AFGHANISTAN PAKISTAN TASK FORCE SUPPORT SERVICES

FINAL REPORT

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Afghanistan Pakistan Task Force Support Services

FINAL REPORT

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CONTENTS

Frequently Used Acronyms **1**

Background **2**

Key Results **2**
- Status Report 3
- Contract History 3

Program Activities **4**
- Advertising 4
- Candidate Management and Processing 7
- Transition to Small Business 8

Lessons Learned and Best Practices **9**
- Advertising and Recruiting 9
- Candidate Communication, Screening, and Pre-Selection 10
- Interviews 10
- Candidate File Management, Tracking, and Processing 11
- Overall Process 11
- Conclusion 11

Annex 1: Backstop Closure Dates **12**

TABLES

Table 1: CANDIDATE Status Report (9/30/2009–7/30/2011) 3
Table 2: Applications Per Backstop 3
Table 3: JTMAD Campaign Reach 6

FIGURES

Figure 1: JTMD Campaign Impact 6
Figure 2: Second JTMD Campaign Impact 7

FREQUENTLY USED ACRONYMS

Term	Definition
BQ	Basic Qualifications
COTR	Contracting Officer's Technical Representative
EOD	Entrance On Duty
FS	Foreign Service
FSL	Foreign Service Limited
GDO	General Development Officer
JFK	John F. Kennedy International Airport
JTMAD	Jobs That Make a Difference
MOBIS	Mission Oriented Business Integrated Services
MSI	Management Systems International
OAPA	Office of Afghanistan and Pakistan Affairs
RRB	Ronald Reagan Building
SOW	Statement of Work
TPA	Tai Pedro & Associates
USAID	United States Agency for International Development

BACKGROUND

Over the last two years, USAID has undertaken a nearly unprecedented staffing increase in Afghanistan. In order to support this surge effort and supplement the capacity of USAID's Office Afghanistan and Pakistan Affairs (OAPA), Management Systems International (MSI) drew upon its team of skilled international recruitment professionals and experience quickly fielding development experts to attract, screen and process qualified candidates for Foreign Service Limited (FSL) Officer roles in Kabul and on Provincial Reconstruction Teams throughout the country.

The FSLs are limited-term appointments, up to a maximum of five years, meant to supplement the ranks of career United States Foreign Service Officers in Afghanistan, Pakistan and potentially around the world. This massive recruiting initiative provides critical human resources to support the United States efforts in Afghanistan, and USAID's mission to promote the rapid transition of Afghanistan and Pakistan to more stable, democratic, and productive states.

The MSI Afghanistan Pakistan Task Force Support Services Project, which began on September 30, 2009 and ended on July 30, 2011, was extended from its original 90-day contract via seven modifications, resulting in a final budget amount of $1,766,723.

KEY RESULTS

- MSI received 9,349 applications for the Afghanistan Foreign Service Limited (FSL) Officer positions.

- 2,878 applicants met the FSL position requirements.

- 1,948 applicants completed AVUE.

- MSI consistently provided high-caliber applicants. While 49 percent of the candidates who met basic qualifications (BQs) were supplied by MSI, MSI applicants accounted for 53 percent of all interviewed candidates and 55 percent of the total number of candidates who passed their interviews.[1]

  MSI candidates passed their interviews at a higher rate than applicants who applied directly to USAID: 71 percent of MSI's interviewed candidates were selected for FSL positions, as compared to 66 percent of the interviewed candidates who applied through USAID.

- MSI maintained an intensive, widespread, and creative advertising campaign to drive new applications to ever-deeper and ever-harder to reach candidate pools. MSI utilized a wide range of free and paid advertising venues, posting over 1,500 individual advertisements.

  In particular, the "Jobs that Make a Difference" advertising campaign resulted in a 16 percent increase in total applications and a 17 percent increase in candidates meeting basic qualifications.

[1] Met BQ rates were calculated from August 30, 2010 to May 13, 2011, the period when MSI was responsible for screening MSI and non-MSI applicants. Interview and interview pass rates were calculated from February 23, 2010 to July 20, 2011, the period when MSI received interview decisions from USAID.

- Each week, MSI fielded 200-500 candidate inquiries, relieving the OAPA Human Resources (HR) team of the heavy time burden this would have demanded.

Status Report

Table 1 presents the number of the candidates recruited by MSI and referred to USAID. During Round 1, all candidates applied via the General Development Officer FS-2/3 announcement. For Round 2, USAID and MSI recruited against eight announcements, each geared towards a separate area of technical expertise or experience level.

TABLE 1: CANDIDATE STATUS REPORT (9/30/2009–7/30/2011)

	Applied	Shortlisted/Contacted	Confirmed Interest	Completed AVUE
Round 1 (9/30/2009–3/24/2010)	3,927	1,058	870	730
Round 2 (3/25/2010–7/30/2011)	5,422	1,820	1,537	1,218
Total	9,349	2,878	2,407	1,948

TABLE 2: APPLICATIONS PER BACKSTOP

Position/Backstop	
General Development Officer (prior to position-specific SOWs)	3,927
BS-10 Agricultural Development Officer FS-2/3	310
BS-12 General Development Officer FS-2/3	1106
BS-12 General Development Officer FS-4/5	1423
BS-21 Private Enterprise Officer FS-2/3	501
BS-25 Engineering Officer FS 2/3	306
BS-50 Population, Health and Nutrition Officer FS-2/3	351
BS-60 Education Officer FS-2/3	676
BS-76 Crisis, Stabilization, and Governance Officer FS-2/3	749
Total	**9,349**

Contract History

MSI was initially contracted for a three-month assignment to support the hiring of 90 FSL Officers. The project has since undergone seven modifications to extend MSI's scope and the project's duration:

- MSI first received a request from USAID to extend the recruitment support contract from December 31st 2009 to March 1, 2010.

- A second modification extended the project to December 31, 2010. At that time, USAID also approved backstop-specific scopes of work (SOWs) and increased the staffing need from 90 to 333 FSL openings in Afghanistan. Beginning in July 2010, MSI project recruiters took on the responsibility of reviewing all USAID/AVUE applications and began referring those applicants meeting basic qualifications (BQs) to the OAPA "Tiger Team"[2] for interview selection.

- In response to the dramatic increase in the number of positions to be filled, in September 2010 the third modification shifted funds from the "Labor" line item to the line item for "Other Direct Costs," which allowed for an increase in advertisement funding and the development of the successful "Jobs that Make a Difference" campaign. The modification also added a security clause that allowed MSI recruiters to obtain security clearances and Ronald Regan Building badges, providing MSI staff with access to relevant USAID internal files. Upon receiving her interim clearance, MSI staff member Jennica Bramble began working from the Ronald Reagan Building to directly support the Tiger Team.

- The fourth modification, approved in January 2011, extended the period of performance by one month, through January 31, 2011, at no additional cost. MSI eliminated advertising funds in order to maintain staffing levels and continue providing support both to candidates and to OAPA.

- The fifth modification, approved in late January 2011, extended the period of performance by one month, through February 28, 2011, at no additional cost.

- The sixth modification, approved in late February 2011, extended the period of performance by four months, through June 30, 2011, and included a budget modification to provide funding for advertising. The intent of this extension was to ensure continuous recruitment support to OAPA during the transition to a small business contract, and to allow time for the new contractor to begin operations.

- The seventh modification, approved in June 2011, extended the period of performance by one month, through July 30, 2011. This was done as a result of the cancellation of the first small business's contract and the subsequent award of the contract to a second small business, Tai Pedro. This modification allowed for continuous recruitment support as Tai Pedro began operations.

PROGRAM ACTIVITIES

Advertising

Advertising constituted a major part of MSI's role in recruiting FSLs and was critical in attracting new applicants. MSI launched an intensive advertising campaign in the project's first week, blanketing development industry job boards, advertising on social networking sites, and directly emailing over 8,000 development professionals holding U.S. citizenship in the company's database to quickly reach qualified candidates. As a result, MSI received more than 400 FSL applications within the first weekend and more than 1,000 applicants within the first week of the contract.

[2] The "Tiger Team" is OAPA's dedicated FSL review and interview panel. They are responsible for reviewing all candidates who meet the basic position requirements, selecting candidates for interviews, conducting the interviews and reference checks and recommending successful candidates to the Mission for selection.

MSI posted more than 1,500 job advertisements in 160 different venues. These varied from development-specific job boards, such as DevEx, DevNet, and DevJobs, to skill-specific sites geared towards technical experts. MSI also used social media sites such as LinkedIn to reach potential candidates.

While OAPA and MSI were initially recruiting with a single FSL/General Development Officer (GDO) SOW, in March 2010, USAID shifted to separate, backstop-specific SOWs. This strategy of providing specific position descriptions generated increased interest from applicants, with applications increasing by 320 percent in the following month. MSI experienced a similar spike in applicants with the addition of the GDO 04/05 positions on July 24, 2010: qualified applicants increased by 12 percent in August, and the opening rapidly became the most-applied for FSL position.

MSI frequently marshaled its robust corporate recruiting tools as no-cost resources for OAPA, including its extensive candidate database consisting of over 54,000 development professionals. Upon featuring the FSL positions in its annual letter to the contacts in this database in December 2010, the MSI Af-Pak recruiting website received over 2,500 visits in the month of December alone. MSI also distributed the FSL advertisements in its weekly careers newsletter, reaching more than 13,000 subscribers on a regular basis at no additional cost.

"Jobs That Make a Difference" Campaign

To reinvigorate candidate interest and reach ever-deeper candidate pools in its second year of collaboration with USAID, MSI launched a new, innovative campaign entitled "Jobs that Make a Difference" (JTMAD) on October 21, 2010. As part of this effort, MSI also established an Af-Pak–specific recruiting website, JobsThatMakeADifference.com. This website offered a variety of helpful resources for job seekers, including position descriptions, an overview of the application process, answers to frequently asked questions, and the USAID Afghanistan recruiting video.

A highlight of the JTMAD campaign was the placement of advertisements throughout the DC Metrorail system. These advertisements were featured on 43-inch-by-58-inch light boxes on Metrorail platforms in L'Enfant Plaza, Federal Triangle, Farragut West, and other metro stations in DC, Maryland, and Virginia. The November 2010 campaign ran in 16 stations, with these advertisements being viewed by more than 248,000 people each day. MSI repeated these efforts in a smaller campaign in May 2011, advertising in six high-volume stations with a combined daily visit total of more than 184,300 Metrorail riders.

JTMAD advertisements were also on display in two international terminals of the John F. Kennedy Airport from November 9 to December 6 of 2010, including over Thanksgiving weekend, the highest-volume travel period of the year. The JTMAD advertisement was featured on two electronic screens that rotated advertisements at ten-second intervals, displaying the JTMAD advertisement a total of 44,939 times to international travelers passing through a main gate, as well as to travelers visiting the airport's food court.

In addition to displaying advertisements in mass transportation venues, MSI launched a targeted but wide-ranging media advertising campaign, placing JTMAD advertisements in *Express*, DC's popular free commuter newspaper, as well as in the global print and web editions of the *Economist* and in the fortieth-anniversary edition of *Foreign Policy*.

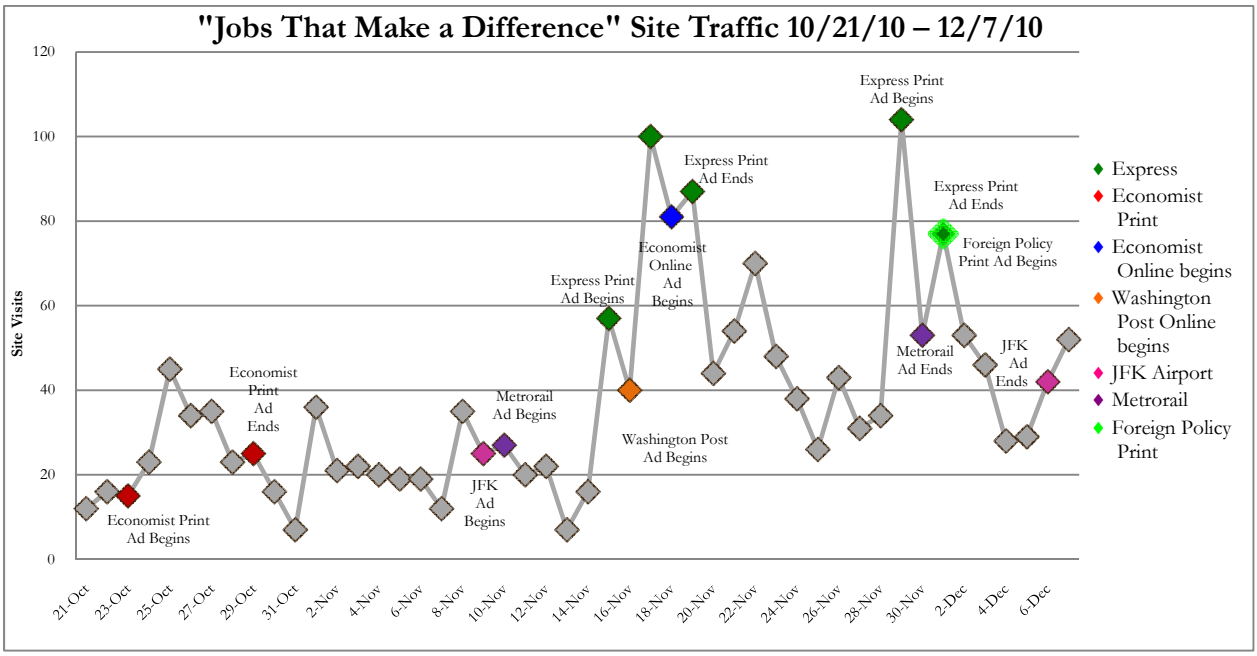
The table below illustrates circulation figures for the major components of the JTMAD campaign.

TABLE 3: JTMAD CAMPAIGN REACH

Venue	Circulation/Users	Times Run
The *Economist* (global edition)	1,200,000	1 Monthly Issue
Express newspaper	315,800	5 Days
Foreign Policy magazine	108,479	1 Monthly Issue
Washington Post (online)	7,840,000	1 Month
The Economist (online)	30,000	1 Month
Washington DC Metrorail	248,049	30 Days
JFK Airport	No estimate available	44,939
	Total 9,742,328	Estimated # of Views 18,198,949

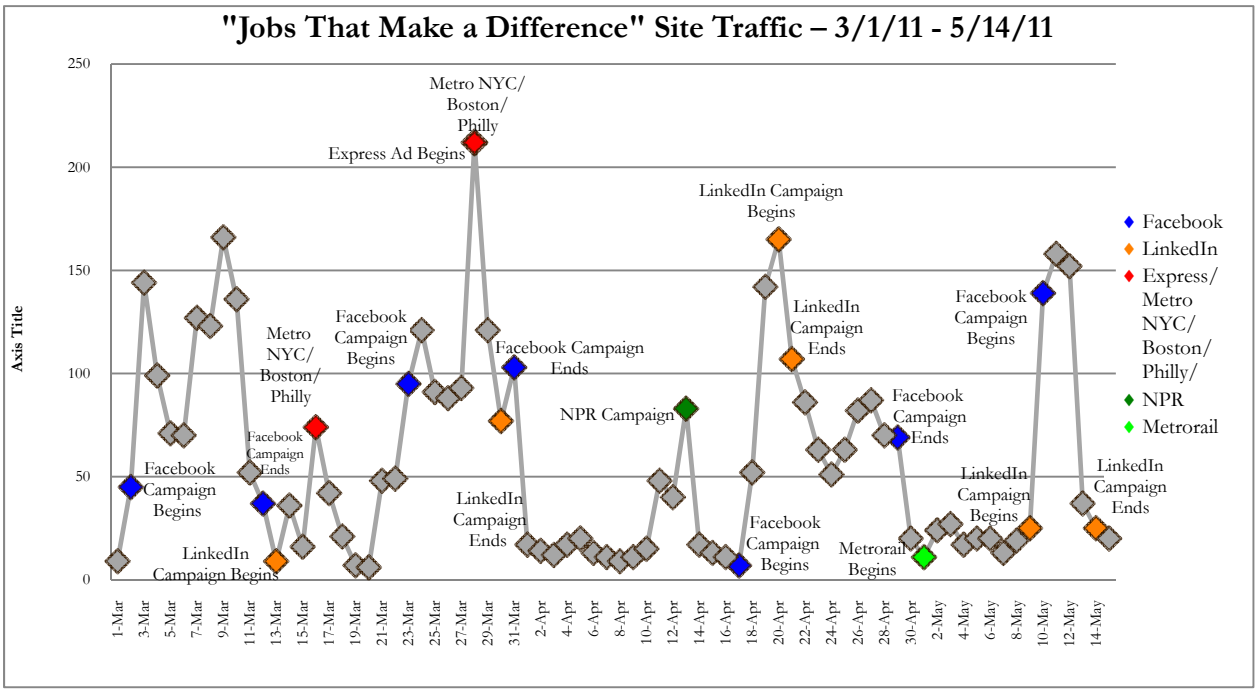
Several of MSI's JTMAD advertising resources were significantly more expensive than the traditional development job boards. While we are not able to determine the impact of specific advertising resources as many were carried out concurrently, MSI directed the viewers of the JTMAD advertisements to the JTMAD website, www.JobsThatMakeADifference.com, and closely tracked website visits. This allowed MSI to differentiate the interest that was generated by the JTMAD effort from that generated by its ongoing media campaign, which instead directed job seekers to MSI's main careers website. The figure below shows the number of new visitors to the website during the first JTMAD advertising campaign.

FIGURE 1: JTMD CAMPAIGN IMPACT



Due to the success of the JTMAD campaign, MSI repeated and expanded its efforts beginning in March 2011, when advertisement funding was reinstated after two no-cost extensions. MSI utilized the free transit papers *Metro NYC*, *Metro Philly*, and *Metro Boston*, and repeated the advertisements in *Express*. This second JTMAD campaign also included the placement of advertisements on the popular social media websites Facebook and LinkedIn. As a result, the number of applications received in April was 44 percent higher than the number received in February of 2011. In May 2011, MSI re-launched the D.C. Metrorail advertisements.

FIGURE 2: SECOND JTMD CAMPAIGN IMPACT



Though the JTMAD website was active for fewer than 10 months (from September 28, 2010 to July 8, 2011) it received 12,805 visits from 10,709 unique visitors. Visitors were based in 155 countries and all 50 states and the District of Columbia, with approximately 41 percent of visits coming from the DC/Maryland/Virginia area.

Candidate Management and Processing

Due to its several screening stages, as well as the lengthy process required for top secret security clearance, the hiring of FSLs can take seven to nine months from application to entry on duty (EOD). As this process is substantially longer and more involved than those candidates have experienced with implementing partners, sustained communication and "candidate care" were critical in keeping candidates from withdrawing from consideration. MSI supported the USAID HR team by responding to 200–500 email and phone inquiries each week regarding the FSL roles, the hiring process, and life in Afghanistan, as well as responding to inquiries from candidates who were anxious for news about their status. MSI also assisted candidates with questions regarding the AVUE and e-QIP systems.

Upon receiving applications via the MSI website, the MSI Af-Pak recruiters reviewed each application and contacted qualified candidates to confirm their interest, availability, U.S. citizenship, and willingness to accept a salary within the FSL scale. MSI also contacted candidates whose résumés did not clearly convey the depth of their international experience for additional information and referred any under-qualified candidates to

more appropriate FSL openings. MSI staff guided qualified candidates through the AVUE application process and ensured that USAID received their applications—particularly in cases where applicants were incorrectly rejected by the AVUE system. Throughout this process, MSI worked closely with the members of the OAPA HR team to clarify candidate questions and concerns.

From July 2010 until May 2011, MSI also reviewed applications from USAID's AVUE system, screening 2,227 applications in total (USAID HR screened AVUE applications before and after those dates.) MSI recruiters reviewed all candidates for compliance with the basic qualifications (BQs), contacted candidates with incomplete applications, and referred the applications of candidates meeting the BQ to the Tiger Team for interview selection.

Once the Tiger Team reviewed these applications and selected candidates for interviews, MSI's Ronald Reagan Building–based staff scheduled phone or in-person interviews, escorted candidates to the meeting room, and reimbursed local candidates for their travel costs. Between February 2010 and June 2011, MSI scheduled a total of 866 interviews.[3]

Transition to Small Business

As part of the transition of USAID institutional support contracts to small business set-asides, MSI began transferring OAPA support tasks to the new small business contractor in March 2011. As agreed upon in its contract, MSI delivered standard operating procedures for the following USAID documents and databases: the USAID Applicant Tracking Spreadsheet, the OAPA Interview Tracking Matrix, the OAPA Workforce Management Tool, and OAPA's Internal Applicant Information System.

MSI Project Director Dawn Johnson met weekly with COTR Donald Soules and the first small-business contractor in order to facilitate a smooth transition. During these meetings MSI, members of the Tiger Team, and USAID HR explained the recruitment, interviewing, and hiring process—including an in-depth outline of this process on March 22, 2011. While MSI worked via the COTR to hand over tasks that could be done offsite, such as advertising and recruiting, the transitioning of other tasks was hindered by the small business's lack of a facilities clearance. USAID ultimately decided to terminate this first small-business contract, awarding instead it to a second small business, Tai Pedro and Associates (TPA), in mid-May 2011.

Once again, MSI began to train TPA on OAPA procedures, including an in-depth meeting on June 6, 2011 that detailed the recruitment, interview, and hiring process through the point of the USAID Afghanistan Mission's review. In subsequent meetings, MSI staff explained in greater detail how to schedule interviews, distribute the necessary daily documents to the Tiger Team, and review candidates in AVUE to determine whether they meet the basic qualifications.

Although MSI's contract was extended through July 30, 2011, at the COTR's request, Jennica Bramble transferred to TPA on July 1, 2011. From that date on, TPA assumed responsibility for AVUE reviewing, interview scheduling, maintaining OAPA's internal documents and databases, and any other tasks requiring Ronald Reagan Building (RRB) or USAID file access. In order to process candidates efficiently and accurately, MSI remained in close contact with the COTR regarding candidate status updates.

[3] Tai Pedro and Associates assumed responsibility for interview scheduling on July 1, 2011.

As part of project close-out and handover, on July 8, 2011, MSI stopped accepting new applications, removed all remaining advertisements, and took down the JTMAD website. During the final three weeks of the contract, MSI continued candidate care and tracking, closed out candidate and project files, and transitioned all pre-selection candidates to TPA. This consisted of:

- Seven candidates who have completed AVUE and are awaiting HR review.
- Twenty-one candidates who met basic qualifications per the HR review and are awaiting Tiger Team review.
- Twenty-six candidates who were selected for interviews by the Tiger Team, but whose interview dates are pending.

LESSONS LEARNED AND BEST PRACTICES

OAPA and MSI have processed an extraordinary number of candidates over the past 20 months, far surpassing the volume that could be accommodated by the initial OAPA resources. While the OAPA team has adjusted the process to address many of the challenges that are mentioned below, improving the process stability would significantly reduce the time between application and EOD.

Advertising and Recruiting

- Position-specific SOWs were more effective in attracting candidates than a single General Development Officer announcement. Upon switching from the GDO to backstop-specific announcements in March 2010, applications increased 320 percent in the following month.
- Due to delays in announcement approval and to problems with AVUE, the FSL announcements were down from the USAID website and the USAJOBS application websites 22 percent of the time between October 2009 and June 2011, at an average of 112 days, or 3.7 months each (see Appendix 1) and candidates were not able to apply during this time. While MSI continued to accept applications via its careers website and remained in touch with qualified candidates, candidates frequently withdrew during this wait. This wait also had the effect of increasing processing times for interested applicants, and caused USAID to miss out on the candidates who would have applied directly to USAID during that timeframe.
- The nature of MSI's intensive advertising campaigns, with many advertisements running concurrently, makes it impossible to separate out the response rates generated by each individual advertising venue. MSI did see an increase in applications when the project advertising budget increased from approximately $1,000 per month to an average of $5,000 per month, which allowed for a larger campaign and the use of more expensive advertising venues.
- MSI's robust corporate recruiting resources—including its growing database of 21,000 U.S. citizens, weekly careers newsletter with 13,000 subscribers, and careers website with over 14,000 visitors per month—provided significant value to the project at no additional cost to USAID. This was critical not only during the initial three-month surge, but also during the four months when the contract did not have an advertising budget and the additional four months with less than $1,000 allotted to advertisement spending.

Candidate Communication, Screening, and Pre-Selection

- While announcements clearly stated the salary range, many candidates expected a salary based on their previous salary history, even if it was above the posted amounts. As HR discusses salary after candidates receive their security and medical clearances, MSI's confirmation of the candidates' willingness to accept the FSL salary levels before guiding them through the interview and clearance process saved significant cost and time. A higher salary expectation was one of the most common reasons why MSI applicants chose not to proceed to the AVUE application.

- Candidates often list incomplete or unclear information on their AVUE application. Rather than rejecting such candidates based on their initial application, MSI staff instead found it worthwhile to contact them for more information, as many of these applicants did in fact meet the position qualifications.

- AVUE regularly rejects candidates who should have "met BQ." On average, AVUE rejected approximately 20 qualified MSI candidates each month, and likely an equivalent number of applicants who applied directly via USAID (MSI does not receive the "failed BQ" applicants, so it was not able to track the exact number). Until this error is corrected, MSI recommends that USAID review both pass and fail BQ candidates. Based on the average acceptance rates, this would add approximately six hires per month with no additional advertising and little additional processing cost.

- The candidate screening process creates a significant bottleneck. While the move from "harvesting" to screening within AVUE will likely increase efficiency in the long term, OAPA needs more HR and/or contractor staff with AVUE access in order to complete the screening in a timely manner, ideally within one business day. This initial step—whether harvesting or the relatively new HR screening—consistently takes several weeks, further increasing the time between application and EOD.

- The addition of a dedicated applicant review and interview panel, the "Tiger Team," was one of the most significant process improvements during the past two years. Previously, the volume of applicants overwhelmed the USAID screening resources and qualified candidates were not moved through the process systematically, which frustrated them and deterred them from reapplying in later rounds. The Tiger Team has significantly decreased the amount of time from application through interview, and improves the candidate experience by ensuring a quick and clear decision on initial candidate status.

- Keeping applicants informed proved invaluable in retaining candidates during the long hiring process. Candidates appreciated knowing their status and were mostly grateful when MSI informed them that they were no longer being considered for positions.

Interviews

- The Tiger Team has a current capacity to conduct five interviews per day, which allows the team to interview while also reserving time to review new applications and complete reference checks and interview write-ups. This strategy has generally been sufficient for managing the candidate load, though there have been brief surge periods (typically when announcements go up after a long delay and there is a backlog of MSI applicants to process) when the demand for interviews temporarily outpaced capacity. If USAID determines that they need additional interview capacity, the Tiger Team would need an additional interview room in order to accommodate simultaneous interviews.

Candidate File Management, Tracking, and Processing

- The Tiger Team's creation of the OAPA applicant spreadsheet and matrix notably improved efficiency. It was an effective way for the Tiger Team to share candidate information from scheduling to recommendation within OAPA and MSI on a daily basis, and vastly improved efficiency and transparency.

- Including the contractor in the weekly HR candidate review meeting, the "Deep Dive," improved communication and made it easier for MSI to obtain feedback both on immediate candidate questions and long-term needs. Basing an MSI staff member at the Ronald Reagan Building also streamlined communications with the Tiger Team and improved the consistency of the candidate tracking sheets.

Overall Process

- OAPA could process substantially more candidates—and significantly reduce the time from application to EOD—by ensuring that the announcements stay posted, and that OAPA has the resources to screen all applicants within a day or two of receipt. The frequent process break-downs in these two areas cause "feast or famine" periods that overwhelm the system and add weeks or months to processing time.

- While MSI has enjoyed its successful partnership with OAPA and was glad to extend the contract to remain available during the transition to a small business, the short-term extensions (which often came in the last week of the contract) made it difficult to plan and implement a cohesive, long-term advertising and staffing strategy.

Conclusion

Management Systems International would like to express its appreciation and gratitude to USAID's Office of Afghanistan and Pakistan Affairs, and particularly to our COTRs, Ms. Maria Marigliano and Mr. Donald Soules, for their continuous support, collaboration, flexibility, and good humor throughout this intensive recruiting effort. We have been impressed and encouraged by their hard work and long hours in support of USAID's mission in Afghanistan, and wish them continued success in their efforts.

ANNEX 1: BACKSTOP CLOSURE DATES

Due to delays in backstop approvals and issues with the AVUE system, the FSL announcements have closed at various points during MSI's contract. When the announcements are closed, candidates are not able to apply.

Between February 2010 and June 2011, the announcements were down for an average of 112 days (approximately 3.7 months) each, or 22 percent of the time.

Private Enterprise Officer *(162 Days/5.4 Months)*

- February 28, 2010–March 25, 2010
- June 30, 2010–July 8, 2010
- December 31, 2010–May 9, 2011

Engineering Officer *(161 Days/5.4 Months)*

- February 28, 2010–March 25, 2010
- December 31, 2010–May 16, 2011

Agricultural Development Officer *(154 Days/5.4 Months)*

- February 28, 2010–March 25, 2010
- December 31, 2010–May 9, 2011

Education Officer *(107 Days/3.6 Months)*

- February 28, 2010–March 25, 2010
- June 30, 2010–July 8, 2010
- December 31, 2010–January 27, 2011
- March 31, 2011–May 17, 2011

Crisis, Stabilization, and Governance Officer *(90 Days/3 Months)*

- February 28, 2010–March 25, 2010
- June 30, 2010–July 8, 2010
- December 31, 2010–January 11, 2011
- March 31, 2011–May 16, 2011

Population, Health, and Nutrition Officer *(89 Days/3 Months)*

- February 28, 2010–March 25, 2010
- June 30, 2010–July 8, 2010
- July 13, 2010–July 19, 2010
- December 31, 2010–January 11, 2011
- March 31, 2011–May 9, 2011

General Development Officer 2/3 *(89 Days/3 Months)*

- February 28, 2010–March 25, 2010
- June 30, 2010–July 8, 2010
- December 31, 2010–January 10, 2011
- March 31, 2011–May 16, 2011

General Development Officer 4/5 *(49 Days/1.6 Months)*

- December 31, 2010–January 10, 2011
- March 31, 2011–May 9, 2011