



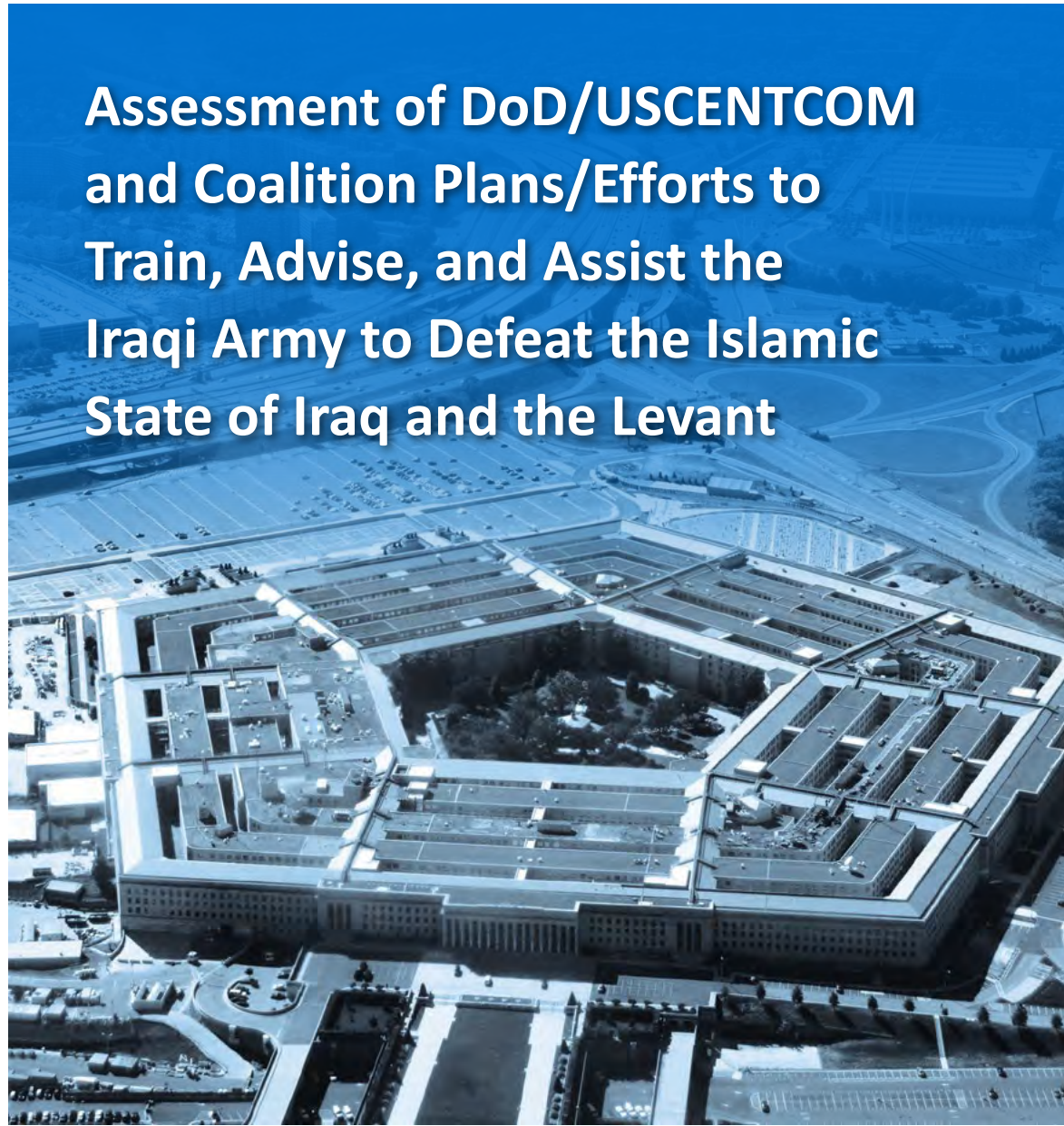
# INSPECTOR GENERAL

*U.S. Department of Defense*

SEPTEMBER 30, 2015



## Assessment of DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi Army to Defeat the Islamic State of Iraq and the Levant



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# Results in Brief

## *Assessment of DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi Army to Defeat the Islamic State of Iraq and the Levant*

September 30, 2015

### Objective

The objective of this project was to evaluate the effectiveness of DoD/U.S. Central Command and Coalition plans, operations, and resources to train, advise, and assist the Iraqi Army to initiate and sustain combat operations in order to defeat the Islamic State of Iraq and the Levant (ISIL).

### Observations

When the process is completed, the training and equipment provided to the Iraqi Army (IA) counterattack brigades and divisions could develop their capability to perform combat operations against ISIL. However, the IA brigades have significant internal deficiencies and will require adequate leadership and support by the Government of Iraq and its Ministry of Defense. They will require U.S. and Coalition air support.

We identified several areas for improvement in the U.S. and Coalition mission to train, advise, and assist the Iraqi Army:

- U.S. and Coalition commands conducting training at the Build Partner Capacity (BPC) sites and providing advise and assist functions with Iraqi division headquarters reported uncertainty about the follow-on mission once the counterattack brigades were trained.
- Equipment provided by the U.S. and Coalition to the Iraqi Army brigades that are training at the BPC sites would, at times, arrive incomplete, making the equipment not fully mission capable.

### Observations (cont'd)

- U.S. advise and assist personnel at the Taji National Depot did not have accurate knowledge of the contents of individual supply warehouses under Iraqi control at that location or at other supply locations throughout Iraq. In some cases, even the Iraqi Army personnel did not know what supplies were present.
- The facilities housing the Iraqi Army trainees at some of the BPC sites visited were inadequate and distracted from training activities.

There are two additional observations in a separate classified appendix to this report that discuss:

- managing capability expectations of the BPC-trained Iraqi Army Brigades and
- leadership issues.

### Recommendations

We recommended that:

- Commander, Combined Joint Task Force–Operation Inherent Resolve and Commander, Combined Joint Force Land Component Command–Iraq, complete the update/publication of the campaign plan and ensure adequate dissemination/communication throughout the command and, within the constraints of classification, with the Government of Iraq and its Ministry of Defense.
- Director, Defense Security Cooperation Agency, in coordination with the geographic combatant commands and the implementing agencies, establish, via a written external standard operating procedure, a formal quality assurance review process that identifies process errors and omissions during each phase of the pseudo-foreign military sales equipment supply/procurement process.
- Commander, Joint Task Force–Operation Inherent Resolve, in coordination with Commander, Combined Joint Forces Land Component Command–Iraq and the Iraqi Minister of Defense, develop a plan that allows





# Results in Brief

## *Assessment of DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi Army to Defeat the Islamic State of Iraq and the Levant*

### **Recommendations (cont'd)**

U.S. and Coalition access to the warehouses at Taji National Depot and other supply depot sites within an expedited time period.

- Commander, Combined Joint Force Land Component Command–Iraq, advise/mentor the Minister of Defense to use Government of Iraq funds to repair and improve Iraqi Army trainees' billeting facilities at the BPC sites.
- Commander, Combined Joint Force Land Component Command–Iraq, work with the Ministry of Defense to devise and implement a plan that clarifies Government of Iraq and U.S. monetary contributions to improve Iraqi Army trainees' billeting facilities at the BPC sites.

There are additional recommendations that support the observations in the separate classified appendix to this report.

### **Management Comments and Our Response**

We request the Commander, Combined Joint Task Force–Operation Inherent Resolve, Commander, Combined Joint Force Land Component Command–Iraq, and Director, Defense Security Cooperation Agency provide comments in response to this report by October 30, 2015. See recommendations table on page iii.

## ***Recommendations Table***

Management	Recommendations Requiring Comment/Documents	No Additional Comments/Documents Required
Commander, Combined Joint Task Force—Operation Inherent Resolve	3, 4.a, 4.b, classified 5.a	1
Commander, Combined Joint Force Land Component Command—Iraq	classified 5.b, 5.c, 5.d, and 6	
Director, Defense Security Cooperation Agency	2	

Please provide Management Comments by October 30, 2015.





**INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
4800 MARK CENTER DRIVE  
ALEXANDRIA, VIRGINIA 22350-1500**

September 30, 2015

MEMORANDUM FOR COMMANDER, COMBINED JOINT TASK FORCE-OPERATION  
INHERENT RESOLVE/ARMY CENTRAL COMMAND  
COMMANDER, COMBINED JOINT FORCE LAND COMPONENT  
COMMAND-IRAQ  
DIRECTOR, DEFENSE SECURITY COOPERATION AGENCY

SUBJECT: Assessment of DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise,  
and Assist the Iraqi Army to Defeat the Islamic State of Iraq and the Levant  
(Report No. DODIG-2015-177)

We are providing this final report for review and appropriate action. The report addresses the DoD overseas contingency operation, Operation Inherent Resolve. It was completed in compliance with the OIG's oversight responsibilities, as described in Section 8L of the Inspector General Act of 1978, as amended. We conducted this assessment from March to September 2015 in accordance with the "Quality Standards for Inspections and Evaluations," published in January 2012 by the Council of Inspectors General on Integrity and Efficiency.

We considered management comments in a draft to this report when preparing the final report. We request additional information on implementation of recommendations as outlined in the Recommendations Table on page iii.

Please send a PDF file containing your comments to [SPO@dodig.mil](mailto:SPO@dodig.mil). Copies of your comments must have the actual signature of the authorizing official for your organization. We cannot accept the /Signed/ symbol in place of the actual signature. If you arrange to send classified comments electronically, you must send them over the SECRET Internet Protocol Router Network (SIPRNET).

We should receive your comments by October 30, 2015. Comments provided on this report must be marked and portion-marked, as appropriate, in accordance with DoD Manual 5200.01 and should also conform to the requirements of DoD Instruction 7650.03. You should describe what actions you have taken or plan to take to accomplish the recommendations and include the completion dates of your actions.

We appreciate the courtesies extended to the staff. Please direct questions to [REDACTED]  
at [REDACTED]  
[REDACTED]

Kenneth P. Moorefield  
Deputy Inspector General  
Special Plans and Operations





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## Introduction

This report is the first in a series of projects initiated by the DoD Office of Inspector General that focus on the train, advise, and assist (TAA) mission to help security forces in Iraq defeat the Islamic State of Iraq and the Levant (ISIL). This report deals with the TAA mission as it relates to the Iraqi Army (IA); future reports will focus on other Iraq security forces, including tribal resistance forces and the Kurdish *peshmerga*. This series of reports is in support of the Lead Inspector General's oversight efforts for Operation Inherent Resolve.

## Objective

The objective of this project was to evaluate the effectiveness of U.S. and Coalition goals, plans, guidance, operations, and resources to train, advise, and assist the IA to initiate and sustain combat operations to defeat ISIL. While this assessment did not specifically examine the equipping of the IA, we did review those equipment activities related to the accomplishment of training objectives.

## Background

Combined Joint Task Force–Operation Inherent Resolve (CJTF–OIR) is the U.S.-led Coalition's response to ISIL. Formed in October 2014 to counter ISIL's takeover of territory in Iraq and Syria, CJTF–OIR brings together more than 60 countries in the fight against ISIL. Combined Joint Force Land Component Command–Iraq (CJFLCC–I) is a subordinate command of CJTF–OIR.



Figure 1. A Spanish soldier provides security during BPC training  
Source: Courtesy of the Spanish Legion Brigade Rey Alfonso XIII



Figure 2. Two Spanish trainers with an Iraqi soldier during weapons training  
Source: Courtesy of the Spanish Legion Brigade Rey Alfonso XIII

## ***Iraq Train and Equip Fund***

Section 1236 of the National Defense Authorization Act for FY 2015 established the Iraq Train and Equip Fund (ITEF) to enable the DoD to advance its two lines of effort<sup>1</sup> in Iraq. ITEF provides money and authority for the Department to train, equip, advise, and assist the security forces associated with the Government of Iraq (GoI), to include Iraq Security Forces, Kurdish forces, and tribal and local security forces. The objective is to deny ISIL safe-haven by creating Iraqi forces that have the capability to halt ISIL's advance in Iraq, go on the offensive and reverse ISIL territory gains, and restore the country's territorial integrity.

In November 2014, the President submitted to Congress a \$5.6 billion budget amendment for FY 2015, \$1.6 billion of which was provided for ITEF to fund the development of and support for Iraq's national security forces. The funding is used to provide training at multiple sites throughout Iraq for up to approximately 12 Iraqi brigades. ITEF addresses the requirement to build the Iraqi military, other security forces, and Kurdish *peshmerga* proficiency and to provide material support to tribal elements allied with Iraqi forces. By the end of June 2015, \$316.8 million from ITEF had been obligated or committed to meet the equipment needs of the

<sup>1</sup> In November 2014, the President outlined a comprehensive strategy to degrade and defeat ISIL, consisting of nine lines of effort. The DoD has responsibility for two lines of effort within this whole of government framework: 1) Deny ISIL Safe-Haven and 2) Build Partner Capacity.

IA and other security forces within the GoI.<sup>2</sup> In addition, the GoI will be required to share the cost burden, funding such items as site operations and life support of its forces.

### ***Building Partner Capacity***

Part of the U.S. strategy centers on building partner capacity, which includes building the capability and capacity of partners in the region to sustain an effective long-term campaign against ISIL. Advisors work with Iraqi forces, including Kurdish forces, to improve their ability to plan, lead, and conduct operations against ISIL and to provide training to help the GoI reconstitute its security forces.

Also within this strategy is the TAA mission, which is made up of two components:

- Training at the Build Partner Capacity (BPC) sites, which is focused on providing tactical training to the Iraq Security Forces in order to prepare security forces for future operations, and
- Advise and assist (A&A), which is focused on analysis of current operations to enable Iraqi commanders to make decisions in the present fight against ISIL.

By June 2015, training provided to the Iraqis at the IA BPC sites was generally the responsibility of Coalition forces, while U.S. forces were generally responsible for the A&A mission. The U.S. and Coalition forces have deployed nearly a thousand military trainers and advisors at five separate BPC sites to train selected IA brigades. Additional forces are deployed to support the TAA mission, performing such functions as logistics and security. During this assessment, our team visited or spoke with personnel at the sites in Besmaya, Taji, and Al Asad.

The training mission is executed via standardized programs of instructions (POIs) delivered by the trainers at each BPC site. Trainees begin with a six-week POI, which provides staff and unit instruction in such functional areas as leadership, marksmanship and weapons training, movement formation and techniques, and squad and platoon tactics. In addition, trainers provide specialty training, which includes preventive medicine, heavy weapons, and counter-improvised explosive device tactics. Additionally, there is a follow-on three-week POI, which provides such advanced training as rifle marksmanship, military operations in urban terrain, and combined arms. Both POIs conclude with a culminating training event, designed to demonstrate the trainees' knowledge of the skills learned during each course.

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<sup>2</sup> During the same period, the U.S. also spent \$718.4 million in foreign military funding and \$25 million through a special presidential drawdown authority in the Foreign Assistance Act. Coalition nations made \$183.4 million in direct contributions. Iraq spent \$138 million in foreign military sales and \$362.7 million in direct commercial sales contracts. (Quarterly Report to the United States Congress, Lead Inspector General for Overseas Contingency Operations—Operation Inherent Resolve, April 2, 2015, to June 30, 2015, p. 26.)





## Notable Progress and Initiatives

While the following sections of this report will discuss areas where we think challenges and opportunities for improvement exist, we note that, within the parameters established for the mission, progress is being made, albeit under difficult circumstances.

Specifically:

- When the process is completed, the training and equipment provided to the IA counterattack brigades and divisions could develop their capability to perform combat operations against ISIL. However, the IA brigades have significant internal deficiencies and will require adequate leadership and support by the Government of Iraq and its Ministry of Defense (MoD). They will also require U.S. and Coalition air support.
- U.S. and Coalition trainers and advisors were dedicated to the CJFLCC-I train, advise, assist, and equip mission and were confident they were improving the capabilities of the IA.
- Recognizing how critical developing effective leadership is in the IA brigades that are training at the BPCs, U.S. and Coalition trainers at some sites took the initiative to develop additional leadership instruction for Iraqi officers and sergeants.



Figure 3. Iraqi soldiers from an IA Brigade conduct a BPC training exercise  
Source: Courtesy of the Spanish Legion Brigade Rey Alfonso XIII

- Although there were some issues and deficiencies, the U.S. and Coalition were providing appropriate and sufficient supplies and equipment to the IA at the BPC sites, although some equipment deliveries will not take place until later in calendar year 2015.
- The pseudo-foreign military sales (FMS) process used to manage ITEF-procured equipment and supplies is proving to be an effective accountability tool. In coordination with the MoD, the process allows the CJTF-OIR command to target delivery of equipment and supplies directly to the brigades training at the BPC sites, while maintaining accountability in both the U.S. and Iraqi systems.
- Trainers and IA brigade leaders conducted after-action reviews and synchronization meetings to ensure future training is effective and to update the Iraqi brigade commander on training and leadership issues.
- In coordination with the GoI and MoD, U.S. and Coalition leaders report that efforts to remove corrupt and ineffective leaders in the IA counterattack divisions and brigades were making progress.
- The A&A mission with the counterattack divisions' headquarters and selected operations centers was proceeding according to plan, with U.S. and Coalition advisors reporting that the Iraqis were receptive and making progress.
- U.S. A&A personnel reported that the Iraqi division headquarters they worked with had demonstrated not only the capability to plan and execute the movement of a brigade and its equipment from Basra to Taji, but also to plan and execute the culminating training exercise for their brigades in the BPCs.



Figure 4. Iraqi soldier from an IA Brigade participates in a BPC culminating training event  
Source: Courtesy of the Spanish Legion Brigade Rey Alfonso XIII

## Observation 1

### Follow-On Mission—Operation Inherent Resolve

U.S. and Coalition commands conducting training at the BPC sites and providing A&A functions with Iraqi division headquarters reported they did not know or understand the follow-on mission once the counterattack brigades were trained.

This occurred because of a lack of communication, since CJTF–OIR Implementation Plan 15-01, published November 19, 2014, describes the current and follow-on missions of CJTF–OIR and CJFLCC–I at the Build Partner Capacity sites.

The failure to effectively communicate details about the follow-on mission leads to uncertainty within the U.S. and Coalition commands conducting the BPC training and A&A missions and could lead to the GoI and its MoD questioning the U.S. and Coalition commitment to defeating ISIL.

### Discussion

#### ***Build Partner Capacity/Advise and Assist***

The initial mission of the BPC sites was to rapidly train the eight designated IA counterattack brigades for upcoming offensive operations. At the time of our visit, the program had been operational for more than three months and seven of the brigades had been trained or were in training.

During our assessment, we spoke with U.S., Coalition, and IA personnel from three BPC sites and with U.S. advisors from two IA division headquarters. We also met with U.S. officials from the Office of Security Cooperation–Iraq, CJFLCC–I, with the IA in Baghdad, and with U.S. personnel from CJTF–OIR in Kuwait.

At each BPC site, we asked U.S. and Coalition leaders and personnel about the current situation and future operations. Some of the personnel we spoke with were unaware of the follow-on mission, once the counterattack brigades had completed training. Others were aware of a follow-on mission, but did not seem to understand it. U.S. A&A personnel working with the two Iraqi division headquarters were also unclear about future missions once the Iraqi division headquarters they were advising deployed into combat operations with their brigades. None of those we spoke with appeared to be fully informed.

However, we determined that the CJTF–OIR implementation plan did identify a follow-on mission for both the BPC and A&A efforts, which the CJTF–OIR leadership confirmed.

The CJTF–OIR implementation plan 15-01 was in the process of being updated into a CJTF–OIR campaign plan.

## Conclusion

There is a follow-on mission for the U.S. and Coalition BPC and A&A effort in Iraq, once the counterattack brigades have completed training. Lack of communication about this follow-on mission has led to uncertainty within the U.S. and Coalition commands conducting the BPC and A&A missions concerning their future roles. This could have a negative impact on future BPC and A&A efforts.

## Recommendation, Management Comments, and Our Response

### ***Recommendation 1***

**We recommend Commander, Combined Joint Task Force–Operation Inherent Resolve, in coordination with Commander, Combined Joint Force Land Component Command–Iraq, complete the update/publication of the campaign plan and ensure adequate dissemination/communication throughout the command, and, within the constraints of classification, with the Government of Iraq and its Ministry of Defense.**

### ***Commander, Combined Joint Task Force–Operation Inherent Resolve Comments***

Agree. The CJTF–OIR campaign plan has been signed by the CJTF–OIR Commanding General and issued for wide distribution to subordinate and supporting commands. This will be disseminated, analyzed, and actioned throughout the chain of command in accordance with normal and standard military procedures and processes. In addition, CJTF–OIR will conduct direct verbal briefings on the campaign plan to subordinate commands including the CJFLCC–I.

### ***Our Response***

The comments from management were responsive. No further action is required.



## Observation 2

### Equipping the Iraqi Army Brigades

ITEF-procured equipment provided by the U.S. to the IA brigades training at the BPC sites would, at times, arrive incomplete, making it not fully mission capable.

This has occurred because:

- there was a lack of experience during the planning and requirements generation phase of the pseudo-FMS process used to procure equipment for the Iraqi brigades training at the BPC sites, and
- the quality assurance process, as prescribed by Chapter 15 of the Security Assistance Management Manual, was not properly defined and executed.

### Discussion

#### ***Iraq Train and Equip Fund Pseudo-Foreign Military Sales Process***

BPC programs encompass security cooperation and security assistance activities and are administered as cases within the FMS framework, except they are funded with U.S. Government appropriations rather than partner nation funds. One source of U.S. government funding for BPC in Iraq is the ITEF. Such ITEF-funded cases are developed using the pseudo-FMS process.

According to the Security Assistance Management Manual, during the planning phase of the pseudo-FMS case process, the requesting authority, where appropriate, should follow a total package approach by considering and addressing follow-on support and effective sustainability of the defense articles being provided. Adequate sustainment support may require spares, additional training, consumables, and possibly contractor logistics support. During the ITEF case development process, the various stakeholders conducted coordination and review through multiple video or telephone conferences in order to discuss equipping issues and to minimize the occurrence and/or impact of incomplete equipment delivery to the IA brigades. However, while this process provided a quality assurance review and was reportedly reducing errors and omissions, it only existed informally and was not documented in a written standard operating procedure document.

## ***Iraq Train and Equip Fund Execution***

Through site visits and interviews conducted during this assessment, we determined that equipment packages provided through the ITEF pseudo-FMS process sometimes arrived incomplete. For example, CJFLCC-I officials stated that 250 mine-resistant ambush-protected (MRAP) vehicles were provided to the IA, but with limited to no basic issue items<sup>3</sup> included. Although these MRAPs were transferred from

Afghanistan to Iraq in “as is” condition, the missing basic issue items did not appear to have been ordered by the Iraqis or the U.S. and Coalition. In another example, trainers at the Taji BPC site reported that the current Iraqi battalion in training was issued 300 M-16 rifles, but only seven cleaning kits. They also reported that no cleaning kits

accompanied the M-240 and M-249 machine guns fielded to the IA at this site. Personnel at the CJFLCC-I and Office of Security Cooperation-Iraq (OSC-I) were aware of the problem and reported that the cleaning kits were inbound. We also received reports that .50 caliber machine guns had arrived without mounts.

Since there were personnel in the OSC-I who lacked experience with some of this equipment at the time it was ordered, it was difficult for them to ensure that the appropriate support items were also procured and fielded.

## **Conclusion**

While an informal quality assurance process existed to coordinate and review ITEF pseudo-FMS cases at various points in the supply/procurement chain, there was no written guidance formalizing that procedure. Such a standard operating procedure document should clearly define the roles and responsibilities of security assistance personnel and corresponding quality assurance activities in the pseudo-FMS process.



Figure 5. Iraqi security forces receive a shipment of 30 MaxxPro MRAP vehicles with mine-roller attachments  
Source: 310th Expeditionary Sustainment Command

<sup>3</sup> Basic issue items are those support items identified as essential for an operator or crew to place or keep an end item in operation to accomplish its defined purpose.



## Recommendation, Management Comments, and Our Response

### ***Recommendation 2***

**We recommend Director, Defense Security Cooperation Agency, in coordination with the geographic combatant commands and the implementing agencies, establish, via a written internal/external standard operating procedure, a formal quality assurance review process that identifies process errors omissions during each phase of the pseudo-foreign military sales equipment supply/procurement process.**

### *Director, Defense Security Cooperation Agency Comments*

The Director, Defense Security Cooperation Agency did not provide comments to the draft report.

### *Our Response*

We ask that the Director, Defense Security Cooperation Agency provide comments to Recommendation 2 in response to the final report no later than October, 30 2015.



## Observation 3

### Advise and Assist—Logistics

U.S. A&A personnel at the Taji National Depot (TND) did not have accurate knowledge of the contents of individual supply warehouses under Iraqi control at that location or at other locations throughout Iraq. In some cases, even the IA did not know what supplies were present.

This resulted from the IA limiting U.S. advisors' access to those warehouses and a failure of the IA to maintain a current inventory of all its stored supplies/equipment.

Without clear knowledge of what supplies and equipment are on hand, the U.S. and Coalition could be purchasing supplies and equipment for the IA that are already on hand at TND or in other depots in Iraq.

### Discussion

#### ***Taji National Depot***

One of the BPC training sites was established at Taji, which is also the location of the Taji National Depot. The TND is made up of a network of warehouses that serves as the IA's central distribution point for supplies. U.S. A&A trainers/advisors are working with the Iraqis at the TND.

#### ***Iraqi Army Warehouse Management***

U.S. advisors working at the TND reported a number of challenges with the IA management of the warehouses. First, after Coalition advisors departed Iraq in 2011, the IA reverted to a manual paper-based system for tracking supplies and equipment. Without any type of electronic, searchable inventory system, exact or even approximate numbers of items and their specific location is very difficult to maintain. Finding such items in the warehouse complex was dependent on the knowledge and memory of individual warehouse workers.

Secondly, it was apparent to the U.S. advisors and other Coalition officials that the IA TND personnel did not know what they had stored at the TND. Advisors told us there are shipping containers sitting outside in the open that had never been opened and inventoried. Also outside and deteriorating were unaccounted for transportation equipment that had been sitting idle for four or five years.

Lastly, IA personnel were preventing U.S. advisors from entering certain warehouse buildings at or part of the TND and refusing to tell their advisors their contents. As of early June 2015, advisors had been allowed to enter about 30 percent of them to verify their contents; they used documentation provided by the Iraqis to determine the contents of an additional 50 percent of the warehouses, although advisors were not granted physical access in order to verify the information given. IA personnel neither permitted access nor provided documentation of the contents in the remaining 20 percent of the warehouses. As a result, their contents were unknown. Advisors had more success accessing warehouses dedicated to medical and engineering supplies and spare parts. They had the least access to warehouses reportedly containing weapons and ammunition. At the time of our visit, the advisors had not been able to conduct a complete inventory of any single warehouse.



Figure 6. U.S. Army logisticians with the 310th Expeditionary Sustainment Command A&A team track the receipt of a shipment with an Iraqi soldier  
Source: 310th Expeditionary Sustainment Command

The advisors inability to accurately determine contents of various warehouses was sometimes related to issues with BPC training. For example, the advisors were aware that there was ammunition stored at TND, but they had not been able to access those warehouses to determine exactly how much. OSC-I reported that, as of June 1, 2015, the Iraqi government had received more than 32 million rounds of rifle and machine gun ammunition from known donor sources. An additional amount in excess of 105 million rounds was awaiting transportation or final approval. However, in spite of this quantity of ammunition received, the BPC sites each reported they were short training ammunition. There appeared to be a large amount of ammunition in the IA depots, some of which could have been made available for use in BPC training.

A key task for A&A personnel was to assist the IA with its supply chain management, including properly accounting for delivered equipment and helping the Iraqis determine what they have in the warehouses at the TND and at other locations so as to project future needs. However, the reluctance of IA personnel to allow access to their warehouses significantly complicated the equipping part of the overall mission. As a result, ITEF funding could unintentionally be used to purchase supplies and equipment that are already on hand in IA warehouses. For example, after ITEF funding was used to purchase M-16 cleaning kits for the U.S.-supplied M-16s, U.S. A&A team members determined that a sufficient number of those kits were available in warehouses at TND.

Furthermore, the U.S. has agreed to provide material and equipment, through the GoI, to the IA and selected elements of the Popular Mobilization Forces (militias). Unless the U.S. advisors can determine what supplies and equipment are on hand in Iraqi warehouses at TND and elsewhere, we cannot eliminate the possibility that various factions of the Popular Mobilization Forces that the U.S. has not agreed to support are being armed/supplied with material that the IA needs from those warehouses. The U.S. could subsequently be asked to replace that material using ITEF funding to meet those IA needs.

## Conclusion

While recognizing Iraq's sovereignty, the IA's inability or refusal to conduct complete inventories of its equipment and supplies on hand, or to allow U.S. advisors access to supply warehouses, threatens to impede U.S. and Coalition training and equipping at the BPC sites, as well as IA's ability to sustain combat operations. Additionally, there is no assurance that equipment and supplies acquired through donor nations, purchased through the U.S. foreign military sales program, or requested through the ITEF program are not duplicative of supplies already on-hand.

## Recommendation, Management Comments, and Our Response

### ***Recommendation 3***

**We recommend Commander, Joint Task Force–Operation Inherent Resolve, in coordination with Commander, Combined Joint Forces Land Component Command–Iraq and the Iraqi Minister of Defense, develop a plan that allows U.S. and Coalition access to the warehouses at Taji National Depot and other supply depot sites within an expedited time period.**

### ***Commander, Joint Task Force–Operation Inherent Resolve Comments***

Agree, with comment. In coordination with the Government of Iraq, CJTF–OIR will develop a plan that enables access to their warehouses in order to establish accountability of equipment.

### ***Our Response***

Management’s comments were responsive. We ask that they provide a copy of the plan once it is completed.



## Observation 4

### Coalition Training Efforts Are Hampered by Iraqi Billeting Conditions at the BPC Training Sites

The facilities housing the IA trainees at some of the BPC sites visited were inadequate.

The GoI has not invested the money or resources required to upgrade and repair the facilities.

As a result, the trainees' poor living conditions have had a significant effect on soldiers' morale and are reported to be a distraction from their focus on training activities.

### Discussion

At each of the BPC sites visited, U.S. and Coalition trainers and advisors, as well as Iraqi brigade leaders and soldiers, informed our team about the inadequate billeting facilities in which the IA trainees were housed:

- At Besmaya, the Iraqi brigade commander told us that his soldiers were subject to "terrible living conditions." The trainers agreed, stating that the trainees' facilities had no running water, no power, and there was tremendous overcrowding: up to 14 soldiers were living in containerized housing units that are generally used to house 2 to 4 individuals.
- At Taji, we were told that the trainees were living in facilities inside the Iraq Security Forces Engineer and Transportation schools; however, the commanders of those schools would not turn on the power or water to those facilities, supposedly because of funding issues.
- The trainers at Al Asad stated that the trainees there had limited generator power, no running water (the soldiers were using slit trench latrines), and they were responsible for procuring their own food.

The GoI is responsible for life support of its forces, such as the maintenance of the IA trainees' billeting facilities. However, the trainers we spoke with were unaware of any efforts by the GoI to repair the trainees' facilities or improve living conditions at any of the BPCs. The trainers felt that the poor living conditions reduced IA soldiers' morale and presented a potential health issue, causing the soldiers to be less focused on their training requirements. One Iraqi brigade commander stated that the living conditions were probably the greatest contributor to soldiers going absent without leave.

According to Section 1236 of the FY 2015 National Defense Authorization Act, ITEF funds can be used to provide facility and infrastructure repair, renovation, and sustainment for the Iraqi military and other security forces. Therefore, in an effort to maximize the effectiveness of the BPC mission, the U.S. command has submitted contracting and procurement requests, funded via ITEF, directly related to the habitability of the facilities at BPC sites intended for IA trainees, including plumbing, electricity, and structural safety. This should not preclude the MoD/IA from taking responsibility for the welfare of their BPC trainees.

## Conclusion

U.S. and Coalition trainers and IA officials state that living conditions for Iraqi soldiers at the BPC sites are a major training distractor and a significant contributor to soldiers going absent without leave. Trainers and advisors, however, were not aware of any GoI efforts to improve their soldiers' living conditions at the BPC sites. CJTF-OIR is planning to use ITEF funding to address this issue, within the limits of U.S. law.

## Recommendations, Management Comments, and Our Responses

### ***Recommendation 4***

**We recommend Commander, Combined Joint Task Force–Operation Inherent Resolve, in coordination with the Commander, Combined Joint Forces Land Component Command–Iraq and the Director, Office of Security Cooperation–Iraq:**

- a. advise/mentor the Minister of Defense to use Government of Iraq funds to repair and improve Iraqi Army trainees' billeting facilities at the Build Partner Capacity sites.**

### ***Commander, Joint Task Force–Operation Inherent Resolve Comments***

Agree.

### ***Our Response***

Management's comments were responsive. We will request an update on this issue in six months.

- b. work with the Ministry of Defense to devise and implement a plan that clarifies Government of Iraq and U.S. monetary contributions to improve Iraqi Army trainees' billeting facilities at the Build Partner Capacity sites.**

*Commander, Joint Task Force–Operation Inherent Resolve Comments*

Agree, with comment. We will assist the Government of Iraq to develop a plan with U.S. agencies in support in order to improve the BPC facilities.

*Our Response*

Management's comments were responsive. We request a copy of the plan developed by the GoI, once it is complete.



## Observations 5 and 6

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See Appendix C.





## Other Matters

During the course of our assessment, we became aware of additional issues that were either:

- beyond the scope of our assessment, or
- insufficiently supportable to develop a recommendation.

The following is a summary of issues that might be of concern at the various levels of the commands involved in the IA train, advise, and assist mission.

- Some Popular Mobilization Forces are reportedly better equipped than the IA, which likely has a detrimental effect on recruitment and retention in the IA.
- A senior Coalition leader reported that detailed, time-consuming requests for tactical and operational information from the highest levels of the U.S. chain of command/levels of government were putting significant pressure on the CJFLCC-I staff, impeding their ability to provide timely support to the BPC and A&A mission.



Figure 7. An officer with the New Zealand Defense Force gives a brief during a BPC conference  
Source: CJTF-OIR



## Appendix A

### Scope and Methodology

We conducted this assessment from March to August 2015 in accordance with the “Quality Standards for Inspections and Evaluations,” published in January 2012 by the Council of Inspectors General on Integrity and Efficiency. We believe that the evidence obtained was sufficient and appropriate to provide a reasonable basis for our conclusions based on our assessment objectives.

This report was self-initiated by DoD IG’s Special Plans and Operations component, in support of the Lead Inspector General’s oversight requirements for Operation Inherent Resolve. Our objective was to evaluate the effectiveness of U.S. and Coalition goals, plans, guidance, operations, and resources to train, advise, and assist the IA to initiate and sustain combat operations to defeat ISIL. This report does not address the TAA mission as it relates to Iraqi tribal resistance forces or the Kurdish *peshmerga*; those areas will be assessed in future DoD IG projects. Our scope was also limited by the following:

- Procurement and distribution of equipment to the IA, except for those equipping activities directly related to the accomplishment of training objectives.
- Investigation of alleged corrupt activities by U.S., Coalition, or Iraqi organizations or individuals.

To assess our objective, we reviewed Federal laws and Department policy, including the National Defense Authorization Act and the Security Assistance Management Manual, in addition to appropriate U.S. Central Command/CJTF–OIR guidance.

Our team deployed to Kuwait and Iraq from May 24 to June 5, 2015, to visit the BPC training sites in Besmaya and Taji<sup>4</sup> and conduct interviews with U.S. and Coalition trainers and advisors. We met with personnel from CJTF–OIR, CJFLCC–I, and OSC–I, plus Coalition force trainers from Spain, Australia, New Zealand, and Denmark. In addition, we met with officials from the MoD and spoke with Iraqi officers and soldiers from the IA’s 92nd Brigade.

We also contacted organizations and interviewed officials in the United States that were directly involved in the TAA mission in Iraq, including the Defense Security Cooperation Agency, U.S. Army Security Assistance Command, and the Directorate for Strategic Plans and Operations (J-5), Joint Staff.

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<sup>4</sup> Our team was scheduled to visit a third BPC site in Al Asad, but weather conditions forced the cancellation of the visit. Therefore, the assessment team conducted interviews with the trainers and advisors at this BPC site via secure video teleconferencing.

The assessment chronology was as follows:

March to May 2015	Research and fieldwork in the United States
May 24 to June 5, 2015	Fieldwork in Kuwait and Iraq
June 5, 2015	Out-brief to CJTF-OIR
June to August 2015	Analysis, report writing, reviews
August 26, 2015	Draft report issued
September 8, 2015	Management comments received
September 30, 2015	Final report issued

**Limitations**

We limited our assessment to U.S. and Coalition-funded programs and international donation programs supporting the BPC and A&A programs for the IA.

**Use of Computer-Processed Data**

We did not use computer-processed data to perform this assessment.

**Use of Technical Assistance**

We did not require technical assistance to perform this assessment.

## Appendix B

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### Prior Coverage

The DoD Office of Inspector General, Government Accountability Office, and Special Inspector General for Iraq Reconstruction have issued a number of oversight reports that are significant within the context of our assessment objective.

Unrestricted DoD IG reports can be accessed at [www.dodig.mil](http://www.dodig.mil).

Unrestricted GAO reports can be accessed at [www.gao.gov](http://www.gao.gov).

Unrestricted, archived Special Inspector General for Iraq Reconstruction reports can be accessed at [www.sigir.mil](http://www.sigir.mil).

### ***Department of Defense Office of Inspector General***

DODIG-2015-093, "Summary of Lessons Learned: DoD IG Assessment Oversight of 'Train, Advise, Assist, and Equip' Operations by U.S. and Coalition Forces in Iraq and Afghanistan," March 31, 2015

DODIG-2012-063, "Assessment of the DoD Establishment of the Office of Security Cooperation," March 16, 2012

DODIG-2011-001, "Assessment of U.S. Government Efforts to Develop the Logistics Sustainment Capability of the Iraq Security Forces," November 17, 2010

SPO-2009-003, "Assessment of Accountability of Night Vision Devices Provided to the Security Forces of Iraq," March 17, 2009

SPO-2009-002, "Report on the Assessment of Arms, Ammunition, and Explosives Accountability and Control; Security Assistance; and Logistics Sustainment for the Iraq Security Forces," December 19, 2008

SPO-2008-001, "Assessment of the Accountability of Arms and Ammunition Provided to the Security Forces of Iraq," July 3, 2008

### ***Government Accountability Office***

GAO-11-760, "Iraq and Afghanistan—Actions Needed to Enhance the Ability of Army Brigades to Support the Advising Mission," August 2, 2011

GAO-09-0476T, "Iraq and Afghanistan–Security, Economic, and Governance Challenges to Rebuilding Efforts Should Be Addressed in U.S. Strategies," March 25, 2009

GAO-080837, "Securing, Stabilizing, and Rebuilding Iraq–Progress Report: Some Gains Made, Updated Strategy Needed," June 23, 2008

***Special Inspector General for Iraq Reconstruction***

SIGIR-11-004, "Iraqi Security Forces: Special Operations Force Program is Achieving Goals, but Iraqi Support Remains Critical to Success," October 25, 2010

SIGIR-09-012, "The U.S. Has Reduced Its Funding for the Iraqi Security Forces, but Continued Support Will Likely Be Necessary," January 26, 2009

SIGIR-06-033, "Iraqi Security Forces: Weapons Provided by the U.S. Department of Defense Using the Iraq Relief and Reconstruction Fund," October 28, 2006

SIGIR-06-032, "Iraqi Security Forces: Review of Plans to Implement Logistics Capabilities," October 28, 2006



## Appendix C

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### Observations 5 and 6 (classified)

This appendix is classified. For information, contact [REDACTED]

or [REDACTED]  
[REDACTED]



## Management Comments

### Combined responses from Commander, Joint Task Force – Operation Inherent Resolve<sup>5</sup> and Commander, Combined Joint Force Land Component Command – Iraq



DEPARTMENT OF THE ARMY  
COMBINED JOINT TASK FORCE- OPERATION INHERENT RESOLVE  
APO AE 09306

ACCG

04 September 2015

MEMORANDUM THRU United States Central Command – Inspector General (CC-IG),  
MacDill AFB, FL 33621

FOR Office of the Department of Defense – Inspector General, 4800 Mark Center Drive,  
Alexandria, VA 22350-1500

SUBJECT: Response to Draft Report D2015-D00SPO-0170, Assessment of  
DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi  
Army to Defeat ISIL

1. The purpose of this memorandum is to provide official responses as requested by the DoD-IG in their draft report dated 26 August 2015 related to their assessment of DoD/USCENTCOM and Coalition plans/efforts to train, advise, and assist the Iraqi Army to defeat ISIL.
2. Enclosure 1 to this memorandum combines the responses from this headquarters and the responses from Commander, Combined Joint Force Land Component Command – Iraq.
3. We appreciate the efforts of the DoD-IG Team in their assessment of our combined energies against Daesh. We will incorporate your observations into our logistics and assessment processes in the on-going train, advise and assist mission with the Government of Iraq.
4. The point of contact for this document is the Chief of Internal Review at DSN: 318-430-6191 or usarmy.arifjan.usarcent.mbx.cjtf-oir-audit@mail.smil.mil.

Enclosure

JAMES L. TERRY  
Lieutenant General USA  
Commanding

<sup>5</sup> The combined responses to classified recommendations 5.a, 5.b, 5.c, 5.d, and 6 are in the classified appendix to this report.

## Combined responses (cont'd)

[REDACTED]  
Enclosure 1 to CJTF-OIR Memorandum dated 4Sep2015, SUBJECT: Response to Draft Report D2015-D00SPO-0170, Assessment of DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi Army to Defeat ISIL.

### **Recommendation #1**

(U) We recommend Commander, Combined Joint Task Force – Operation Inherent Resolve, in coordination with Commander, Combined Joint Force Land Component Command – Iraq, complete the update/publication of the campaign plan and ensure adequate dissemination/communication throughout the command, and, within the constraints of classification, with the Government of Iraq and its Ministry of Defense.

### **Response from CJTF-OIR**

(U) Agree. The CJTF-OIR Campaign Plan has been signed by CG CJTF-OIR and issued for wide distribution to subordinate and supporting commands. This will be disseminated, analyzed and actioned throughout the chain of command in accordance with normal and standard military procedures and processes. In addition, CJTF-OIR will conduct direct verbal briefings on the Campaign Plan to subordinate commands including the CJFLCC-I.

### **Recommendation #3**

(U) We recommend Commander, Joint Task Force – Operation Inherent Resolve, in coordination with Commander, Combined Joint Forces Land Component Command-Iraq and the Iraqi Minister of Defense, develop a plan that allows U.S. and Coalition access to the warehouses at Taji National Depot and other supply depot sites within an expedited time period.

### **Response from CJTF-OIR**

(U) Agree, with comment. In coordination with the Government of Iraq, we will develop a plan that enables access to their warehouses in order to establish accountability of equipment.

### **Recommendation #4a**

(U) We recommend Commander, Combined Joint Task Force—Operation Inherent Resolve, in coordination with the Commander, Combined Joint Forces Land Component Command-Iraq and the Director, Office of Security Cooperation-Iraq advise/mentor the Minister of Defense to use Government of Iraq funds to repair and improve Iraqi Army trainees' billeting facilities at the Build Partner Capacity sites.

### **Response from CJTF-OIR**

(U) Agree.

### **Recommendation #4b**

(U) We recommend Commander, Combined Joint Task Force—Operation Inherent Resolve, in coordination with the Commander, Combined Joint Forces

## Combined responses (cont'd)

[REDACTED]  
Enclosure 1 to CJTF-OIR Memorandum dated 4Sep2015, SUBJECT: Response to Draft Report D2015-D00SPO-0170, Assessment of DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi Army to Defeat ISIL.

Land Component Command-Iraq and the Director, Office of Security Cooperation-Iraq work with the Ministry of Defense to devise and implement a plan which clarifies Government of Iraq and U.S monetary contributions to improve Iraqi Army trainees' billeting facilities at the Build Partner Capacity sites.

**Response from CJTF-OIR**

(U) Agree, with comment. We will assist the Government of Iraq (GoI) to develop a plan with US agencies in support in order to improve the BPC facilities.

[REDACTED]

[REDACTED]

[REDACTED]

## Acronyms and Abbreviations

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**A&A** Advise and Assist

**BPC** Build Partner Capacity

**CJFLCC-I** Combined Joint Force Land Component Command–Iraq

**CJTF–OIR** Combined Joint Task Force–Operation Inherent Resolve

**FMS** Foreign Military Sales

**GoI** Government of Iraq

**IA** Iraqi Army

**ISIL** Islamic State of Iraq and the Levant

**ITEF** Iraq Train and Equip Fund

**MoD** Ministry of Defense

**OSC-I** Office of Security Cooperation–Iraq

**POI** Program of Instruction

**TAA** Train, Advise, and Assist

**TND** Taji National Depot

# **Whistleblower Protection**

## **U.S. DEPARTMENT OF DEFENSE**

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