



Office of Civilian-Military

Cooperation

RETROSPECTIVE 2014



Administrator Shah and GEN Dempsey at USAID's "Lessons in Leadership" lecture, July 2014. For more, see page 6.

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DIRECTOR'S MESSAGE

The Office of Civilian-Military Cooperation (CMC) served the Agency in multiple ways during 2014, continuing to build a relationship with the Department of Defense (DoD) based on transparency and alignment of efforts across a myriad of countries in crisis as well as those challenged by the perils of underdevelopment.

Innovation is often a cause for celebration. In this vein, CMC deserves to remember 2014 as a year of firsts. The office helped to facilitate the first “development game” ever held by USAID. It was an intra-USAID, multi-U.S. government agency exercise devoted to the Sahel, driven by a need to avert a broadening crisis in that region of the world. The game was supported by U.S. Africa Command and U.S. Special Operations Command. This effort is described more fully in this retrospective.

CMC also created and piloted the first course on USAID for DoD in the combatant commands, the Pentagon and select military institutions. The course was created to fill the vacuum left by the dissolution of interagency pre-deployment education and training, built for the Iraq and Afghanistan conflicts. It is a work in progress. However, we have demonstrated that this course meets a clear demand for a baseline understanding of USAID as a pillar of U.S. national security.

Finally, CMC facilitated the first-ever visit and speech from a sitting Chairman of the Joint Chiefs of Staff. General Martin Dempsey, joined by Administrator Shah, spoke to a full house of USAID leaders and staff on current challenges, the leadership qualities that DoD seeks to inculcate in its ranks, and the important relationship with USAID.



Firsts are important. Yet we also celebrate the tough daily work of all who call CMC home. Often uncelebrated, the regular requirements to encourage communication, planning and learning between USAID and the huge DoD establishment are the bread and butter of CMC's foreign service officers, civil service personnel, institutional contractors and the military officers seconded to USAID. Interagency cooperation is hard and we often talk about it as if it was part of all that we do. At CMC, we do more than “talk the talk,” we “walk the walk” by linking USAID desk officers, technical experts and field staff to their DoD counterparts. And for that, I am deeply honored and privileged to work with CMC.

As for the future, the myriad of crises and development challenges reaffirm the necessity of continuing to perfect cooperation. I hope that CMC can continue to innovate but also move forth on documenting best practices in this endeavor, applying strategic planning and gaming to test our strategies, building on those to increase the efficacy of development and the pursuit of national security, and ensuring that DoD colleagues will never again go to the field without an understanding of what USAID brings to the table.

I look forward to working with all of you in 2015.

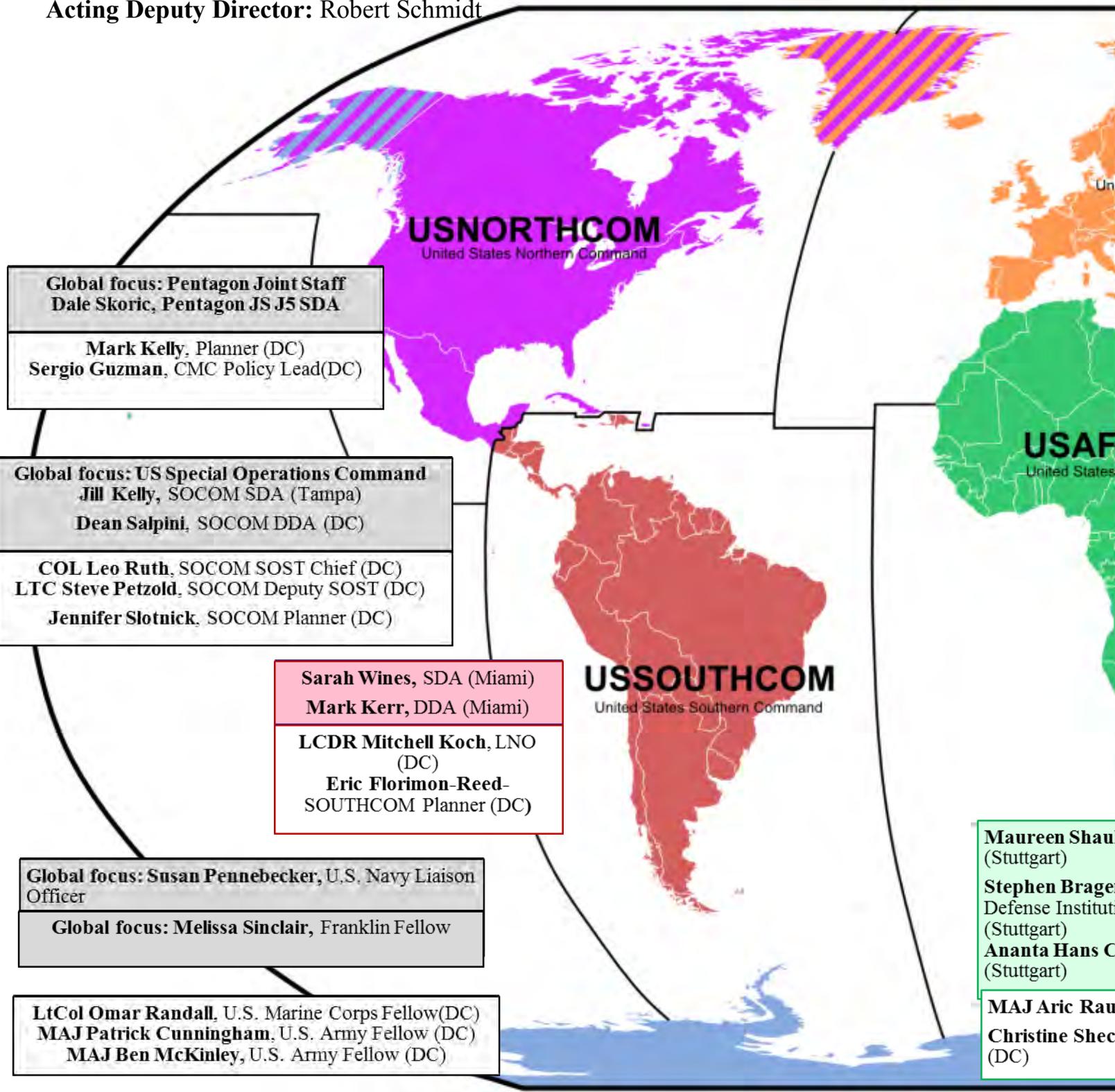
**- Beth Cole, Director, USAID Office of Civilian-Military Cooperation
November 2014**

USAID OFFICE OF CIVILIAN

WITHIN THE BUREAU FOR DEMOCRACY, CON

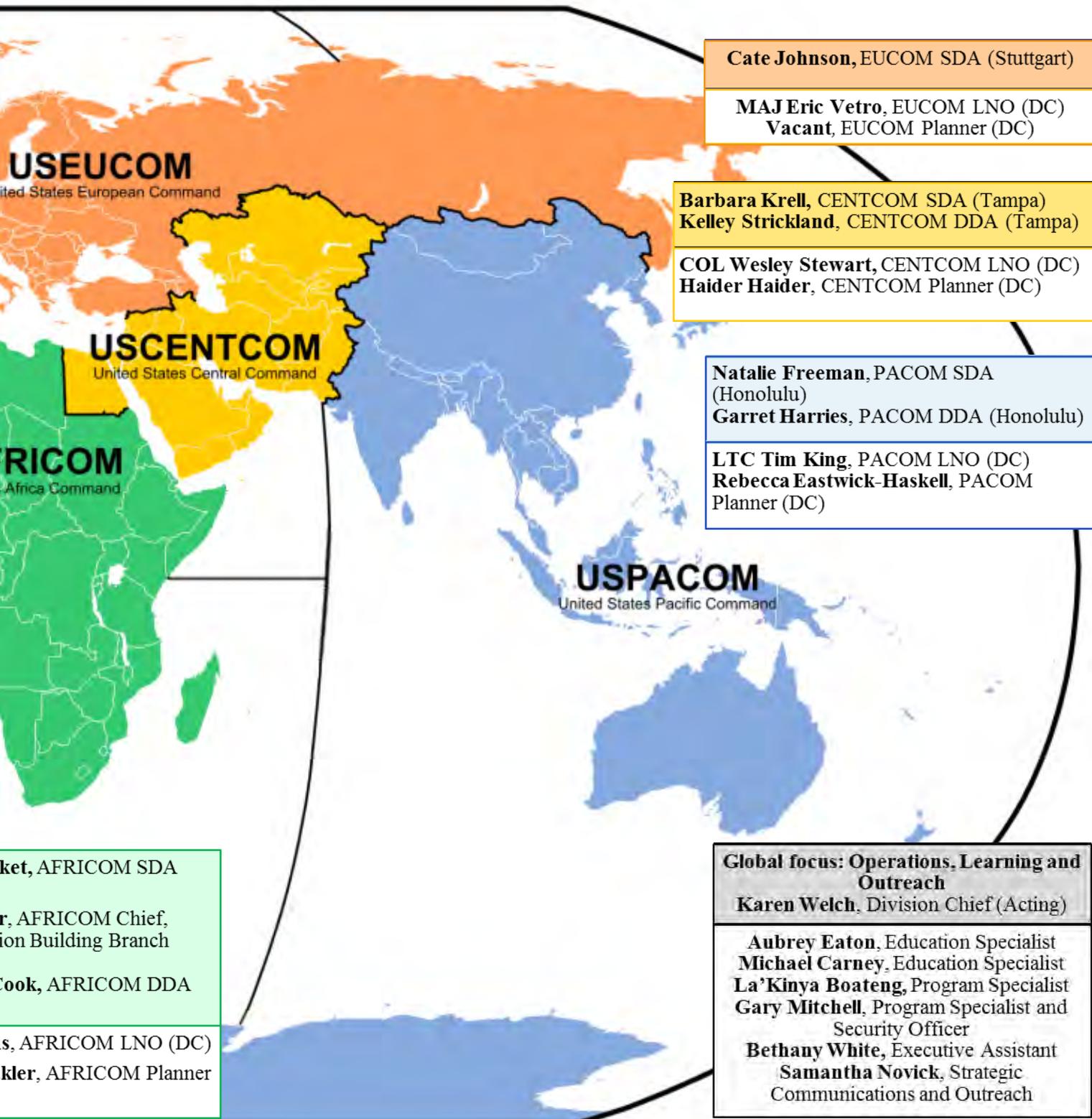
Director: Beth Cole

Acting Deputy Director: Robert Schmidt



NON-MILITARY COOPERATION

CONFLICT AND HUMANITARIAN ASSISTANCE



General Dempsey Visits USAID



Before the event Dr. Shah and GEN Dempsey shared a moment of silence at the USAID Wall of Honor, which recognizes Agency staff killed in the line of duty.

On July 29, USAID welcomed General Martin Dempsey, the 18th Chairman of the Joint Chiefs of Staff to address our staff and speak with our Administrator on some of the important aspects of the USAID-Department of Defense relationship. Dempsey's visit was part of the Agency's "Lessons in Leadership" series, which brings in notable guests with different perspectives to speak to USAID staff. The event was the culmination of efforts between the CMC team in Washington and USAID's Senior Development Advisor at the Pentagon.

General Dempsey was a guest high on Dr. Shah's invite list, and was the first Chairman of the Joint Chiefs invited to address USAID.

"Every time he speaks he brings clarity of thought, purposefulness to his communications, and a willingness to just speak truths to a room full of people, sometimes even the President,

that would rather hear easier answers to complex problems," Dr. Shah said. "For that I have tried to learn from, and emulate, the ethic and the leadership, and the straightforward analysis that the Chairman brings to everything he does and how he leads."

Nearly 500 USAID colleagues attended the discussion, and recorded questions came in from Bosnia and Benin. Dempsey's remarks focused on agile leadership, taking every opportunity to learn, empowering young leaders and his view on future global threats. He also focused on the importance of USAID and DoD being able to work together.

"We bring different things to the effort to advance and promote our values and better security," Dempsey said. "We bring different tools but -- they have to work in a complementary fashion."

General Dempsey wasn't the only four-star to visit the Ronald Reagan Building in 2014. Visits also took place in 2014 with General David Rodriguez, Commander of U.S. Africa Command; Admiral William McRaven, former Commander of U.S. Special Operations Command and General Phillip Breedlove, Commander of U.S. European Command and Supreme Allied Commander—Europe.

"I'm proud to be an American when I know that we have men and women committed not only to stability, but also to development, human rights, [and] rule of law," said General Dempsey. "But when I look ahead and see issues related to resource security and climate change and natural disasters, it just seems to me we've [Department of Defense and USAID] got to continue to grow closer, not drift further apart. And you have my commitment, that's what we'll do."

- General Martin Dempsey,
July 29, 2014, USAID



GEN Dempsey meets Larry Sampler, Carrie Stokes, Jeremy Konyndyk and Andrea Ussery.

COOPERATION DURING CRISIS

One team: many partners



CMC Director Beth Cole, discusses cooperation on and strategies to combat Ebola with U.S. Africa Command's Chief of Staff, Maj. Gen. Michael Kingsley, during a visit to the command's headquarters in Stuttgart, Germany, Oct. 16.



U.S. military personnel review maps of Liberia with an Armed Forces of Liberia (AFL) soldier at the new Emergency Operations Center (EOC) for the Ebola response in Liberia.



Healthcare personnel at a clinic in Buchanan City, Liberia conduct training on proper safe handling techniques. Operation United Assistance is a Department of Defense operation in Liberia to provide logistics, training and engineering support to USAID-led efforts to contain the Ebola virus outbreak in western Africa.

USAID's Office of Civilian-Military Cooperation seeks to align development and defense to achieve better development outcomes - leveraging the unique capabilities of both organizations- in pursuit of U.S. national security goals.

Nowhere is cooperation more important than during crises that threaten lives and cause human suffering, such as the current Ebola crisis. For example, alongside USAID's Office of U.S. Foreign Disaster Assistance (OFDA), CMC is fostering connections and facilitating rapid implementation in support of USAID's leadership of the U.S. Government's comprehensive effort to respond to and contain the outbreak of the Ebola virus in West Africa.

Through USAID development advisors assigned to U.S. Africa Command (USAFRICOM) and the Pentagon, along with specialists and liaisons dedicated to civilian - military cooperation at headquarters, CMC facilitates the timely exchange of critical information among DoD and USAID officials and action officers. For instance, CMC staff provides guidance to USAFRICOM and shares development perspectives on Command and Pentagon operations. USAID development advisors support the OFDA team by working with key stakeholders and providing linkages among USAID leadership and Command leadership to reach rapid agreement on areas of collaboration.

CMC has facilitated continuous and open discussions with leaders and planners from the Office of the Secretary of Defense, the Joint Staff, and the combatant commands on areas of crisis. These include daily contact on the ongoing crises in Syria, Iraq, Afghanistan, and Yemen; early and frequent exchanges of information with U.S. European Command on Ukraine; critical conversations with USAFRICOM on north, east and west Africa and Ebola; engagement with U.S. Southern Command on Central America and Colombia and with U.S. Pacific Command on the chaos wrought by climate change in that part of the globe.

Crisis in these states and regions require a clear understanding of roles, responsibilities and approaches and alignment of them to enable an effective response. CMC is dedicated to this core function on behalf of USAID. More broadly, in just one quarter this year, CMC contributed to more than 34 formal DoD plans, ranging from theater and country campaign plans in steady state environments to contingency and specialized plans created to respond to emerging issues like Ebola.



A TIMELINE OF PARTNERSHIP IN AFGHANISTAN

Working closely with the Office of Afghanistan/Pakistan Affairs, CMC's Franklin Fellow, Melissa Sinclair, has designed a unique and comprehensive timeline that maps USAID and DoD's foreign assistance activities in Afghanistan. The product details the influential people, policies and programs that shaped both organizations from 2002-2013, presenting an innovative way to synthesize and understand civilian-military cooperation in Afghanistan. The product is divided into five time periods, highlighted below. For more information, please contact CMC or OAPA. Distribution is restricted to the USG.

Complex Humanitarian Crisis & Counterterrorism (2002-2003) While USAID focused on stymieing the effects of the complex humanitarian crisis through food security initiatives, shelter provision, refugee repatriation and support to the nascent government, the priority for the U.S. military was counterterrorism against Al Qaeda. USAID also began to lay the groundwork for long-term economic recovery and social sector development during this period.

Reconstruction and Military Expansion (2004-2005) By spring 2004, USAID and the U.S. military's goals were beginning to align around 'reconstruction.' The military expanded its reach outside of Kabul and became increasingly involved in construction projects through CERP. USAID remained committed to working with GIRoA to provide basic services to the Afghan population, particularly in the areas of health, education and through the construction of the infrastructure necessary for basic service provision (roads, bridges, government buildings, etc.).

Stabilization, Counternarcotics, and Pivot to Provinces (2006-2008) While the war in Iraq intensified, the security situation in Afghanistan deteriorated. To quell increasing levels of violence and narcotics, civilian and military actors shifted focus toward the sub-national level- a "pivot to the provinces."

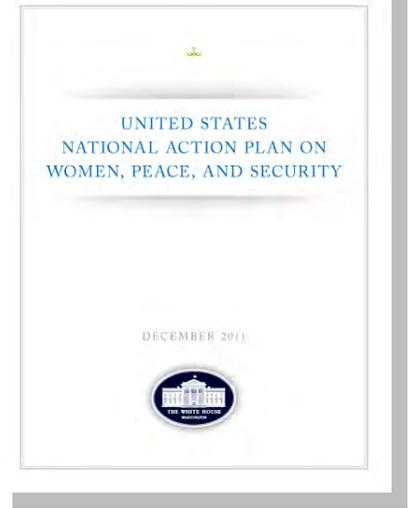
Counterinsurgency (2009-mid 2011) Following the Presidential election in the United States, the appointment of Richard Holbrooke to the newly created Special Representative for Afghanistan and Pakistan (SRAP) position and retired General Karl Eikenberry as Ambassador to Embassy Kabul brought a new emphasis on civilian-military cooperation. The dramatic increase in funding and personnel was largely channeled toward support to the military-led counterinsurgency approach, with USAID chartering new territory in the areas of stabilization, interagency cooperation and the role of development in Countering Violent Extremism.

Capacity Building and Transition (mid 2011 – 2013) Military retrograde and the corresponding civilian drawdown sharpened the U.S. Government's focus on GIRoA capacity development, working with GIRoA to ensure sustainability of the social sector gains made since 2001, and the Transition toward normalized embassy relations, in which civilians would be in the lead.

Meeting USAID's Commitments to Gender, Science and Technology

In line with USAID's Operational Principle: Promote Gender Equality and Women's Empowerment, CMC has worked closely over the past year with the Combatant Commands to support common objectives under the U.S. National Action Plan on Women, Peace and Security. For instance, CMC has provided technical guidance to the European Command's Council of Colonels on the key role women's full participation plays in both sustainable security and achievement of long-term development goals. Members of CMC also participate in the Women, Peace and Security working group at the Pentagon and in USAID's Gender Champions working group.

In August, USAID facilitated the participation of David Ferguson, Director of Innovation at the U.S. Global Development Lab, in the annual Science and Technology conference at U.S. Pacific Command (USPACOM). This event provided broad exposure of the Lab to more than 400 U.S. military, academia, large and small private sector participants and foreign visitors, and set the stage for opportunities for future collaboration between USAID and USPACOM. The Development Lab and CMC also set-up a booth in the exhibit hall featuring some of the recent innovations funded by USAID that generated significant interest, discussion, and traffic. CMC and the Development Lab have been working together to follow-up on the numerous opportunities



that surfaced during the week, including greater USAID collaboration with science, technology, and research arms of the Department of Defense.



PHOTOS: (Top) The U.S. Global Development Lab's David Ferguson presents to attendees on the power of using science, technology, innovations and partnerships to address the world's development and security challenges. (Right) USAID Deputy Development Advisor Garret Harries speaks to COL Jim Orbock at the USPACOM Science and Technology Conference.

Partnership with U.S Army Civil Affairs

Who are Civil Affairs? Civil affairs soldiers are the field commander's link to the civil authorities in his or her area of operations. These culturally oriented, linguistically capable soldiers help military commanders by working



The 95th Civil Affairs Brigade
Shoulder Insignia

with civil authorities and civilian populations to lessen the impact of military operations on them during peace, contingency operations and declared war. The active duty component of Civil Affairs is comprised of two brigades, the 95th Civil Affairs Brigade (Airborne) under the command of the United States Army Special Operations Command (USASOC), and the 85th Civil Affairs Brigade, under the U.S. Army Forces Command (FORSCOM).

According to the Civil Affairs Operations field manual, Civil Affairs soldiers are organized, trained and deployed to work with host nation populations and institutions, inter-governmental organizations and other government agencies to identify and mitigate underlying causes of instability within civil society. Because these soldiers work closely with civilian populations in countries where USAID has programs, the Agency has developed a strong relationship with the 95th and 85th Civil Affairs brigades. USASOC de-

deploys teams of 4-6 civil affairs soldiers called a Civil Military Support Element (CMSE) to 32 countries around the world, where they operate under Chief of Mission authority and carry out activities that meet the priorities of the Theater Special Operations Commander. Teams will stay in country for several months before a new team rotates in. CMSEs frequently come into contact with USAID mission staff, and in some cases have been able to coordinate on programming and other activities that are mutually beneficial to both organizations.

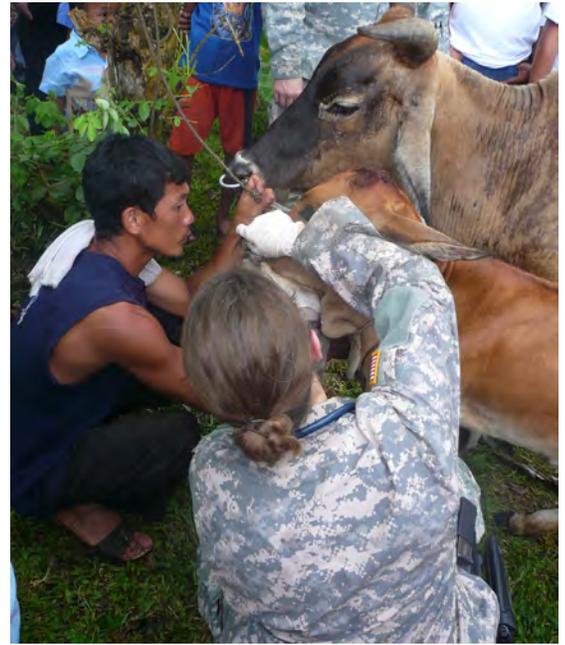
Coordination begins early in the process. When a civil affairs team receives their assignment, the CMC team in Washington will arrange pre briefs for them at headquarters. These briefs connect the deploying soldiers with respective country desk officers and provide them with Agency news and information about their country. USAID's Senior and Deputy Development Advisors at the Combatant Commands may also brief these soldiers when they are rotating through the Theater Special Operations Command (TSOC) before deployment.

From January through October 2014, CMC facilitated dozens of USAID consultations and briefed hundreds of civil affairs soldiers at USAID/W in advance of deployments all over the world. But these consultations are not just one-way. When teams are in country, CMC collects and shares storyboards from the CMSEs with USAID/W staff, and has also coordinated to have redeploying civil affairs soldiers debrief USAID personnel after deployment. These efforts have ensured sharing of best practices and ensure updated situational awareness between both organizations. Additionally, because CMSE teams tend to have greater freedom of movement than USAID in the field, these debriefs have provided valuable information that would have been difficult for USAID staff to collect independently.

Increased integration and systematization of processes is expected in 2015. The office seeks to begin teaching three iterations a year of CMC's pilot course on USAID and its role as the nation's development agency to soldiers in the Civil Affairs Qualification course at Fort Bragg, which would reach hundreds of students annually. The office also seeks to build out a survey pilot program to better monitor and evaluate the effectiveness of coordination, and wants to link up incoming civil affairs teams with USAID mission staff through email in advance of deployments. Combined with future training of USAID staff on the work of civil affairs, these efforts have the potential to help increase understanding and set the stage for increased cooperation.



USAID Senior Development Advisor to U.S. Southern Command, Sarah Wines (right) with members of CMSE Peru and school children in Cauca, Colombia.



A civil affairs soldier in the Philippines demonstrates how to provide vaccinations to livestock.

EXAMPLES OF WHAT USAID-CIVIL AFFAIRS COOPERATION LOOKED LIKE IN 2014:

- ◆ In **Yemen**, civil affairs soldiers worked with USAID’s Rule of Law team to host a Women’s Social Development Forum.
- ◆ In **Jordan**, the civil affairs team facilitated introductions for USAID personnel with officials in the Ma’an governorate.
- ◆ In **Niger**, a CMSE team provided security and transportation for a USAID/OTI conflict assessment team.
- ◆ In **Peru**, USAID has developed a strong partnership with civil affairs through the “Caravans for Development” program, which promotes alternative livelihoods and transition to licit crops.
- ◆ In **Bangladesh**, the CMSE team worked with USAID on its ECOFISH program, which addresses better fisheries management. The USAID team in country considered CMSE coordination with the Bangladesh Coast Guard critical to the program’s success.
- ◆ In the **Philippines**, a civil affairs officer at the USAID Mission in Manila facilitates several trips by USAID staff to Mindanao each month, where they were authorized to travel with U.S. forces based in the province. The security and support of civil affairs has been important as USAID seeks to expand programming in Tawi Tawi, a place where USAID cannot travel independently.
- ◆ In **Kosovo**, a CMSE team donated and installed ultrasound and X-ray machines for the University Clinical Center of Kosovo at the recommendation of the USAID Mission.

Educating the Next Generation Of USAID Leaders

On May 29, 2014, Administrator Rajiv Shah inaugurated a USAID-themed corridor at Roosevelt Hall on Fort McNair to mark 50 years since the first USAID student attended the National War College (NWC). The USAID corridor symbolizes the investment that the Agency makes in its future leaders by sending students and faculty to NWC, the Eisenhower School, Army War College, and School of Advanced Military Studies in the Department of Defense (DoD).

With the elevation of development as a pillar of U.S. national security alongside diplomacy and defense, the participation of Agency personnel at these DoD schools builds a cadre of USAID leaders who can work effectively in complex interagency and international environments. USAID maintains a baseline of about seven students and five faculty members at the DoD schools, and these assignments have already played an important role in preparing USAID leaders for greater responsibilities. Of over 100 Agency personnel who have served as students, faculty, or both since 1998, at least 60% are still working at USAID. The data also shows that over half currently serve in, or have held, Senior Leadership Group positions, with many serving in core senior management positions across the Agency.

While USAID staff have long benefited from assignments at these DoD schools, the Agency lags behind DoD and the Department of State in taking advantage of the strategic leadership development opportunities they offer. To attain greater parity with USAID's national security partners and build an even-stronger leadership cadre, CMC began working with the Office of Human Capital and Talent Management (HCTM) to manage these assignments more consistently and strategically and to take advantage of new opportunities at the schools.

With the backing of Agency Counselor and NWC graduate Susan Reichle, CMC and HCTM are working to increase student and faculty assignments, particularly for mid-level officers; establish criteria and a process for selecting students and faculty; and develop capacity to provide reachback and administrative support to assigned USAID staff through CMC. HCTM is working to integrate these long-term training and faculty opportunities into a broader USAID learning strategy and into a new career-path process. These efforts will ensure that the partnership with DoD schools symbolized by the USAID wall will continue to mature and that the Agency will benefit from the leadership development opportunities they offer for fifty more years.



Administrator Shah and National War College Commandant Brigadier General Guy Cosentino formally dedicate the USAID Corridor. Shah was introduced by to NDU senior leaders, students, faculty and alumni gathered in Arnold auditorium. His presentation focused on the linkages between poverty, environmental degradation, drought and security.

USAID STUDENTS AND FACULTY AT MILITARY INSTITUTIONS, 2014

The Eisenhower School

Students: Gregory Adams and Mirko Crnkovich,

Faculty: Carey Gordon and Larry Gerber

The U.S. Army War College

Student: Charisse Adamson,

Faculty: Carol Horning

The School of Advanced Military Studies

Students: Jeffrey Levine (Advanced), Heater Smith (Majors)

The National War College

Students: Cheryl Jennings, Ronald Edwards, Katherine Nichols

Faculty: Dr. Jeff Ashley, Roberta Mahoney

USAID SENIOR LEADER VISIT HIGHLIGHTS

CMC helped to facilitate dozens of visits for USAID personnel to the Combatant Commands and the Pentagon in 2014. A selection of these visits include: Associate Administrator Mark Feierstein traveled to U.S. Southern Command in Miami to meet General John Kelly and Honduras President Juan Orlando Hernandez for a Counter Threat Finance Workshop, Administrator Shah and a USAID delegation traveled to U.S. Pacific Command in Honolulu to host a session on humanitarian assistance with Secretary of Defense Chuck Hagel and Admiral Samuel J. Locklear at the ASEAN Defense Ministers Conference (image above); a USAID delegation led by former Assistant Administrator for Africa Earl Gast, Senior Deputy Assistant Administrator for the DCHA Bureau Tom Staal and mission directors traveled to U.S. Africa Command for the African Strategic Dialogue with General David Rodriguez; and Assistant Administrator for the Middle East Bureau Alina Romanowski spoke at the Regional Ambassador's Conference hosted by U.S. Central Command.



U.S. Defense Secretary Chuck Hagel, left, meets with USAID Administrator Dr. Rajiv Shah before a meeting with defense ministers of the Association of Southeast Asian Nations (ASEAN) in Honolulu, April 2, 2014.

ALIGNMENT OF DoD AND USAID POLICY

In 2014, CMC continued to influence DoD policy at the headquarters level. For instance, the Department of Defense published this year its Instruction on Humanitarian and Civic Assistance Activities (DoDI 2205.02), which requires USAID concurrence or non-concurrence on DoD humanitarian assistance activities. The U.S. military defines humanitarian assistance broadly, to include not only emergency and disaster relief, but also long term development capacity building projects such as the distribution of books and the building of hospitals. This requirement was adapted from previous DoD policy guidance, enacted in 2012, for DoD Humanitarian Assistance funded by the Overseas Humanitarian, Disaster and Civic Aid (OHDACA) appropriation, which was based on previous USAID input emphasizing the need for DoD to coordinate closely and seek concurrence from USAID on humanitarian activities in a country.

CMC also facilitated USAID input on DoD's "Global Health Engagement" guidance, which provides health engagement best practices to DoD health practitioners undertaking activity around the world. USAID input into this guidance assisted DoD to arrive at a working definition of global health as well as convey principles of sustainability and coordination with the interagency including USAID. Finally, the guidance clarifies the need for USAID to be the lead contact with high ranking host nation health officials.

CMC also provides input and review into DoD fact books and instruction manuals. In 2014, USAID influence resulted in DoD's final version of Joint Publication 3-13.2 Military Information Support Operations clarifying that USAID is an independent USG agency and not part of the Department of State.

A selection of DoD policies that USAID contributed to in 2014

- *Joint Publication 3-08 InterOrganizational Coordination*
- *Joint Publication 3-10 Joint Security Operations in Theater*
- *Joint Publication 3-22 Security Operations*
- *Joint Publication 3-26 Counterterrorism*
- *Streamlining Humanitarian Assistance and Disaster Relief Training in DoD*
- *New-Global Health Engagements*
- *Joint Publication 3-07 Stability Operations*
- *Joint Publication 3-13.2 Military Information Support Operations*
- *Guidance on the Employment of the Force*
- *Joint Publication 3-05.1 Unconventional Warfare*
- *DoD Global Health Engagement Cable*

Making Connections: Building Local Capacity in Indonesia

In 2012, DoD's Defense Institution Reform Initiative (DIRI) under the Office of the Secretary of Defense (OSD) responded to a request by the Indonesian Ministry of Defense to accelerate joint defense "capacity building" efforts. The initiative, active in over 20 countries, is designed to build partner defense capacity in key institutional processes, such as policy and planning, resource management, logistics, and human resource management.

These issues are all too familiar to a USAID audience as governance and building local capacity is programmatic bedrock, and is a growing focus within DoD security cooperation activities as well.

A key tenet of the OSD/DIRI approach to defense institution building is to reach out to interagency and host nation stakeholders to fully understand the broader context, including country governance systems, bureaucratic culture, civilian regulations, and results of other ministerial capacity building efforts. The Office of Defense Cooperation (ODC) in the U.S. Embassy had strong host country relationships and keen knowledge of military structures and gaps, while OSD/DIRI specialized in governance and had significant global experience. But this was the first time both entities undertook such an initiative in Indonesia. USAID's Office of Civilian-Military Cooperation helped "connect the dots" by introducing OSD/DIRI to USAID's Democracy, Human Rights and Governance (DRG) Center of Excellence and its analytical products related to Indonesia. This connection led to interagency outreach at the mission level. USAID/Indonesia responded to DoD's request for assistance and gladly stepped up to the plate to help fill knowledge gaps.

By all accounts, USAID's insight into the defense institution reform process was invaluable. OSD/DIRI and the ODC credit a large part of the initial success to their partnership with USAID, noting:

FACT:

In a six-month period this year, CMC facilitated briefings for 3,500 DoD personnel.

"USAID's help in mapping governance systems was instrumental. Improving Ministry of Defense processes cannot be done in a vacuum. For example, defense resource management reforms must be consistent with rules set by the Finance and Planning Ministries, and the Finance buy-in and support of these ministries for defense resource management reforms is often critical. USAID defined those relationships for us and helped determine the best approach to partner with non-military entities."

"We cannot emphasize enough the utility of DIRI (and other) teams sitting down with USAID's staff. USAID's local staff has tremendous insight into how to navigate local culture and bureaucracies and intimate knowledge of the democratic transition."

"USAID insight into the governance situation was remarkable; laying out the state of professionalism in ministries, views towards the United States, ability to place advisors in line ministries, background of the U.S. experience in Indonesia, and so much more. We meet with USAID on every visit."

To read more on USAID cooperation with the military in Asia, please see the May-June 2014 USAID *Frontlines* article, "[Building Healthy Families—with Hammers and Nails.](#)" regarding USAID partnership with the U.S. Navy Seabees in Timor Leste.

THE PANDEMIC RESPONSE PROGRAM AT U.S. AFRICA COMMAND

In partnership with USAID, U.S. Africa Command (USAFRICOM) has worked since 2008 to establish a Pandemic Response Program (PRP) aimed at assisting African militaries to develop pandemic influenza response plans that are integrated into their country's overall national response plans. Militaries can play a unique role in the event of a pandemic, working in collaboration with other governmental, non-governmental and international organizations to maintain security, provide logistical support for food, medicine and other commodities, maintain communications, and provide augmented medical care.

USAID is the lead U.S. Government agency for humanitarian response to a pandemic disaster. However Congressional appropriations have been made available to enable Combatant Commands to develop military-to-military engagement programs as a key component of such a response. For Africa, these activities are led by USAFRICOM's Health and Humanitarian Activities Branch, which is directed by a USAID Foreign Service Officer detailed to the Command's headquarters in Stuttgart. In 2014, PRPs were unveiled in Benin, Nigeria, Senegal, Mozambique and Burkina Faso.

Program Elements

Planning and Preparedness Assessments: Detailed planning and preparedness assessments of selected countries are conducted by USAFRICOM's component commands and other DoD organizations as required. Once assessments are complete, detailed activity design on a country-by-country basis will take place.

Military Pandemic Response Plans: Country-level military pandemic response (contingency) plans to support national plans are developed in coordination with USAID, the International Federation of the Red Cross and Red Crescent Societies and other organizations in each country.

Pandemic Preparedness Training Programs: Pandemic response training and exercise programs focus on exercising military Pandemic Influenza (PI) response plans, developing military pandemic rapid response teams, training military health personnel in PI control and case management, training military security personnel in quarantine operations, and/or developing military public response campaigns. They also include national, provincial, and regional table-top exercises, in collaboration with appropriate civilian authorities and in coordination with USAID.

Legal and Procedural Frameworks: The program also assists with legal doctrine development, policy, and procedural frameworks to ensure the military plays an appropriate role in the event of a pandemic.



Susan Fine, USAID/Senegal Mission Director, speaks with colleagues from USAFRICOM at the launch of an Pandemic Response Exercise for Senegal, June 2, 2014.



USAID Foreign Service Officer Michael Hryshchshyn (left), greets the Commander of the Senegalese National Brigade of Firefighters, Brig. Gen. Papa Samba Kamara June 2, 2014. From 2011-2014, Mr. Hryshchshyn served as USAFRICOM's Chief of Humanitarian and Health Activities.

The Joint Sahel Project

BUILDING A SHARED UNDERSTANDING

Throughout history, governments have dedicated a significant amount of time, resources, and creativity to practicing warfare. Chess, perhaps the most well known example, was first developed by military strategists in the Gupta Empire to rehearse the moves of their elephants, chariots, cavalry, and infantry. The military uses exercises like these to practice strategy, decision-making, and reaction to pressure and uncertainty. In the 21st century, outcomes from this type of simulation are sometimes used not just to prepare for war --- but instead to prepare for peace.

In a spirit of learning and critical thinking, earlier this year USAID partnered with U.S. Special Operations Command (USSOCOM) and U.S. Africa Command (USAFRICOM) to host a civilian-led “Development Game,” that used the military concept of gaming to think about strategies that could reduce conflict and enhance resilience in Africa’s Sahel region. The effort was the culmination of nearly two years of analysis and data mapping, under the auspices of the Joint Sahel Project, conducted by more than 300 experts from across the U.S. government and academia. The joint analysis was designed to increase interagency coordination and build a more comprehensive, common understanding of a critical region to help avert potential future crises.

Held at National Defense University, the “Development Game” brought together more than 90 participants from across the U.S. government – USAID field staff from Senegal, Niger, Mali, the West Africa Regional mission in Ghana, and Nigeria. Their technical expertise was vast, from gender to global health to natural resource management. Military planners from USSOCOM and USAFRICOM also joined other representatives from the interagency.

Experts were divided into three teams, a “blue cell,” “red cell,” and a “white cell” of senior leaders who provided overall direction on the game. Game players were given a detailed 2017 scenario,

“USAID has its own system of planning,” said Beth Cole, a member of the white cell and CMC Director.

“But what this game is forcing people to do is to come out of their stove-pipes, their backstops, and respective institutions to look at problem sets together and figure out what the responses are to get ahead of the curve and this impending crisis.”

informed by evidence-based forecasts and quantitative, geospatial analyses. Blue cell players were asked to build two different plans: one resource static, and another resource enhanced, considering the question: ***In a region plagued by chronic poverty, instability, conflict and rising extremism, what are the strategies and resources that USAID can employ, with [their] partners, to help the region achieve sustainable, peaceful development?*** For the purpose of the Game, the desired outcome for all players was a stable and secure Sahel, free of extreme poverty, in which resilient, democratic societies and their governments cooperate to promote inclusive economic growth.

“The [gaming] methodology itself is something that you have to get comfortable with,” said Colonel William Harmon, USAFRICOM J5 Planning Directorate. “This is a great example of interagency collaboration. USAID and USAFRICOM can have mutually reinforcing efforts, and DoD is informed by the diplomacy and development approach.”

In a traditional war game, the red cell would represent the enemy. But in the Development Game the red cell, composed of mostly Washington-based technical experts, challenged the plan that the blue cell put together applying their knowledge of theories of change and the dynamics of conflict and resilience to anticipate the consequences –good and bad- of the blue cell’s moves.

Plans generated during the exercise emphasized three key areas:

- ◆ The prioritization of agriculture, food security, natural resource management, and the environment.
- ◆ The expansion of efforts to improve government legitimacy through greater responsiveness to citizen needs.
- ◆ The countering of violent extremism based on a multidimensional approach and interagency collaboration among the “three D’s” Development, Diplomacy and Defense.

Game players also emphasized that there needs to be more innovation in planning to address complex challenges. Joint regional assessments, geospatial statistical analysis, mapping and gaming were all cited as helpful tools. “What [the game] enables us to do is to get a very well-rounded perspective to addressing development,” said Sean Osner, USAID representative in Niger and leader of the blue cell. “The exchange – the thinking – the process itself has brought to light how valuable these perspectives are.”



Game responses



Presentation from the U.S. Global Development Lab



Members of the Red Cell formulating a move



Members of the Blue Cell formulating a move

A Year in Photos

COOPERATION WITH THE MILITARY ACROSS THE AGENCY



February
Zabul
Afghanistan

Five of the nominees for the Zabul Women's Day of Courage pose for a picture with soldiers of the 3rd Brigade Combat Team, 1st Infantry Division, USAID and Regional Platform (South) at Forward Operating Base Apache, Feb. 15. Eight women were nominated for their courageous acts and service in Zabul province to bring gender equality to women in Afghanistan.



June
Dakar
Senegal

USAID Mission Director for Senegal, Susan Fine, presents plans to Senegalese Minister of the Interior, Abdoulaye Daouda DIALLO during the opening ceremony of the Republic of Senegal Disaster Preparedness and Response Exercise in Dakar, Senegal, June 2. The event represented a successful collaboration among international and interagency organizations, with the Government of Senegal hosting an event sponsored by U.S. Africa Command and executed by the Center for Disaster and Humanitarian Assistance Medicine and USAID.



April
Puttalam
Sri Lanka

Col. Christopher Lestochi, District Commander, poses with children next to one of the new water spigots in Puttalam, Sri Lanka built by the U.S. Army Corps of Engineers Alaska District, U.S. Pacific Command and USAID. The coordinated project began in 2014 to connect 371 family households to the town's water supply. Today, the improved water system provides improved water to nearly 4,000 people. Throughout the project, USAID provided support and coordination with the local government, water district, contractor and recipients of the water.

"These deserving people used to walk miles to fetch water for drinking daily. For washing and bathing, they used to go to lakes, riverbanks or [elsewhere] kilometers away every other day. During drought it was terrible," said **Auff Magbool**, senior engineer and project management specialist for USAID/Sri Lanka. "Now they get adequate clean water at their doorsteps throughout the year. Their dream became a reality."



July
Honolulu
Hawaii

CAPT Colleen Gallagher, Navy liaison officer to USAID gives a presentation on USAID's protocol and capabilities during humanitarian assistance and disaster relief efforts as a part of a Rim of the Pacific (RIMPAC) 2014 medical exchange panel aboard the Military Sealift Command hospital ship USNS Mercy (T-AH 19). The world's largest international maritime exercise, RIMPAC provides a unique training opportunity that helps participants foster and sustain the cooperative relationships that are critical to ensuring the safety of sea lanes and security on the world's oceans.



August Da Nang Vietnam

U.S. Army Gen. Martin E. Dempsey, second from left, the Chairman of the Joint Chiefs of Staff, meets with USAID officials who lead the Agent Orange Remediation Team in Da Nang, Vietnam, Aug. 15. USAID led a project to clean up contamination from the herbicide Agent Orange in areas where it was stored and handled during the Vietnam War.



October Soto Cano Honduras

Members of Joint Task Force-Bravo's Civil-Military Operations Office help load vehicles donated through the Defense Reutilization and Marketing Office onto flat bed trucks on Soto Cano Air Base, Honduras, Oct. 14. DRMO, the U.S. State Department and USAID worked together to transfer over \$100,000 worth of furniture and vehicles to USAID project Youth Alliance Honduras.



September Illinden Macedonia

Maj. Gen. Steven Cray, Adjutant General of the Vermont National Guard and Paul Wohlers, U.S. Ambassador to Macedonia, attend a ribbon cutting ceremony at a school in the Municipality of Illinden that was part of USAID's Interethnic Integration in Education Program (IIEP), Sept. 23. USEUCOM provides \$300,000 annually to fund 10 school renovations per year in the country, which is coupled with USAID's \$1 million annual investment to support interethnic integration in education.



November Washington

USAID Deputy Administrator Alfonso Lenhardt opened the fourth-annual U.S. Marine Corps Cake Cutting Ceremony in the Point Four conference room. The event, hosted by the Senior Marine Fellow to USAID, LtCol Omar Randall, brought together a large, standing room-only audience of Agency staff. The guest of honor was Brigadier General George W. Smith Jr., Director, Joint Capabilities Assessment and Integration Directorate. Photo from left to right: Omar Randall, George W. Smith Jr., "oldest" USAID Marine, Barney Chessin and "youngest" USAID Marine Sara Garrison.



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For questions about this publication or to contact USAID's Office of Civilian-Military Cooperation, please email cmc@usaid.gov