAL COUNSEL OF THE DEPARTMENT OF DEFENSE
DIRECTOR, OPERATIONAL TEST AND EVALUATION
INSPECTOR GENERAL OF THE DEPARTMENT OF DEFENSE
ASSISTANTS TO THE SECRETARY OF DEFENSE
DIRECTOR, ADMINISTRATION AND MANAGEMENT
DIRECTOR, PROGRAM ANALYSIS AND EVALUATION
DIRECTOR, NET ASSESSMENT
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Building Increased Civilian Deployment Capacity

I need your support and immediate action to increase the deployment of DoD civilians. The Department relies on these volunteers to meet many contingency operations mission requirements. Consequently, all efforts must be made to assist those who volunteer to support the mission, particularly in Iraq and Afghanistan where the need is most acute. The attachment provides guidance and interim policy to promote opportunities for DoD civilians to contribute their talent to DoD's mission. This memorandum is effective immediately; it will be incorporated into DoD Instruction 1400.32 ("DoD Civilian Workforce Contingency and Emergency Planning Guidelines and Procedures") within 180 days.

I want to reiterate one of the fundamental imperatives of the Quadrennial Defense Review (QDR) 2006, which called upon the Department to reorient capabilities and forces to be more agile in this time of war. An agile civilian workforce with expeditionary capabilities prepares the Department to prevail in the Global War on Terror, the number one DoD Transformation Priority identified by the Deputy Secretary of Defense in his memorandum of August 9, 2007. These challenges often are addressed in collaborative partnership with other Federal agencies through such current efforts as the surge manning of Provincial Reconstruction Teams and Iraq Ministerial Defense Teams, as well as near-term efforts with the implementation of the National Security Presidential Directive/NSPD-44 and the National Security Professional

initiative. This unity of effort is essential to win the long war in which our Nation is engaged.

It is the responsibility of senior leaders at all levels of the Department to see that policies and procedures are designed and implemented to create the quality and caliber of DoD civilian employees needed to meet the Department's 21st century mission requirements. The attached new policy resolves specific concerns surfaced during the September 22-27, 2007, staff visit of the Deputy Under Secretary of Defense (Civilian Personnel Policy) (DUSD(CPP)) to Iraq. Broader issues raised during the visit will require additional policies. We will work with you and your staff to address these larger policy matters.

This memorandum is approved for unlimited release. The DoD Components (to include the Combatant Commands), other Federal agencies, and the public may obtain copies of this memorandum through the internet from the DoD Directives Program Website at http://www.dtic.mil.whs.directives.

I am confident that I have your support in accomplishing the Secretary's number one transformation priority.

David S. C. Chu

Attachment
As stated

(APPENDIX E)

Department of Defense
Building Increased Civilian Deployment Capacity
DoD Civilian Employees Who Volunteer for Deployment to Iraq or Afghanistan
Policy Guidance

A. General Information

1. The Department relies on civilian employee volunteers to meet many contingency operations mission requirements. Consequently, all efforts must be made to assist those who volunteer to support the mission, particularly in Iraq and Afghanistan where the need is most acute. This policy provides interim guidance to promote opportunities for DoD civilians to contribute their talent to DoD's mission.

2. An agile civilian workforce with expeditionary capabilities prepares the Department to meet the challenges of the Global War on Terror, the Department's number one priority, as well as other critical complex operations including stability and reconstruction efforts. These challenges often are addressed in collaborative partnership with other Federal agencies through such current efforts as the surge manning of Provincial Reconstruction Teams and Iraq Ministerial Defense Teams, as well as near term efforts with the implementation of the National Security Presidential Directive/NSPD-44 and the National Security Professional Development Executive Order 13434. This unity of effort is essential to win the long war in which our Nation is engaged. Consistent with the following provisions, DoD Components will support DoD civilian employees who volunteer to deploy to Iraq and Afghanistan.

B. Policy

1. Authorization for Deployment

a. DoD civilian employees who answer the call voluntarily to serve in Iraq and Afghanistan by applying and being selected for a valid requirement for deployment to Iraq or Afghanistan will be released for deployment unless there is significant negative impact on the losing organization. DoD civilian employees must be performing satisfactorily (NSPS Level 3 or equivalent) to be considered for any deployment opportunity.

b. The Department does not expect that a lack of funds would limit the support for deployment to Iraq or Afghanistan.

c. Organizations that deny a DoD civilian employee the opportunity to deploy must submit their reasons for denial to the Deputy Under Secretary of Defense (Civilian

Personnel Policy) (DUSD(CPP)) for review within 30 days of said denial as a means of understanding the issues and requirements of organizations, informing future policy requirements, and monitoring the efficacy of this guidance. Submissions to the DUSD(CPP) will be transmitted through Component headquarters channels.

d. DoD civilian employees who deploy to Iraq or Afghanistan will not be denied consideration for promotion or other career enhancing opportunities while deployed. Employees may be selected for new opportunities while deployed, but may have a delayed effective date and/or report date to complete their deployment. Effective dates and reporting dates will consider both the gaining mission requirements and the deployment requirements. There will be no retaliation because of either a DoD civilian's expression of interest in serving in a contingency operation or one's actual service. This includes threats or denial of rights to return to pre-deployment positions, promotions, training opportunities, developmental assignments, or other career enhancing opportunities.

e. Components will make available through policy and practice, and in accordance with governing law and regulation, maximum use of incentives, such as recruitment (applicable only for new appointments) and relocation incentives (applicable when employees are serving on a Temporary Change of Station (TCS), or extended Temporary Duty (TDY)) to encourage DoD civilians to accept opportunities in Iraq and Afghanistan.

f. The DoD 5-year limitation on employment in foreign areas does not apply to deployments to Iraq or Afghanistan.

2. Employment Status

a. DoD civilian employees serving on permanent appointments in the competitive or excepted service will not be required to resign their permanent appointments in order to accept the deployment opportunity for which they have been selected.

b. DoD civilian employees serving on permanent appointments will not be required to convert to temporary or term appointments in order to accept the deployment opportunity for which they have been selected.

c. DoD civilian employees who are offered and wish to accept temporary or term appointments associated with deployment opportunities for which they have been selected will remain on the rolls of their former organizations and will be placed in an officially documented Leave Without Pay status for the duration of their time-limited appointment.

d. Unless the employee requests otherwise, a DoD civilian employee serving currently on a permanent appointment within the Department will be deployed to Iraq or Afghanistan by means of an officially documented Detail, a Reassignment Not To Exceed, Transfer Not To Exceed, or a Temporary Promotion. Employees who are on an official Detail will remain on the rolls of the parent organization for the period of their deployment. The service may be on a non-reimbursable, partially reimbursable, or fully reimbursable basis, as appropriate, consistent with applicable law.

e. Components shall document deployment of DoD civilian employees to Iraq and Afghanistan in accordance with the requirements of the DUSD(CPP) memorandum dated June 23, 2006, subject: Documentation of Department of Defense Civilian Employees Officially Assigned to Military Contingency Operations Overseas.

3. Right to Return To Positions

a. DoD civilian employees who deploy or who are currently deployed in support of operations in Iraq or Afghanistan will be granted the right to return to the positions they held prior to their deployment, or to a position of similar grade, level, and responsibility within the same local organization.

b. The right to return to the position held prior to deployment or to a position of similar grade, level, and responsibility within the same local organization will be granted for the full period of deployment.

c. Highest Previous Rate provisions are permitted when determining the salary for returning employees (not covered under the National Security Personnel System) who receive temporary promotions for 1 year or longer in association with their deployment, consistent with governing pay setting policies and practices.

4. Career Enhancement

a. DoD civilian employees who deploy in support of DoD missions in Iraq or Afghanistan support the Department's highest mission priority. When they return, these employees will bring broadened and enlightened perspectives, experience in contingency operations and joint/interagency operations, and a deeper understanding of their role in support of DoD's expanding missions.

b. Successful deployment assignments and experiences advance and support the new requirements for our 21st Century civilian leaders where joint knowledge, enterprise-wide experience, cultural and regional knowledge and expertise are valued and considered important for leadership positions.

(APPENDIX E)

c. Such experience should be considered favorably when employees compete for advancement opportunities requiring such a perspective within the Department.

5. Length of Assignment

a. Deployment lengths will be determined in accordance with guidance from the supported Combatant Command, parent Component policy and practice, and mission requirements.

b. A request to extend or renew the deployment of a DoD civilian, regardless of the length of the initial deployment period, may be approved, subject to concurrence of the employee's permanent chain of supervision. ODUSD(CPP) review is not needed if mission requirements of the parent organization necessitate the need to deny such requests for extension.

c. Components will be sensitive to the potential for health implications, including those of a psychosocial nature, when considering requests to extend deployments beyond an initial period of 12 months.

6. Travel Status

a. Consistent with the provisions of the DoD Joint Travel Regulations (JTR), Volume II, Chapter 4, Parts J, and Chapter 5, Part O, DoD civilian employees will deploy either under provisions for Temporary Duty (TDY) or Temporary Change of Station (TCS).

b. As a general rule, deployments expected to last for periods of up to 12 months will be expected to be on the basis of TDY. TCS is encouraged, but not required, for deployments expected to last for longer than 12 months. TCS should be authorized instead of TDY after considering cost savings and increased employee morale and job performance. For some employees, the benefits associated with TDY provide significant incentives for deployment to contingency locations. For other employees, TCS benefits outweigh those of TDY.

c. New appointees (i.e., those who are being appointed to the Federal government for the first time) are not eligible for TCS.

d. In general, contingency operations are located where deployment by means of Permanent Change of Station (PCS) is inappropriate.

7. Requirement for Pre- and Post-Deployment Health Assessments

a. Consistent with the requirements of DoD Instruction (DoDI) 6490.03, Deployment Health, DoD civilian employees must complete pre- and post-deployment health assessments consistent with requirements for military personnel in order to effectively anticipate, recognize, evaluate, control, and mitigate health threats encountered during deployments. DoDI 6490.03 specifies that DD Forms 2795 (Pre-Deployment Health Assessment) and 2796 (Post-Deployment Health Assessment) will be used for the required assessments. The use of DoD medical treatment facilities is appropriate and strongly encouraged for these pre- and post-deployment assessments.

b. DoD civilian employees are subject to medical, dental, and psychological requirements established by the Combatant Commander responsible for the deployment Area of Responsibility, for the entire period of their deployment. Employees who develop conditions that would potentially place them in noncompliance with these requirements, or whose existing conditions worsen such that they are in noncompliance, shall work with medical officials in theater to obtain appropriate waivers or develop a plan to resolve the noncompliant condition. Designated medical officials in theater may direct the curtailment of a DoD civilian's deployment if a non-deployable medical condition cannot be reasonably accommodated, waived or resolved.

c. DoD civilian employees returning from deployments must be scheduled for a face-to-face assessment with a trained health care provider within 30 days after returning home or to the processing stations from which they deployed to theater. This assessment must include a discussion of mental health or psychosocial issues commonly associated with deployments.

d. DoD civilian employees must be scheduled for a reassessment within 90 to 180 days after return to their home station.

e. Components will ensure that all health assessment information collected under the provisions of DoDI 6490.03 is submitted to the Defense Medical Surveillance System (DMSS), which is maintained by the Army Medical Surveillance Activity, U.S. Army Center for Health Promotion and Preventive Medicine (USACHPPM).

8. Considerations for Performance Appraisal

a. DoD civilian employees who deploy in support of DoD missions in Iraq or Afghanistan support the highest priority of the nation and DoD. Their experiences should broaden their insight and understanding with respect to DoD operations. Upon their return from deployment, this expanded insight and understanding should be demonstrated

APPENDIX F

Memorandum February 20, 2008

TO: House Committee on Armed Services
Subcommittee on Oversight and Investigations
Attention: Steven J. DeTeresa

FROM: Kennon H. Nakamura
Analyst in Foreign Affairs
Foreign Affairs, Defense, and Trade Division

Barbara L. Schwemle
Analyst in American National Government
Government and Finance Division

SUBJECT: Civilian Employees of, or Serving Under, the Departments of State, Defense, and Energy Serving in Iraq and Afghanistan: Benefits and Workforce Totals

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This memorandum responds to your request for information on the benefits being provided to, and the number of civilian employees of, or serving under, the Departments of State (DOS), Defense (DOD), and Energy (DOE) in Iraq and Afghanistan. It also serves as a follow-up to our meeting with you and State and Defense Department staff on February 5, 2008. Information from the other executive branch agencies with civilian employees in Iraq and Afghanistan will be transmitted to you in a separate memorandum as it becomes available. Information from DOS and DOD on any initiatives the departments are recommending for FY2009 that are related to the benefits discussed in this memorandum has not yet been provided to the Congressional Research Service (CRS). All information in this memorandum reflects our understanding of the benefits being provided as of this date. If you need further assistance, please do not hesitate to contact us at 7-9514 (Kennon) or 7-8655 (Barbara).

CRS transmitted to DOS, DOD, and DOE a template of information, based upon the DOS's Iraq Service Recognition Package and Afghanistan Service Recognition Package, showing various benefits provided to federal civilian employees serving in Iraq and Afghanistan and asked each department to comment on it. Each agency provided comments

to CRS (See **Table 1** below).[1] As a preface to the table, information on two laws covering benefits for federal civilian employees in Iraq and Afghanistan may be helpful.

Under Section 1603 of P.L. 109-234, the Emergency Supplemental Appropriations Act for Defense, the Global War on Terror, and Hurricane Recovery, 2006 (H.R. 4939), enacted on June 15, 2006, Congress gave discretionary authority to agency heads to provide their civilian employees in Iraq and Afghanistan with benefits comparable to those provided by the Secretary of State to members of the Foreign Service. Specifically, during Fiscal Years 2006, 2007, and 2008, the head of an agency may, at his or her discretion, provide to an individual employed by, or assigned or detailed to Iraq and Afghanistan, by that agency, allowances, benefits, and gratuities comparable to those provided by the Secretary of State to members of the Foreign Service under Section 413 and chapter 9 of Title I of the Foreign Service Act of 1980 (22 U.S.C. §3973; §4081 et seq.), if that individual is on official duty in Iraq or Afghanistan. P.L. 109-234 further provides that nothing in Section 1603 shall be construed to impair or otherwise affect the authority of the head of an agency under any other provision of law.[2] Unless it is reauthorized, the authority will expire on September 30, 2008.

Under Section 1101 of P.L. 110-181, the National Defense Authorization Act for Fiscal Year 2008 (H.R. 4986), enacted on January 28, 2008, Congress extended the authority provided to agency heads to waive the limitation on premium pay at 5 U.S.C. §5547 for certain employees working overseas.[3] Agency heads are authorized to pay basic and premium pay up to $212,100 through December 31, 2008, to employees working overseas in an area that is under the responsibility of the commander of the United States Central Command. In a February 1, 2008 memorandum for executive department and agency heads, the Office of Personnel Management (OPM) provided guidance on the application of the provision. According to OPM, "one of two additional qualifying conditions" must be met for employees to be eligible for the waiver:

> As in 2007, the employee may qualify by performing work in direct support of or directly related to a military operation (including a contingency operation as defined in section 101(13) of title 10, United States Code). In addition, the amendment for 2008 provides that the employee may qualify by performing work in direct support of or directly related to an operation in response to an emergency declared by the President.[4]

The guidance stated that an agency may apply the provision "retroactively to January 1, 2008, based on a determination that employees in a given category were performing qualifying work in connection with a military operation or other qualifying emergency," and noted that DOS and DOD have done this "for all their employees who were serving in Iraq

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[1] CRS received the responses by electronic mail from DOE on December 14, 2007, from DOD on January 14, 2008, and from DOS on February 1, 2008.

[2] Section 1603 of P.L. 109-234, June 15, 2006, 120 Stat. 418, at 443.

[3] Section 1105 of P.L. 109-163, January 6, 2006, 119 Stat. 3136, at 3450-3451, provided the original authority.

[4] U.S. Office of Personnel Management, Memorandum for Executive Department and Agency Heads, from Linda Springer, Director, *Recent Pay and Leave Legislative Changes*, CPM2008-04, February 1, 2008.

and Afghanistan and who meet the coverage eligibility conditions." In addition, the guidance stated that OPM worked with DOS and DOD "to develop a summary of the key common elements in DOD and State Department policies implementing the waiver authority" and "strongly encourage[d] all other agencies to adopt policies that are consistent" with these elements when implementing the waiver authority.[5]

Benefits for the federal civilian employees who are serving in Iraq and Afghanistan have received some notice. In a recent survey, the American Foreign Service Association asked DOS Foreign Service employees posted in Washington, DC, and overseas this question: "If you have served in Iraq or would be willing to volunteer to serve there, what factors would motivate you to do so (check all that apply)?" Among those employees who responded to the question, 68% said "Extra pay and benefits;" 59% said "Patriotism/duty;" and 48% said "Career enhancement."[6] While the Secretary of State has the authority to make directed assignments that order members of the Foreign Service to posts where they are needed,[7] the Department of State has preferred to fill federal civilian positions in Iraq and Afghanistan with employees who volunteer for assignments in those countries. To date, DOS and other federal agencies have not had to use directed assignments in either country.

Table 1. Benefits Provided to Federal Civilian Employees in, or under, the Departments of State, Defense, and Energy Serving in Iraq and Afghanistan

	Description of Benefit		
Type of Benefit	Department of State	Department of Defense	Department of Energy
Salary	Iraq: Foreign Service (FS) and Civil Service (CS) can either be assigned to Iraq or serve in temporary duty status (TDY), depending on the circumstances. Those on TDY are officially stationed in Washington and, thus, are eligible for locality pay (currently approximately 20% above base pay). Those who have Iraq as their official duty station, whether FS, or CS appointed to the FS on Limited Non-Career Appointments	Employees receive their same salary, which includes locality pay, if the employees are on a TDY from their home station.	Employees receive their same salary, which includes locality pay.

[5] U.S. Office of Personnel Management, Summary of Key Common Elements in Department of Defense and State Department Policies Implementing Section 1105 of Public Law 109-163, as Amended by Section 1105 of Public Law 109-364, as Further Amended by Section 1101 of Public Law 110-181 for Calendar Year 2008, Attachment to CPM 2008-04.

[6] Steve Kashkett, State Vice President for the American Foreign Service Association, "AFSA Opinion Poll Results Highlight Disturbing Trends," American Foreign Service Association, January 2008; available at [http://www.afsa.org/Jan08survey.pdf].

[7] P.L. 96-465, Title I, Sec. 502, 94 Stat. 2093; 22 U.S.C. §3982.

CRS-4

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	(LNA) [appointments with a set duration not to exceed five years], are not eligible for locality pay but may be eligible for Separate Maintenance Allowance (SMA) – see the discussion later in this memorandum. Afghanistan: Those serving in Afghanistan are generally assigned to post. Again, CS assigned to Afghanistan are appointed to the FS via LNAs.		
Pay Limitations	The aggregate limitation on annual employee compensation for General Schedule (GS)-15/FS-01 and below (those who are in neither the Senior Executive Service nor the Senior Foreign Service) is $191,300 and includes premium compensation, allowances and differentials. The premium pay cap for employees in Iraq and Afghanistan is $212,100. If the compensation of employees who qualify for this higher premium pay cap reaches the aggregate cap ($191,300) within the Calendar Year, remaining premium pay, up to the point where the aggregate of premium and basic pay amounts to $212,100, rolls over into the following Calendar Year. Danger pay and post hardship differential over the annual aggregate pay cap will also roll over to the next pay year. For the SFS, the annual aggregate pay cap is $221,100.	The bi-weekly pay cap is waived. The annual pay cap is Executive (EX) Level I ($191,300). The premium pay cap is $212,100. Through December 31, 2008, the special premium pay cap stated for Iraq is applicable for all locations within the responsibility of the commander of the United States Central Command, including Afghanistan.	The bi-weekly pay cap is waived. The annual pay cap is EX Level I ($191,300). The premium pay cap is $212,100. DOE has 2 non-exempt employees from the Western Area Power Administration who are not subject to the pay cap, so their total pay is exceeding $500,000 per year.
Rollover Limitation	Premium pay earnings in excess of the premium pay cap ($212,100) are forfeited.	Same	Same
Work Schedule	Each post determines the work schedule of its employees.	Work schedules are established by management officials in theater. Generally,	The schedule is set at 5 days per week and 8 hours per day, but employees are expected

CRS-5

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
		work schedules are based on traditional 40-hour/5 day workweeks.	to work 6.5-7 days per week and 12-16 hours per day.
Overtime (OT)	FS specialists, untenured FS generalists, LNAs, and CS personnel on assignment or TDY to Iraq and Afghanistan are entitled to premium pay and are eligible to earn overtime compensation or compensatory time off up to the annual premium pay cap. The Title V OT rate is the greater of 1.5 x the GS-10, step1 locality pay rate or the employee's actual hourly rate. Tenured FS generalists, assigned, or on TDY, to Iraq and Afghanistan, receive a 20% special differential to compensate for substantial amounts of extra work performed. These employees are not eligible to receive premium compensation for overtime, night differential, Sunday pay, or Holiday pay.	Overtime (including Sunday, holiday, and night work) is a common expectation, but must be based on mission requirements and approved by management (whether it is scheduled or unscheduled). Generally, alternative work schedules are not in place in theater. The rate for regularly scheduled OT is the greater of 1.5 x the GS-10, step 1 locality pay rate or the employee's actual hourly rate. The rate for irregularly scheduled OT is the same rate as regularly scheduled OT, compensatory time off, or a combination of both; or Administratively Uncontrollable Overtime pay. DOD employees covered under the National Security Personnel System (NSPS) have a different overtime rate as a result of the pay bands provided under that system — for Pay Band II (which incorporates the GS-10 rate), the overtime rate is the greater of 1.5 x	The rate for regularly scheduled OT is the greater of 1.5 x the GS-10, step 1 locality pay rate or the employee's actual hourly rate. The rate for irregularly scheduled OT is the same rate as regularly scheduled OT, compensatory time off, or a combination of both. Most employees' regular schedule is up to 14 hours per day, which means up to 6 hours of overtime per day; any time over 14 hours is considered irregularly scheduled overtime.

CRS-6

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
		the highest rate of the band or the employee's actual hourly rate.	
Night Differential	Night differential is paid at the rate of 10% of basic pay for work performed between the hours of 6 p.m. and 6 a.m if part of the regularly scheduled work week or as a result of a temporary assignment to a different work schedule. Night Differential is in addition to overtime, although it is not included in basic pay for purposes of overtime calculations. Danger or hardship differentials are not used in the calculations. This differential is applicable only to FS specialists, untenured FS generalists, LNAs and CS personnel.	If regularly scheduled, during the hours 6 p.m. to 6 a.m., a differential is paid at the rate of 10% of basic pay (including locality pay and special rate pay).	If regularly scheduled, during the hours 6 p.m. to 6 a.m., a differential is paid at the rate of 10% of basic pay (including locality pay and special rate pay). Since employees regularly work at least 12 hours per day, night premium pay applies daily.
Sunday Pay	Sunday pay is paid at the rate of 25% of basic pay when Sunday is part of the regularly scheduled work week. Danger or hardship differentials are not used in the calculations. This form of premium pay is applicable only to FS Specialists, untenured FS Generalists, LNAs and CS Personnel.	If regularly scheduled, Sunday pay is paid at the rate of 25% of basic pay (including locality pay and special rate pay).	If regularly scheduled, Sunday pay is paid at the rate of 25% of basic pay (including locality pay and special rate pay). Since the normal workweek in Iraq is Sunday through Thursday, DOE employees work the same schedule, thus, Sunday premium pay applies.
Holiday Pay	Holiday pay is paid at the rate of 100% of the basic hourly rate of pay for actual hours worked, up to a maximum of 8 hours. Employees earn a minimum of 2 hours pay. Danger or hardship differentials are not used in the calculations. This form of premium pay is applicable only to FS Specialists, untenured FS Generalists, LNAs and CS Personnel.	For up to 8 hours, Holiday pay is paid at the rate of 100% of basic pay (including locality pay and special rate pay).	For up to 8 hours, Holiday pay is paid at the rate of 100% of basic pay (including locality pay and special rate pay).
Danger Pay	For Iraq and Afghanistan, the allowance is 35% of basic pay.	For Iraq and Afghanistan, the	For Iraq and Afghanistan, the

CRS-7

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	Employees assigned to Iraq or Afghanistan become eligible for danger pay when they arrive; employees TDY to Afghanistan become eligible when they have spent at least 4 hours at post, and are paid up to a maximum of 40 hours per week.	allowance is 35% of basic pay. An employee must be in the country at least 4 hours per day.	allowance is 35% of basic pay. An employee must be in the country at least 4 hours per day. Travel to Baghdad is through either Jordan or Kuwait; the Danger Pay for those countries is 15% when employee is in the country at least 4 hours per day.
Post (Hardship) Differential	The post differential for Iraq and Afghanistan is 35%. For employees assigned to Iraq, this differential begins on the day they arrive in country. For those on extended temporary duty, post differential is retroactive to day one after the employee has spent 42 continuous days at post. Post differential pay continues for up to 30 days following the employee's departure from either country on R&R, consultation trips, or rest breaks, but must cease and be restarted (after another 42-day period in-country) if the employee is out of country for longer than 30 days.	For Iraq and Afghanistan, the post differential is 35% of basic pay. It becomes effective on the 43rd day and is retroactive to the first day.	The post differential is 35% of basic pay. It becomes effective on the 43rd day and is retroactive to the first day.
Language Incentive Pay	Iraq: Members of the FS, including CS employees on LNAs, who possess Arabic language skills may be eligible to receive Language Incentive Pay (LIP). LIP rates differ based on the results of FSI-administered language proficiency tests. Afghanistan: FS employees, including CS on LNAs, who are assigned to Afghanistan and possess Dari or Pashto language skills are eligible to receive LIP. LIP rates differ based on the results of FSI-administered language tests.	May be provided depending on language skills required.	May be provided depending on language skills required.

CRS-8

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
Per Diem	Iraq: Baghdad: Housing - $0 (provided by the government) Meals and Incidental Expenses (M & IE) - $11 Other locations In Iraq: Housing - $0 (provided by the government) M & IE - $10 Afghanistan: Kabul: Housing - $0 (provided by the government) M & IE - $25 Other locations in Afghanistan: Housing - $0 (provided by the government) M & IE - $15 (Employees who are permanently assigned to Iraq or Afghanistan do not receive per diem unless they are on official travel away from their duty stations.)	Meals and lodging are provided. Incidental expenses are reimbursed at $2 per day.	U.S. government provides meals and lodging. Incidental expenses are reimbursed at $2 per day.
Travel	Airfare for travel to and from duty in Iraq or Afghanistan is provided for all employees. Employees may be eligible for compensatory time off for travel, but must request this with documentation and receive an authorization from their supervisors. Iraq: Unaccompanied air baggage (UAB) consisting of 250 pounds gross weight is approved for all personnel stationed at Embassy Baghdad. Those employees stationed at the Provincial Reconstruction Teams (PRTs), Embedded Provincial Reconstruction Teams (ePRTs) and Regional Embassy Offices (REOs) are not allowed UAB but are eligible for reimbursement for expenses incurred as a result of excess baggage provisions.	Official travel orders provide authorization for transportation at government expense. Compensatory time for travel provisions apply in accordance with governing OPM and DOD policy.	DOE pays for transportation for its employees, even if they are detailed to DOS positions. Compensatory time for travel is provided.

CRS-9

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	Afghanistan: In addition to the 250 pounds UAB, personnel in Afghanistan are allowed either 2,000 pounds or 750 pounds of household effects (HHE), depending on housing assignment.		
Urgent Medical Care	Iraq: The Office of Medical Services at DOS has operated a Foreign Service Health Unit in Baghdad since July 2004 to meet the routine medical needs of federal civilian employees under Chief of Mission authority. The Health Unit is staffed by a Regional Medical Officer (RMO) who is a physician, two Foreign Service Health Practitioners who are either nurse practitioners or physician assistants, and a registered nurse. A Master of Social Work (MSW) clinical counselor familiar with stress and post-traumatic stress disorder (PTSD) 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 Regional Embassy Offices (REOs). Starting in the spring of 2008, a second mental health provider will staff the Baghdad unit. 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. Afghanistan: The embassy health unit is staffed by two FS health practitioners. The RMO based in Islamabad and the regional psychiatrist based in New Delhi provide additional support. Employees with medical	DOD civilian employees who become injured or ill in Iraq or Afghanistan are eligible for medical treatment from DOD military treatment facilities, evacuation to other military health facilities outside the continental United States or in the continental United States, where they receive additional medical care as required. When they are released by medical authority, they have the option to continue to seek care in the military system or in the private sector at no charge to them if their condition is an approved workers' compensation claim. DOD does not require deployed civilians to obtain a non-health maintenance organization-type of health plan in order to deploy. DOD deploying personnel must be medically cleared prior to departure.	DOD provides local medical services or evacuates the employee to Washington, DC. Employees must be medically cleared prior to departure and should have their own non-health maintenance organization-type of health plan. The Federal Employees Compensation Act (FECA), which is administered by the Department of Labor (DOL), covers injuries sustained while in performance of official duties.

CRS-10

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	emergences in either country are eligible for treatment at military treatment facilities, though not for follow-on care. The Federal Employees Compensation Act (FECA), which is administered by the Department of Labor (DOL), covers injuries sustained while in performance of official duties.		
Life Insurance	Life insurance policies for federal employees, such as Federal Employees' Group Life Insurance (FEGLI), American Foreign Service Protective Association (AFSPA), and Worldwide Assurance for Employees of Public Agencies (WAEPA), will cover federal government personnel in combat zones, including Iraq and Afghanistan. Other companies may continue coverage for existing members who have been assigned to combat zones but generally will not accept new members who have received a posting to these areas.	FEGLI coverage applies. There is no provision to increase FEGLI coverage as a result of deployment to Iraq or Afghanistan. FEGLI coverage can be increased only in accordance with OPM provisions. DOD employees who are designated as emergency essential personnel (under 10 U.S.C. §1580) can elect basic FEGLI coverage within 90 days of designation as such if they previously waived coverage.	FEGLI coverage is maintained at the current level, but may be increased subject to the employee having a physical examination.
Workers' Compensation	FECA, administered by DOL, covers injuries sustained while in performance of official duties.	FECA provisions apply to DOD civilian employees deployed to Iraq and Afghanistan.	FECA provisions apply.
Death Gratuity	FS and CS: Death Benefits under FECA: If DOL determines that the death of the employee occurred while in the performance of duty, FECA provides the central benefit. FECA provides workers' compensation benefits to dependent survivors of federal civilian employees killed on the job without regard to fault or blame. The Office of Workers' Compensation Programs (OWCP) at DOL administers these benefits. FECA, which covers all civilian employees,	DOD employees have the same FECA Death Benefits as described by DOS. Additional Death Gratuity. Under P.L. 109-234, DOD employees deployed to Iraq and Afghanistan are eligible for the death gratuity provided to FS members under 22 U.S.C. §3973, which is the equivalent of one year's salary at	DOE employees have the same FECA Death Benefits as described by DOS. Additional Death Gratuity. The family or estate of the deceased only receives the $10,000 as provided under FECA.

CRS-11

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	provides for: 1. A surviving spouse to receive monthly compensation benefits in an amount equal to 50% of salary of the employee; if there are dependent children, surviving spouse may receive 45% of salary, plus an additional 15% for each child, up to a total of 75% of salary (this is reduced if the employee was covered under the Federal Employees Retirement System (FERS) or the Foreign Service System (FSPS) and survivors receive Social Security benefits based on deceased's federal employment). The spousal monthly benefits are payable for life or until remarriage if occurs before age 55. These monthly benefits are not subject to federal tax. 2. Funeral and burial expenses up to $800 payable to the personal representative of the deceased employee. 3. $200 to the personal representative of the deceased employee for reimbursement of costs of the termination of status as a federal employee. Retirement benefits in the form of a survivor annuity under the federal retirement systems (Civil Service Retirement System (CSRS), FERS, the Foreign Service Retirement and Disability System (FSRDS), and the FSPS are available, but are not payable if FECA payments are being made. Survivors must choose between the two benefits. Most survivors choose FECA benefits because FECA pays a higher amount and because monthly FECA payments are exempt from federal tax.	the rate the employee received at the time of death.	

CRS-12

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	If FECA benefits are elected, survivors may receive a lump sum payment of the deceased's contributions to the relevant retirement fund. If an employee would have been eligible to receive Social Security, survivor benefits may be payable to qualifying surviving spouses and dependent children. Dependent parents and former spouses also may qualify for benefits. The amount depends on the Social Security earnings and the number of survivors eligible for benefits. In addition, a lump sum of $255 is payable to qualifying surviving spouses. If there is no qualifying spouse, the lump sum is paid to any children who are eligible for benefits. Otherwise the lump sum is not payable. Under Title VI, Section 651 of P.L. 104-208, an agency head may pay a death gratuity of up to $10,000 to the personal representative of the deceased employee. This payment may not exceed $10,000 inclusive of the amounts identified in paragraphs (2) and (3) under FECA benefits above. Because $1,000 for funeral and administrative payments typically is made under FECA, the amount of this death gratuity payment usually is $9,000. Death benefits under this authority are considered taxable income. Additional Death Gratuity. Foreign Service and LNAs only: In addition to the benefits described above, the Secretaries of State, Agriculture, and Commerce, and the Director of the U.S. Agency for International Development may provide for		

CRS-13

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	payment of a death gratuity in an amount equal to one year's salary of the employee at the time of death to the surviving dependents of any FS employee who dies as a result of injuries sustained in the performance of duty abroad.		
Rest and Recuperation (R&R) Breaks	Iraq: All employees assigned or TDY to Iraq for 1 year may choose between 3 R&R trips –OR—2 R&R trips and 3 regional rest breaks (RRB) (see below). Employees on temporary duty for 6 months or more but less than 1 year will be eligible for 1 R&R trip after 90 days of service. R&R travel of members of the Foreign Service who are U.S. citizens while serving at locations abroad specifically designated by the Secretary, may take R&R breaks in (A) other locations abroad having different social, climatic, or other environmental conditions than those at the post at which the FS member is serving, or (B) locations in the United States. Employees are provided with a round-trip economy class ticket. Employees are responsible for hotel, meals and all other expenses. Afghanistan: Members of the FS (and CS employees on LNAs) assigned to Afghanistan are eligible for 2 R&R trips during a 1-year tour, or 1 R&R during a 6-month tour.	Under provisions of P.L. 109-234, DOD employees deployed to Iraq and Afghanistan are eligible for transportation benefits provided to FS members. DOD authorizes 1 R&R trip for a 6-month assignment and 3 R&R trips for an assignment of at least 12 months. Benefit is for transportation at government expense. P.L. 109-234 did not extend FS benefits for excused absence. DOD employees must be in an approved leave status (annual leave, home leave, leave without pay) during R&R trips.	Employees are authorized 1 trip for every 6 months after 90 days in the country and authorized up to 5 days of excused absence and up to 12 days of annual leave.
Regional Rest Breaks (RRB)	Iraq: As stated above, employees assigned or TDY to Iraq for 1 year are provided with the option of 0 or 3 RRBs, depending on the number of R&R trips. For employees on a 6-month TDY, 1 RRB is	See above for R&R benefits provided.	See above for R&R benefits provided.

CRS-14

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	provided. For employees on a 9-month TDY, 2 RRBs are provided. Afghanistan: Employees assigned or TDY to Afghanistan for 1 year are provided with 2 RRBs (prorated to 1 RRB per 6 months of temporary duty). Employees must have served 60 days to be eligible. Note: Each RRB consists of a round-trip economy ticket to a regional destination (typically Dubai) and 5 days of administrative leave (see below). Employees are responsible for hotel, meals, and all other expenses.		
Administrative Leave	Iraq: All employees serving for 6 months or more are authorized administrative leave to be used during RRBs or R&Rs. For those in Iraq for 1 year, administrative leave is authorized, not to exceed a total of 20 work days per year and not to exceed 5 workdays per RRB or 10 workdays per R&R trip. For shorter-term periods of service, administrative leave is authorized, not to exceed a total of 10 workdays for 6-month TDYs or 15 workdays for 9-month TDYs (not to exceed 5 workdays per RRB or 10 workdays per R&R trip). Afghanistan: Employees are authorized up to 5 days of administrative leave per RRB. Administrative leave is not provided for R&R travel.	DOD does not restrict the amount of accrued leave or leave without pay that can be approved by management during deployment.	Employees are required to use their annual leave to the maximum extent possible. Employees are paid for unused compensatory time. Compensatory time for travel should be scheduled since it is forfeited if unused after 26 pay periods.
Home Leave	All FS members who complete 12 months of continuous service abroad in Iraq may, but are not required to, take home leave. Employees on TDY to Iraq may take home leave if they are expected to return to service	See above for R&R benefits provided.	Employees are eligible every 6 months, so they must have been in the country at least 6 months.

CRS-15

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	abroad. All employees serving in Afghanistan may, if they are expected to return to service abroad, take home leave.		
Restoration of Annual Leave	Employees who forfeit annual leave because they are serving in Iraq or Afghanistan for a period of at least 30 calendar days are eligible to have this leave restored at the beginning of the next leave year provided they meet certain conditions.	Unused annual leave is restored.	Unused annual leave is restored.
Consultation Trips	Consultation trips may be taken to conduct official business in the United States, when necessary. Such trips are authorized and paid consistent with DOS agreements.	Under P.L. 109-234, DOD authorizes R&R trips, as provided to FS members assigned to Iraq, to its deployed civilians in Iraq and Afghanistan.	DOE pays for those trips in which DOE business is the primary purpose. DOS or the Department of Justice pays for those trips that either wants DOE employees to take to conduct business.
Promotion Consideration	Not applicable for CS employees. CS employees serving in Iraq and Afghanistan remain subject to OPM regulations. FS: Service in Iraq and Afghanistan is looked on favorably by the Selection Boards at DOS, which recommend employees for promotion, though sustained exemplary performance throughout the period under review remains the key factor for promotion consideration.	Merit system provisions under Title 5 *United States Code* do not permit automatic promotion consideration. Deployment by DOD civilians to Iraq and Afghanistan does not provide any automatic consideration for further assignment.	DOE has had 1 120-day temporary promotion to GS-15. DOE's new Energy Attache position was advertised and could have resulted in a promotion for that employee had he been selected.
Housing	The federal government provides housing in both Iraq and Afghanistan.	DOD employees deployed to Iraq and Afghanistan are provided housing by DOD resources.	Provided by DOS.
Meals	Iraq: Provided by the federal government Afghanistan: Employees are responsible for purchasing their own meals.	DOD employees deployed to Iraq and Afghanistan are provided meals by DOD resources.	Provided by DOD.
Mail	Employees posted in Iraq and	DOD employees are	Same as DOS.

CRS-16

Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	Afghanistan are serviced by an Army Post Office (APO) facility. Packages and mail can be received and sent through the APO at normal U.S. postal rates.	provided mail service through DOD resources.	
Employee Assistance, including Stress Management and Family Liaison	All DOS employees assigned to Iraq and Afghanistan are mandated to attend a pre-departure stress lecture and a High Stress Assignment Outbrief upon completion of their tours. Employees from other agencies are also invited to attend. Both briefings are held at the Foreign Service Institute and conducted in a group format. If an employee prefers to have an individualized outbrief, whether for the convenience of scheduling or because he or she wishes to bring up more personal matters, he or she may elect a private session. DOS has supported development of the Deployment Stress Management Program. Scheduled to begin in Spring 2008, the program will be staffed by a psychiatrist, 2 additional Master of Social Work (MSW) counselors, and an administrative staff assistant. In the interim, the Office of Medical Services (MED) at DOS has assigned a clinical psychologist and a psychiatrist to collaborate in establishing this program. Once the program is fully operational, the psychiatrist and MSWs assigned to that section will support employees with individual and group counseling. If further treatment is required, the employee is referred to an outside counselor or counseling service in the Washington, DC., area. The Employee Consultation	All DOD civilian employees are eligible for assistance from the Employee Assistance Program (EAP) prior to and following deployment, are eligible for mental health counseling and treatment through workers compensation provisions for approved claims, and are eligible for treatment through elected FEHB plans. DOD employees are required to obtain a face-to-face medical assessment, including a psychological assessment, prior to and following deployment.	DOE encourages all returning detailees to attend DOS briefing sessions in Washington, D.C., and to follow up with their local EAP service providers. DOE pays for travel expenses to Washington, D.C.

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Type of Benefit	Description of Benefit		
	Department of State	Department of Defense	Department of Energy
	Services (ECS) within MED offers a variety of programs, including confidential bi-weekly support groups for returnees, individual and family clinical assessments, and short-term counseling. Services received at ECS or at Mental Health Services at DOS or at overseas posts at the health units of DOS are free of charge. If referral is needed to an outside provider, charges for that care may be the responsibility of the employee, the employee's private medical insurance, or, if the condition is job-related, the Office of Workers' Compensation Programs (OWCP). DOS's Family Liaison Office (FLO) established a dedicated position for a specialist to work with families while the employee is serving an unaccompanied tour. FLO has developed and presented information sessions and a 2-day orientation seminar for employees and families preparing for an unaccompanied tour and contracted 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, DOS developed age-appropriate handbooks to help them understand and cope with the stress and uncertainty of having a parent serving on an unaccompanied tour. FLO also developed recognition awards for the children of those serving at unaccompanied posts.		

Sources: Comments on CRS template of information, provided to CRS by electronic mail by DOE staff on December 14, 2007, DOD staff on January 14, 2008, and DOS staff on February 1, 2008, and comments provided by DOS and DOD staff during a meeting at CRS on February 5, 2008.

Separate Maintenance Allowance for the Foreign Service

The separate maintenance allowance (SMA) is designed to help a member of the Foreign Service who is compelled, by reasons of danger or hardship at a post of assignment, or for the convenience of the government, or because of family considerations, to defray the additional expenses of maintaining family members at a location other than the overseas post.[8] There are three types of SMA:

1. Involuntary SMA (ISMA) is paid when family members are prohibited from residing at the foreign post because of dangerous, notably unhealthful, or excessively adverse living conditions or for the convenience of the government. The support can range from $5,800 for one child to $17,700 annually for one adult and four or more additional family members. This is the most relevant SMA for those assigned to Iraq and Afghanistan.

2. Voluntary SMA (VSMA) may be provided when family members may go to a foreign post but opt not to based on special needs or other personal reasons. The VSMA support can range from $4,300 for one child to $15,900 annually for one adult and four or more additional family members.

ISMA and VSMA are paid annually, according to the following schedule:

Type of SMA	1 Child	2 or More Children	1 Adult	1 Adult and 1 Additional Family Member	1 Adult and 2 or 3 Additional Family Members	1 Adult and 4 or More Additional Family Members
Voluntary	$4,300	$7,500	$8,400	$10,700	$13,200	$15,900
Involuntary	$5,800	$8,700	$9,900	$13,400	$15,200	$17,700

3. Transitional SMA (TSMA) may be paid following the termination of an evacuation or in connection with the commencement or termination of an unaccompanied tour of duty. TSMA is paid according to the following schedule:

Per Family (Not Per Person)	Day 1-30	Day 31-60	Day 61-90
1-2 Family Members	$100 per day	$70 per day	$50 per day
3 or More Family Members	$120 per day	$80 per day	$60 per day

[8] Information provided to CRS by DOS staff by electronic mail on February 1, 2008.

If the employee is TDY from Washington, D.C., to Iraq or Afghanistan, he or she is ineligible for SMA. If the employee is TDY from an overseas assignment to Iraq or Afghanistan, every effort is made to accommodate the family members.

Beyond the benefits discussed above, both the Iraq Service Recognition Package and the Afghanistan Service Recognition Package include additional benefits that are particular to the Foreign Service and address differences between the FS and CS personnel systems. These benefits may be changed, eliminated, or enhanced based upon the staffing needs for FS personnel in Iraq and Afghanistan. An example of a benefit that is exclusive to the FS, is that a member of the FS who completes a tour in Iraq, and especially at an Iraq PRT, is exempted from the normal bidding process for the next assignment, improving his or her opportunity to receive a posting to a desired location.

CRS asked the three departments to provide data on the number of civilian employees serving under their respective commands in Iraq and Afghanistan. DOE reported that the Department has six employees serving in Iraq and none serving in Afghanistan.[9] DOD reported that it "does not track the number of non-DOD civilian personnel" serving under the Department in these countries.[10] **Table 2**, covering Iraq, and **Table 3**, covering Afghanistan, show the data provided to CRS by DOS.

Table 2. Department of State Employees Serving in Iraq, and Employees of Other Executive Branch Agencies Serving in Iraq under the Department of State

Department or Agency	Embassy Staffing — Target	Embassy Staffing — Actual	Provincial Reconstruction Team (PRT) Staffing — Target	PRT Staffing — Actual
State	537	506	—	152
State Inspector General for Iraq Reconstruction	55	42	—	—
Justice	59	50	—	6

[9] Response provided to CRS by DOE staff by electronic mail on December 14, 2008.

[10] Response provided to CRS by DOD staff by electronic mail on January 14, 2008. CRS has not yet received a response from DOD on the number of its civilian employees who are serving in Iraq and Afghanistan.

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Department or Agency	Embassy Staffing — Target	Embassy Staffing — Actual	Provincial Reconstruction Team (PRT) Staffing — Target	PRT Staffing — Actual
U.S. Agency for International Development	23	23	—	28
Department of Homeland Security	24	23	—	—
Commerce	2	2	—	—
Agriculture/ Foreign Agricultural Service	7	7	—	16
Treasury	11	8	—	—
Transportation	6	4	—	—
Health and Human Services	3	1	—	—
Energy	2	2	—	—
Other	—	—	—	237
Total	729	668	468	439

Source: Data provided by DOS staff to CRS by electronic mail on February 1, 2008.

Notes: Data are as of January 7, 2008. The Department of State total includes Foreign Service personnel in the U.S. Embassy in Baghdad and three Regional Embassy Offices (REOs) in Kirkuk, Hillah, and Basrah; personnel hired on temporary appointments under 5 U.S.C. §3161; Marine Security Guard Detachment; and Office of Regional Affairs employees. The total for other departments and agencies includes Department of Defense staff and contract staff of the Department of State and the U.S. Agency for International Development filling Provincial Reconstruction Team (PRT) positions. The PRT program in Iraq is managed by the Department of State, but is staffed through a collaborative inter-agency effort. The current target for PRT personnel is 468 and subject to change. Civilian agencies provided personnel through reimbursable detail for PRT surge staffing in 2007.

"A provincial reconstruction team (PRT) is an interim civil-military organization designed to operate in semi-permissive environments usually following open hostilities. The PRT is intended to improve stability in a given area by helping build the host nation's legitimacy and effectiveness in providing

security to its citizens and delivering essential government services." (Center for Army Lessons Learned, *PRT Playbook, Tactics, Techniques, and Procedures, Handbook No. 07-34* (Fort Leavenworth, KS: September 2007), p. 1; available at [http://call.army.mil/products/07-34.pdf].

Table 3. Department of State Employees Serving in Afghanistan, and Employees of Other Executive Branch Agencies Serving in Afghanistan under the Department of State

Department or Agency	Embassy Staffing — Target	Embassy Staffing — Actual	Provincial Reconstruction Team (PRT) Staffing — Target	PRT Staffing — Actual
State	165	156	24	22
U.S. Agency for International Development	95	79	28	25
Drug Enforcement Administration	28	25	—	—
Border Management Task Force (BMTF) Civilians (multi-agency)	13	9	—	—
Defense Agency Operations	8	8	—	—
Agriculture	8	6	13	13
Justice	4	4	—	—
Treasury	4	3	—	—
Federal Bureau of Investigation	3	3	—	—
Transportation	1	1	—	—
Total	329	294	65	60

Source: Data provided by DOS staff to CRS by electronic mail on February 1, 2008.

Notes: Data are as of January 7, 2008. The Department of State total includes Foreign Service personnel, Marine Security Guard Detachment, Office of Regional Affairs employees, and one Department of Justice employee who is assigned to State and not included in the Department of Justice total. The Defense Agency Operations total includes seven uniformed service positions.

The *Analytical Perspectives* volume of the *Budget of the United States Government for Fiscal Year 2009* includes data on personnel working overseas under the authority of Chiefs of Mission (COM) (e.g., Ambassadors or Charges d'Affaires at U.S. embassies worldwide). The document shows that number of American personnel serving under COM authority overseas is projected to total 15,335 for FY2008. The President's FY 2009 budget requests 493 additional such positions, at an average cost of $549,000 for each position.[11]

[11] U.S. Executive Office of the President, Office of Management and Budget, Budget of the United States Government, Fiscal Year 2009, *Analytical Perspectives* (Washington: GPO, Feb. 2008), p. 364.