

Ministry of Defense Advisors Program Annual Report



Fiscal Year 2014

Report to Congress:

**In accordance with Section 1081 of the
National Defense Authorization Act
for Fiscal Year 2012 (Public Law 112-81),
as amended by Section 1094 of the
National Defense Authorization Act
for Fiscal Year 2014 (Public Law 113-66).**

Preparation of this report cost the
Department of Defense approximately
\$5,400.00 for the 2014 Fiscal Year.
This includes \$1,100.00 in expenses
and \$4,300.00 in DoD labor.

Ministry of Defense Advisors Program - Overview and Fiscal Year (FY) 2014 Highlights

The Ministry of Defense Advisors (MoDA) Program partners Department of Defense (DoD) civilian experts with foreign defense and security officials to build core competencies in key areas such as strategy and policy, human resource management, acquisition and logistics, and financial management.

The program was developed to respond to operational requirements in Afghanistan and an increased U.S. Government emphasis on civilian-led capacity building at the ministerial level. In the past, DoD carried out advisory efforts on an ad hoc basis, utilizing military or contract personnel whose functional expertise and advisory skills were not always well matched to address technical processes and gaps in civilian government ministries. The MoDA Program was designed to leverage the subject matter expertise of the DoD civilian workforce in addressing partner ministerial development objectives, and to provide these civilians with cultural, operational, and advisory training necessary to ensure that the advisory effort is appropriate and effective.



MoDA Program activities are conducted in accordance with regional and country-specific priorities established by the Office of the Under Secretary of Defense for Policy (OUSD Policy), the Combatant Commands, the Department of State (DoS), and U.S. embassy country teams. The MoDA Program works to enhance the security capacity of partner nations, directly supporting the strategic objectives identified in the 2014 Quadrennial Defense Review and other defense strategic guidance, as well as DoS's Regional Strategic Plans and Integrated Country Strategies.

The MoDA Program is managed by the Defense Security Cooperation Agency (DSCA), while policy oversight responsibilities are managed by the Deputy Assistant Secretary of Defense for Security Cooperation (DASD SC).

MoDA in Afghanistan



Since July 2010, the MoDA Program has deployed more than 250 advisors to the Ministries of Defense (MoD) and Interior (MoI) of Afghanistan utilizing the Afghan Security Forces Fund Authority. The program supports the International Security Assistance Force (ISAF) ministerial development and advising mission by filling ISAF advisory requirements with trained DoD civilian advisors.

MoDA Program advisors who deploy to Afghanistan first participate in an eight-week training course that includes professional advisor training, cultural awareness, country familiarization, language instruction, security training, senior-level consultations and briefings, and practical exercises with native Afghan role-players. Developed with the Office of the Under Secretary of Defense for Personnel and Readiness and the U.S. Institute of Peace, this pre-deployment training program has received high marks from advisors and U.S. commanders for its comprehensive scope and substantive content.

In FY 2014, 135 MoDA program advisors were assigned to ISAF organizations; 60 (44%) supported the Afghan Ministry of Defense (MoD,) 59 (43%) supported the Ministry of Interior (MoI,) and 17 (13%) supported both the MoD and MoI. MoDA program advisors supported the Afghan MoD and MoI in the following accomplishments:

- Development of the National Military Strategy, including the Strategic Defense Planning Directive, the Guidance for Operational Planning, General Staff Planning Guidance, and the Defense Capabilities Planning Guidance, all firsts for the Ministry of Defense.
- Development and staffing of the MoD National Counter Narcotics Strategy, which is designed to complement the Government of the Islamic Republic of Afghanistan (GIROA) national counter narcotics policy and support the Ministry of Interior National Counter Narcotics Implementation Plan.
- Development of a budget proposal for the GIROA in support of the Martyred and Disabled Program and decision by the MoD to provide continuing care for Afghan National Security Force members who were injured during service against the insurgency and Taliban forces.
- MoD compliance with GIROA anti-corruption law and international standards in accordance with Transparency International's published recommendations and inspection criteria.
- Decision by MoI Deputy Minister to implement full utilization of the Afghan Financial Management Information System to track donor funds, as well as a Procurement Management Information System to track procurement action status. Both systems are critical to ensuring transparency and accountability of more than \$500M of U.S. and international donor aid.
- Development of an Installation Management Database, which merges three disparate real-estate tracking systems integrating data into a single program for Afghan National Army (ANA) facilities. This database was the framework in which CSTC-A validated Program Objective Memorandum (POM) funding requests.

The duration of MoDA assignments was generally one year, with the possibility of extending for a second year with NTM-A/CSTC-A approval. MoDA Program advisors supported a wide range of key functional areas in Afghan security ministries, including policy and strategy, resource management, logistics and acquisition, human resource management, and facilities maintenance.

The OSD Policy FY 2014 budget for the MoDA Program in Afghanistan was \$12.1 million. Fifty-eight of the 135 FY 2014 advisors deployed as members of the U.S. Army civil service; therefore, the U.S. Army paid their deployment costs.

The average cost of each MoDA Program assignment was \$273,319, with detailed costs as follows:

Category	Cost	Note
Premium Pay Expenses	\$147,534	Based on an average of 41 advisors in country at any one time
Training	\$45,603	Based on a total of 44 advisors trained*
Backfill**	\$75,606	Based on 14 backfills during FY 2014
Program Management	\$4,576	Based on 135 advisors supported in FY 2014

* Only 44 Afghan MoDA advisors were trained in FY 2014. The remaining 91 had been trained in FY 2013 or prior years.

**Of the 135 advisors that deployed in FY 2014, only 14 were backfilled. If all advisors were backfilled, program costs would increase substantially.

To select advisors to fill ISAF requirements, the MoDA Program recruits from applicants to the Civilian Expeditionary Workforce (CEW) program and within relevant defense organizations. Resumes are reviewed by a screening panel using the following selection criteria:

- *Professional Experience.* Quality of work performance and subject matter expertise.
- *Advisory Skills.* Advisory experience, previous training, and traits.
- *Education and other Activities.* Overall academic excellence, long-term commitment to public service.
- *International Background.* Prior international experience and language skills.

MoDA Program staff and ISAF representatives interview candidates using pre-determined interview questions and the above selection criteria to evaluate applicants' potential to serve effectively as MoDA Program advisors.

Global MoDA Program

Section 1081 of the National Defense Authorization Act (NDAA) for FY 2012 (P.L. 112-81), as amended by Section 1094 of the NDAA for Fiscal Year 2014 (P.L. 113-66), provides global authority for the MoDA Program. The global MoDA Program deploys DoD civilians for up to two years to assist foreign counterparts in selected countries to develop critical ministerial and institutional defense capabilities. Like the Afghanistan MoDA program, global MoDA provides a double benefit: it works to enhance security capabilities in defense institutions of key U.S. partners while providing valuable training and leadership development opportunities for DoD civilian personnel.

Country Selection

Prospective partners for global MoDA Program deployments are identified and evaluated from two sources: 1) Nominations from OSD Policy and the Combatant Commands and 2) Nominations from the regional bureaus in DoS in consultation with country teams. OSD Policy reviews and selects countries and positions in coordination with stakeholders in the DoS, country teams, Combatant Commands, DSCA, and partner nations.

Country selection is based on the following criteria:

- Alignment to DoD strategic objectives;
- Feasibility to assign MoDA Program advisors, including political will, access, security, and absorptive capacity;
- Complementarity with other security cooperation activities; and
- Redundancy with activities of international actors or U.S. Government interagency partners (i.e., are other actors already seeking to build capacity in the functional area?).

In FY 2014, sixteen countries were considered for potential MoDA Program assignments: Bosnia and Herzegovina, Botswana, Colombia, Democratic Republic of Congo, Georgia, Guatemala, Indonesia, Libya, Mongolia, Pakistan, Republic of Korea, Ukraine, Uzbekistan, United Arab Emirates, Vietnam, and Yemen.

An FY 2015 defense institution building nomination prioritization process was recently completed. MoDA Program assignments undertaken as a result will be briefed to congressional defense committee staff and will be included in the next annual report.

Advisor Selection

To select civilian employees to fill global MoDA Program advisor positions, the MoDA Program team conducts targeted recruitment. Resumes are reviewed by a screening panel and functional experts using the same selection criteria used to select the advisors that deploy to Afghanistan (listed on page 3 of this report).

MoDA Program staff and relevant stakeholders conduct interviews using pre-determined interview questions to evaluate candidates in terms of the selection criteria and core advisory competencies (described on page 3 of this report).

Global MoDA Program Implementation

To the greatest extent possible, the global MoDA Program is implemented in coordination with DoD's Defense Institution Reform Initiative (DIRI) program, which provides baseline needs

assessments and detailed implementation plans for new-country defense reform programs. DIRI also conducts complementary activities, as necessary, and periodically assesses the progress of institutional reform efforts.

To prepare for the deployment of MoDA Program advisors, the MoDA Program team consults stakeholders, including OSD Policy and DoS country desks, Combatant Commands, country teams, and foreign counterparts. In addition, the MoDA Program team coordinates deployment logistics, including housing, security, office space, and interpretation requirements, with the country team and MoD staff.

Beginning in late FY 2013 and continuing in FY 2014, the MoDA Program training course underwent a detailed curriculum review to identify elements that are needed to accommodate the global program. The curriculum is modular to allow for the inclusion of country-specific instruction as well as advisory skills, language, culture, and scenario-based exercises. Advisors further prepare for deployment through meetings/consultations with OSD Policy, DoS, and the Combatant Commands.

FY 2014 Global MoDA Program Activities

The initial MoDA Program advisors deployed to Montenegro and Kosovo in late FY 2013.

The advisor in Kosovo, a United States Army force management expert, addressed the implementation of the Kosovo Security Force's (KSF) comprehensive Strategic Security Sector Review (SSSR). He departed in late FY 2014 after serving a one-year assignment. A replacement human resource advisor will work with Kosovo's MoD on implementation of the SSSR personnel recommendations and is expected to deploy in early calendar year 2015 for a one-year assignment.

The cost of the assignment of the advisor to Kosovo was \$121,000, broken out as follows: Temporary Change of Station (TCS) expenses \$14,000, State Department (DoS) Operational Support \$107,000.

The advisor in Montenegro, a maintenance policy expert, deployed on a one-year assignment and assisted the MoD Director of Logistics in implementing Montenegro's 2013 Strategic Defense Review. This effort included advising on a logistics plan for the future armed forces; realignment of support functions; and organization of the roles and responsibilities of the logistics base. A replacement logistics advisor deployed in September 2014 for a one-year assignment to continue this work.

The cost of the assignment of the advisors (2) to Montenegro was \$215,400, broken out as follows: TCS expenses: \$41,900; DoS Operational Support: \$173,500.

In FY 2014, the Program deployed additional advisors to the Republic of Georgia, Bosnia and Herzegovina, and Mongolia.

A medical advisor in Georgia deployed on a one-year assignment and is assisting in the development of and sustainable planning for an amputee-care capability for the many soldiers who lost limbs during combat operations alongside United States personnel in Afghanistan. The FY 2014 cost of this assignment is as follows: TCS expenses: \$20,000; DoS Operational Support: \$95,000.

A logistics advisor in Bosnia and Herzegovina deployed on a one-year assignment and is advising MoD personnel on developing and implementing an aviation maintenance program. The FY 2014 cost of this assignment is as follows: TCS expenses: \$20,000; DoS Operational Support: \$100,000.

DoD deployed an education expert on a short-term basis to Mongolia to advise the Mongolian Ministry of Defense and Defense University of Mongolia on professional military education. The FY 2014 cost of this assignment is as follows: TDY cost: \$5,465. This cost represents one TDY trip.

The MoDA Program anticipates additional program deployments to countries in Africa, the Asia and Pacific region, Latin America, and the Middle East over the course of FY 2015.

Advisors were selected for Yemen and Indonesia. The deployment to Yemen is on hold, pending improved security in Sana'a. The advisor to Indonesia is scheduled to deploy in early 2015. Scoping and recruitment selection for Botswana, Vietnam and Ukraine are underway.

The MoDA program elected against proceeding with deployment of advisors to the other countries considered during FY 2014 (Colombia, Democratic Republic of Congo, and Libya) after concluding that conditions were not yet right.

DoD anticipates an increase in MoDA Program deployments to Africa in support of the President's Security Governance Initiative, announced at the August 2014 U.S.-Africa Leaders Summit.

DoD also plans to deploy subject matter experts for short-duration advisory efforts to address partner MoD requirements for policies and processes to address emerging issues such as technology security and cyber defense.

Outlook on MoDA Program Authority

DoD will continue working with NATO and the Commander of U.S. Forces-Afghanistan to fulfill enduring requirements for advisors in Afghanistan in FY 2014 and beyond. For other countries, the MoDA Program is gaining increased support among the geographic Combatant Commands and other defense organizations as a useful and effective security cooperation tool, and will evaluate possible Program expansion accordingly.