Lead Inspector General for Overseas Contingency Operations

OPERATION INHERENT RESOLVE

DoD
OFFICE OF
INSPECTOR GENERAL

DoS
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INSPECTOR GENERAL

USAID
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INSPECTOR GENERAL

Quarterly Report and Biannual Report to the United States Congress

December 17, 2014–March 31, 2015

LEAD INSPECTOR GENERAL MISSION

The Lead Inspector General for Overseas Contingency Operations will coordinate among the Inspectors General specified under the law to:

- develop a joint strategic plan to conduct comprehensive oversight over all aspects of the contingency operation
- ensure independent and effective oversight of all programs and operations of the federal government in support of the contingency operation through either joint or individual audits, inspections, and investigations
- promote economy, efficiency, and effectiveness, and prevent and detect fraud and abuse
- review and ascertain the accuracy of information provided by federal agencies relating to obligations and expenditures, costs of programs and projects, accountability of funds, and the award and execution of major contracts, grants, and agreements in support of the contingency operation
- report quarterly and biannually to Congress on the contingency operations and activities of the Lead Inspector General

(Pursuant to the Inspector General Act of 1978, as amended)

Lead Inspector General for Overseas Contingency Operations

OPERATION INHERENT RESOLVE

Quarterly Report and Biannual Report to the United States Congress

December 17, 2014–March 31, 2015

FOREWORD

Our efforts to prepare for a Lead Inspector General for Overseas Contingency Operations (OCOs) began months ago. On September 4, 2014, we gathered with our senior leaders and interested parties at a summit to examine approaches to coordinated planning and OCO oversight. At the summit, we addressed how to most effectively discharge our individual and collective oversight responsibilities, acknowledged the benefits of this unique oversight model, and proceeded to lay the groundwork for moving forward together. Following the summit, we signed a joint memorandum of intent, memorializing our commitment to coordinated oversight planning and timely implementation of this new Lead Inspector General (Lead IG) model.

Six days after convening our joint summit, the President of the United States addressed the nation to explain the expanded mission in Iraq and Syria to counter the threat of the Islamic State of Iraq and the Levant (ISIL). On September 16, the President appointed a Special Presidential Envoy for the Global Coalition to Counter ISIL to consolidate, integrate, and coordinate a global coalition across multiple lines of effort to degrade and ultimately defeat ISIL. In October 2014, the Secretary of Defense designated Operation Inherent Resolve (OIR)—the operation to eliminate ISIL and the threat it poses to Iraq, Syria, the region, and the wider international community—an OCO. The underlying U.S. counter-ISIL strategy includes resources to support military operations associated with OIR as well as diplomacy, governance, security programs and activities, and humanitarian assistance.

In December 2014, the Chair of the Council of the Inspectors General for Integrity and Efficiency (CIGIE), pursuant to section 8L of the Inspector General Act of 1978, as amended, designated a Lead IG for OIR. With this designation, we renewed our commitment to coordination in conducting audits, inspections, and investigations of the programs and operations implementing the U.S. counter-ISIL strategy. We have a responsibility for overseeing the agencies supporting OIR and are engaging with our oversight partners to pursue a coordinated whole-of-government approach that deters waste, fraud, and abuse and promotes effective stewardship of taxpayer dollars.

OIR marks the first interagency oversight effort under the new Lead IG model. OIR is a military mission included within a wider, complex, whole-of-government effort to counter ISIL and address the ongoing refugee crisis. To carry out our mandate, we must be agile, coordinated, and responsive in unprecedented ways. We will routinely visit operations and activities in the region to conduct oversight and assess safety issues. We will continue to incorporate the important lessons learned in our prior oversight work and the work of other oversight bodies as we identify and prioritize our oversight activities. Within

this model, we can effectively communicate the lessons we learn in a timely and cost effective manner to make a difference for the commanders, program managers, and beneficiaries in the field, as well as policy makers and other key stakeholders in the United States. We are dedicated to a unified, strategic, and comprehensive effort to ensure independent, effective oversight of U.S. government programs and activities.

Jon T. Rymer
Inspector General
U.S. Department of Defense

Steve A. Linick
Inspector General
U.S. Department of State and the
Broadcasting Board of Governors

Catherine M. Trujillo
Acting Deputy Inspector General
U.S. Agency for International
Development

MESSAGE FROM THE LEAD IG

Jon T. Rymer

I am pleased to present with my colleagues this first Lead Inspector General report to Congress. On December 17, 2014, I was designated Lead Inspector General for Operation Inherent Resolve by the Chair of the Council of the Inspectors General for Integrity and Efficiency. Pursuant to section 8L of the Inspector General Act of 1978, as amended, the Lead IG agencies, representing the Department of Defense, Department of State, and U.S. Agency for International Development, began to coordinate their oversight responsibilities for the programs and operations of the overseas contingency operation (OCO) that supports the strategy to defeat the Islamic State of Iraq and the Levant.

It was my privilege to appoint DoS Inspector General Steve A. Linick as the Associate Inspector General for this OCO. His experience as a career federal prosecutor and Director of the U.S. Justice Department's National Procurement Fraud Task Force will help guide the coordination for our investigative work.

As a group, we are working closely together to provide a more complete picture of the entire contingency operation. We discuss our progress biweekly, in a forum where we can readily address the many details of our work and make determinations on how to do things better.

In a little over three months, Lead IG agencies have produced a comprehensive joint strategic oversight plan, established offices in the region, conducted initial outreach to our agency and oversight partners, and coordinated institutional processes to conduct our oversight mission. We have the value added of our seasoned professionals' expertise, best practices, and more than a decade of prior oversight work from similar operations. We believe that we are well positioned to be effective at the onset.

We have issued 7 final reports, and 16 additional reviews are in progress. Four of the reports released this quarter provided lessons learned that inform our strategic planning for the work to come. These reports identified prevalent areas of weakness and systemic challenges in a contingency environment in the areas of contracting, information operations, military construction, and the training and equipping of partner-nation security forces. Many of the contracting problems correspond with high-risk areas uncovered in fraud investigations, including source selection, oversight and surveillance, and financial management.

I am grateful for the extensive cooperation of the Lead IGs agencies, our partner agencies, and the staff members who make this important oversight work a success. In particular, I want to thank my Lead IG partners, Inspector General Steve Linick and Acting Deputy Inspector General Catherine Trujillo, for their leadership, advice, and counsel as we planned and implemented the Lead IG model for this contingency. The teams that came together from our offices to establish best practices and practical guidance worked many months to ensure the execution of our strategic plan objectives and coordination efforts would be smooth and effective.

Lead Inspector General for Operation Inherent Resolve
Jon T. Rymer
Inspector General
U.S. Department of Defense

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Lead Inspector General Statutory Requirements

Section 8L, Inspector General Act of 1978, as Amended	Pages
Appoint, from among the offices of the other Inspectors General specified in subsection (c), an Inspector General to act as associate Inspector General for the contingency operation who shall act in a coordinating role to assist the lead Inspect General in the discharge of responsibilities under this subsection.	46
Develop and carry out, in coordination with the offices of the other Inspectors General specified in subsection (c) a joint strategic plan to conduct comprehensive oversight over all aspects of the contingency operation and to ensure through either joint or individual audits, inspections, and investigations, independent and effective oversight of all programs and operations of the federal government in support of the contingency operation.	52–55
Review and ascertain the accuracy of information provided by federal agencies relating to obligations and expenditures, costs of programs and projects, accountability of funds, and the award and execution of major contracts, grants, and agreements in support of the contingency operation.	54, 61, 64
Employ, or authorize the employment by the other Inspectors General specified in subsection (c), on a temporary basis using the authorities in section 3161 of title 5, United States Code, such auditors, investigators, and other personnel as the lead Inspector General considers appropriate to assist the lead Inspector General and such other Inspectors General on matters relating to the contingency operation.	48
Submit to Congress on a biannual basis, and to make available on an Internet website available to the public, a report on the activities of the lead Inspector General and the other Inspectors General specified in subsection (c) with respect to the contingency operation, including:	
status and results of investigations, inspections, and audits and of referrals to the Department of Justice; and	55–59, 64–68
overall plans for the review of the contingency operation by inspectors general, including plans for investigations, inspections, and audits.	59–64
Submit to Congress on a quarterly basis, and to make available on an Internet website available to the public, a report on the contingency operation.	9–41

Note: The Inspectors General specified in subsection (c) are the Inspector General of the Department of Defense, Inspector General of the Department of State, and the Inspector General of the United State Agency for International Development.

EXECUTIVE SUMMARY

THE FIRST LEAD INSPECTOR GENERAL REPORT

This first combined quarterly and biannual report to Congress provides initial details of the programs and operations that support the U.S. strategy to counter the threat of the Islamic State of Iraq and the Levant (ISIL), including military operations under the complex overseas contingency operation (OCO) known as Operation Inherent Resolve (OIR). The Lead Inspector General (Lead IG) agencies—the Department of Defense Inspector General (DoD IG), Department of State Office of Inspector General (DoS OIG), and U.S. Agency for International Development Office of Inspector General (USAID OIG)—have responsibility for oversight reporting on the OCO.

The U.S. airstrikes to support counter-ISIL efforts in Iraq and Syria began in August 2014 and are considered part of the OIR contingency designation. A month after these targeted attacks began, on September 10, 2014, President Obama announced a broader strategy to degrade and defeat ISIL.[1] Six days later, President Obama appointed General John Allen (USMC, retired) as the Special Presidential Envoy for the Global Coalition to Counter ISIL.[2] His main focus is to help build membership, integrate capabilities, maintain cohesion, and sustain the international coalition efforts in a comprehensive, international strategy to defeat ISIL.[3] More than 60 partners have joined the international coalition to support a broad diplomatic, economic, and military response to ISIL.[4]

In October 2014, the military mission for Iraq and Syria was named OIR, and on October 17, the Secretary of Defense designated it an OCO.[5] Pursuant to section 8L of the Inspector General Act of 1978, as amended, the Chair of the Council of the Inspectors General for Integrity and Efficiency designated DoD Inspector General Jon T. Rymer as the Lead Inspector General for OIR on December 17, 2014.[6] Inspector General Rymer immediately appointed DoS Inspector General Steve A. Linick as the Associate Inspector General for OIR to act in a coordinating role.[7] For the full text of section 8L, see Appendix A.

At the onset of the OCO, the Lead IG agencies had already developed a comprehensive framework for their joint oversight strategy. These agencies have always had plenary authority to conduct independent and objective oversight.

For more than a decade, while they conducted independent oversight of their agencies in Iraq and Afghanistan, they also worked jointly on several projects requiring cross-agency collaboration. Since 2008, they have met quarterly, along with the Government Accountability Office, the Special Inspectors General for Iraq and Afghanistan Reconstruction, and the Service Auditors General to coordinate their oversight and avoid duplication of effort.

Section 8L provides a new mandate for the three Lead IG agencies to work together from the outset of an OCO to develop and carry out joint, comprehensive, and strategic oversight. Each IG retains statutory independence, but together, they will apply their extensive regional experience and in-depth institutional knowledge to conduct integrated, strategic oversight of the whole-of-government mission to destroy ISIL and address the severe humanitarian crisis in Iraq and Syria.

This quarterly and biannual report provides information in three main sections:

- **Operation Inherent Resolve**—includes background on the whole-of-government approach to the OCO, details on funding enacted in FY 2015 and requested for FY 2016, and the broader strategy by the United States to counter ISIL through nine lines of effort.
- **Lead IG Model**—includes background on the statutory requirements for the Lead IG, the approach for OCO oversight, strategic planning, and reporting.
- **Inspector General Activities**—includes background on the *FY 2015 Joint Strategic Oversight Plan for OIR* and the five main areas targeted for risk-based oversight, highlights of Lead IG agency reports and ongoing projects, and details of investigative and hotline coordination.

OIR AND THE U.S. STRATEGY TO COUNTER ISIL

In November 2014, the President submitted to Congress a $5.6 billion OCO budget amendment for FY 2015 to fund OIR and additional U.S. programs to support regional stabilization.[8] The Consolidated and Further Continuing Appropriation Act of 2015 provided $5.0 billion for DoD—predominantly to reimburse Operations and Maintenance funds related to the airstrikes and fund the training and equipping of Iraqi security forces and moderate Syrian opposition fighters.[9] An additional $520 million was requested for DoS programs

to support regional stabilization as well as some USAID humanitarian assistance.[10] DoS reported that, although not designated specifically for counter-ISIL efforts, some additional FY 2015 appropriations for DoS and USAID funded regular, ongoing activities that are supporting the counter-ISIL strategy or the response to the long-running humanitarian crisis in Syria.[11]

For FY 2016, $8.8 billion in OCO funding has been requested specifically for OIR or the counter-ISIL strategy. This includes $5.3 billion for DoD and $3.5 billion for DoS and USAID activities.[12]

In addressing the nation, President Obama announced that the United States, in concert with coalition partners, will carry out a comprehensive strategy to defeat ISIL and deny it safe haven. He noted that the strategy incorporates all elements of national power and features core elements, or nine lines of effort (LOEs), to degrade and defeat ISIL:[13]

- supporting effective governance in Iraq
- denying ISIL safe haven
- building partner capacity
- enhancing intelligence collection on ISIL
- disrupting ISIL's finances
- exposing ISIL's true nature
- disrupting the flow of foreign terrorist fighters
- protecting the homeland
- humanitarian support

The strategy includes military and non-military objectives complementary to the global international coalition. In remarks before a Counter-ISIL Coalition Small Group meeting in January 2015, Secretary of State Kerry emphasized that "undermining the narrative of ISIL, interdicting the flow of foreign fighters, stopping the flow of financial funding to ISIL, is as important as the military campaign itself."[14] The U.S. whole-of-government approach brings together homeland security, law-enforcement, intelligence, diplomatic, military, capacity-building, and information-sharing efforts across multiple agencies, including DoD, DoS, USAID, the Department of Homeland Security, Department of Justice, Department of the Treasury (Treasury), Federal Bureau of Investigation (FBI), Director of National Intelligence, and the National Counterterrorism Center.[15]

The U.S. Central Command has responsibility for the OIR military campaign and coordinating with its coalition partners. U.S. precision airstrikes are part of the operations to deny ISIL safe haven. An OIR training and equipping mission is working to improve the capacity of security forces in Iraq and support moderate Syrian opposition fighters in Syria so that they may be able to defend their homeland territories. DoD also supports other lines of effort that other agencies and coalition members are pursuing.[16]

According to DoS officials, several DoS programs are already in progress to build the capacity of the Government of Iraq and address democracy and governance, security and law enforcement, economic and political reform, and human rights.[17] DoS and Treasury are working with several other U.S. agencies and an independent intergovernmental body called the Financial Action Task Force to disrupt ISIL's ability to fund operations.[18]

Stemming the flow of foreign terrorist fighters to and from the battlefield is a high priority for the entire international community. The United Nations adopted a resolution that identifies and directs 27 actions of the Member States and affiliates, to "prevent and suppress" the activities of foreign terrorist fighters.[19] Additionally, at least 18 coalition partners have passed new legislation to enact criminal justice reform and enhance border control and intelligence sharing.[20] U.S. agencies are working to track foreign fighters who return to their countries of origin, especially those returning to the United States.[21]

Protecting the homeland is another important element of the counter-ISIL strategy. U.S. agencies are engaged in a range of efforts to work with trusted local partners to counter violent extremism at home.[22]

DoS, USAID, and other U.S. agency partners have been working to address the humanitarian crisis in Iraq and Syria since 2012. USAID reported that it has provided nearly $3.7 billion in humanitarian assistance for Syria alone over the last 4 years to help a population in need that now exceeds 12 million.[23] In April 2015, President Obama met with Iraqi Prime Minister Haider al-Abadi in Washington, DC, where he announced nearly $205 million in additional U.S. funding to respond to urgent humanitarian needs in Iraq. U.S. humanitarian assistance in Iraq now exceeds $407 million since FY 2014. In line with international humanitarian principles, U.S. humanitarian assistance is provided solely based on need and is not targeted based on political, religious, or ethnic affiliations.[24]

IMPLEMENTING THE LEAD IG MODEL

Lead IG implementation began with the designation of the Lead Inspector General. In a little over three months, the Lead IG agencies leveraged their resources, infrastructure, and well established, proven methods to complete strategic planning and begin oversight.

On March 31, 2015, the Lead IG agencies finalized the *FY 2015 Joint Strategic Oversight Plan for OIR*.[25] The purpose of the joint strategic plan is to provide coordinated and comprehensive oversight during an OCO. For OIR, Lead IG planners used a risk-based approach that resulted in five strategic oversight issue areas: oversight of contracts, operations, governance, humanitarian and development assistance, and intelligence.[26] This comprehensive approach looks to increase the Lead IG agencies' effectiveness of oversight capabilities across agency jurisdictional divisions and provide results to help Congress and agency leadership make informed program, policy, and funding decisions.

Although the Lead IG agencies have primary oversight responsibilities for the contingency, other IG partners have projects related to this work. Efforts to engage partners to coordinate oversight activities have been met with responsiveness and great interest. This coordination will further enhance the Lead IG agency planning and reporting to allow for a more complete whole-of-government picture of the U.S strategy.

The Lead IG agencies have adopted an expeditionary workforce model for auditors, investigators, and other critical personnel who will be deployed for 6 months or more to support efforts throughout the region. Special Agents will work alongside partner criminal investigative agencies to investigate fraud, corruption, and other criminal activities. All three Lead IG agency offices have conducted site visits to the region. In February 2015, DoD IG established a field office at Camp Arifjan, Kuwait, and has additional offices at al-Udeid Air Base, Qatar, for both permanent and temporary duty personnel. DoS OIG and USAID OIG are currently operating from offices in Germany and are examining options to deploy personnel to the region.

INSPECTOR GENERAL ACTIVITIES

As of March 31, 2015, the Lead IG agencies had issued 7 reports and had 16 projects ongoing. Reports issued since December 17, 2014, addressed:

- **Contingency Contracting Framework for Reform (DoD IG).** DoD IG focused on previously identified contracting problems related to contingency operations and the related fraud investigations, especially in the areas of oversight and surveillance, requirements, property accountability, financial management, and contract pricing. They reviewed 40 reports, affecting 9 systemic contracting problem areas, and 21 OCO fraud investigations, affecting 6 contracting problem areas.
- **Information Operations (IO) in a Contingency Environment (DoD IG).** This classified report summarized weaknesses identified through 7 years of reporting on IO systemic challenges. The report identified areas of compliance with rules and regulations, contractors, and contract awards, as well as weaknesses in synchronizing, planning, executing, and assessing IO.
- **Military Construction in a Contingency Environment (DoD IG).** DoD IG and the Air Force Audit Agency summarized the weaknesses found in 11 previously issued reports on contingency construction contracts in Afghanistan and Iraq. The report identified inadequate quality assurance and contract oversight, unclear guidance, lack of coordination, lack of contract files, and weaknesses in funding approval processes.
- **Train, Advise, Assist, and Equip Lessons Learned (DoD IG).** DoD IG focused on lessons learned in operations by U.S. and coalition forces in Iraq and Afghanistan, providing insights for the efforts from logistics development and sustainment to accountability and control of U.S.-supplied equipment. Lessons learned help inform DoD commanders and contract managers about problem areas and systemic challenges in the effort to develop partner-nation security forces.
- **Humanitarian Assistance for Syria (DoS OIG).** DoS OIG made recommendations to improve the administration and monitoring of activities with the Bureau of Population, Refugees and Migration (PRM). In 9 months, funds obligated for PRM humanitarian assistance had more than doubled. DoS OIG found that PRM performance in managing and overseeing the assistance instruments and compliance with DoS guidance of these funds was mixed.

- **Medical Support Service in Iraq (DoS OIG).** DoS OIG issued a management assistance report on concerns with oversight of medical support services in Iraq. Limited on-site oversight of this contract by a technically qualified contracting officer representative exposed DoS to the risk of incurring unauthorized commitments and to claims by contractors. DoS OIG will issue a final report when the audit on the U.S. Mission Iraq Medical Service is completed.
- **USAID/Jordan's Water and Wastewater Infrastructure Project (USAID OIG).** USAID OIG found that the right engineering support was being provided for this project, and the mission was making progress toward its goal. However, USAID OIG found the costs of operating, replacing, and building infrastructure to be inherently unsustainable because the Government of Jordan was not recovering all the costs. The audit recommended a revised certification with Jordan's Water Authority to inform funding decisions, in particular, for a new plant in Tafilah Governorate worth about $18 million.

Investigations

Over the course of several months, the investigative offices of the Lead IG agencies have laid the groundwork for establishing a multiagency investigations working group. Partner agencies in the group include the U.S. Army Criminal Investigation Command, the U.S. Air Force Office of Special Investigations, the Naval Criminal Investigative Service, and the FBI, as well as other federal prosecution components. As of March 31, 2015, the coordination effort was centered on strategic planning and formalizing an organizational structure for the investigative working group, which will operate under the terms of a memorandum of agreement, currently in development.

Hotlines

Hotlines play a pivotal role in detecting fraud, waste, and abuse. The Lead IG agencies worked immediately to coordinate hotline capabilities at the onset of the contingency operation. A working group with representatives from across the three offices has evaluated best practices in delivering an appropriate hotline process across multiple organizations. Individual hotline centers will facilitate the reporting, transferring, and expediting of complaints with the same protocols.

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BACKGROUND

In 2014, amid the chaos of Syria's civil war, the former al-Qaeda terrorist affiliate ISIL began to gain territory on both sides of the Iraq-Syria border.[27] The complex humanitarian crisis in Syria had already been building for more than 3 years, primarily as a result of the actions of the Asad regime. USAID reported that it has provided nearly $3.7 billion in humanitarian assistance to Syria over the last 4 years to help a population in need that now exceeds 12 million.[28]

President Obama announced in June 2014 that he had convened a meeting of the National Security Council (NSC) to discuss the situation in Iraq following ISIL's advances, including the capture of Mosul city and control of the precarious Mosul dam.[29] By June 19, 2014, the President announced preparations for a joint operations center in Baghdad and northern Iraq to share intelligence and coordinate planning to confront ISIL. He laid out a preliminary strategy to use the new Counterterrorism Partnerships Fund (CTPF) to provide Iraq's security forces equipment and send up to 300 U.S. military advisors to assess how best to train and support those forces. Secretary of State Kerry departed within the week to meet with allies and partners in the Middle East and Europe as part of a diplomatic effort to work with Iraqi leaders and countries in the region to support stability in Iraq. The President emphasized the need for "an inclusive political process, a more capable Iraqi security force, and counterterrorism efforts that deny groups like ISIL a safe haven."[30]

Over the summer, ISIL continued its advance to take other areas in Iraq, including northern towns like Sinjar. There, a predominantly Yezidi and Christian minority population had become victim to mass executions and enslavement. As Iraqis fled north to Erbil on August 7, 2014, the President authorized U.S. airstrikes to support operations to rescue those trapped on Mount Sinjar. U.S. humanitarian assistance to the besieged civilians was already under way.[31]

On September 10, 2014, President Obama addressed the nation to explain the expanded U.S. strategy in Iraq and Syria to counter the threat of ISIL. He laid out a plan for increased airstrikes and additional U.S. service members deployed to train and advise Iraqi Security Forces, Kurdish *Peshmerga* forces, and moderate Syrian fighters.[32] The President identified nine core elements of the mission focused on one goal: "degrade, and ultimately destroy, ISIL through a comprehensive and sustained counterterrorism strategy" so that it is no longer a threat to Iraq, the region, the United States, and its partners.[33]

These nine lines of effort (LOEs) describe military operations to deny ISIL safe haven and build the capacity of security forces, as well as programs to support stabilization in the region, provide humanitarian assistance, stem the flow of foreign terrorist fighters, and protect the homeland.[34]

On September 16, 2014, President Obama appointed General John Allen (USMC, retired) as the Special Presidential Envoy for the Global Coalition to Counter ISIL.[35] General Allen reports to both the President and the Secretary of State, with the main focus of helping to build membership, integrate capabilities, maintain cohesion, and sustain the international coalition efforts in a comprehensive strategy to defeat ISIL.[36] This includes multinational planning and coordination with coalition leadership, Iraqi government officials, and moderate Syrian opposition groups.[37]

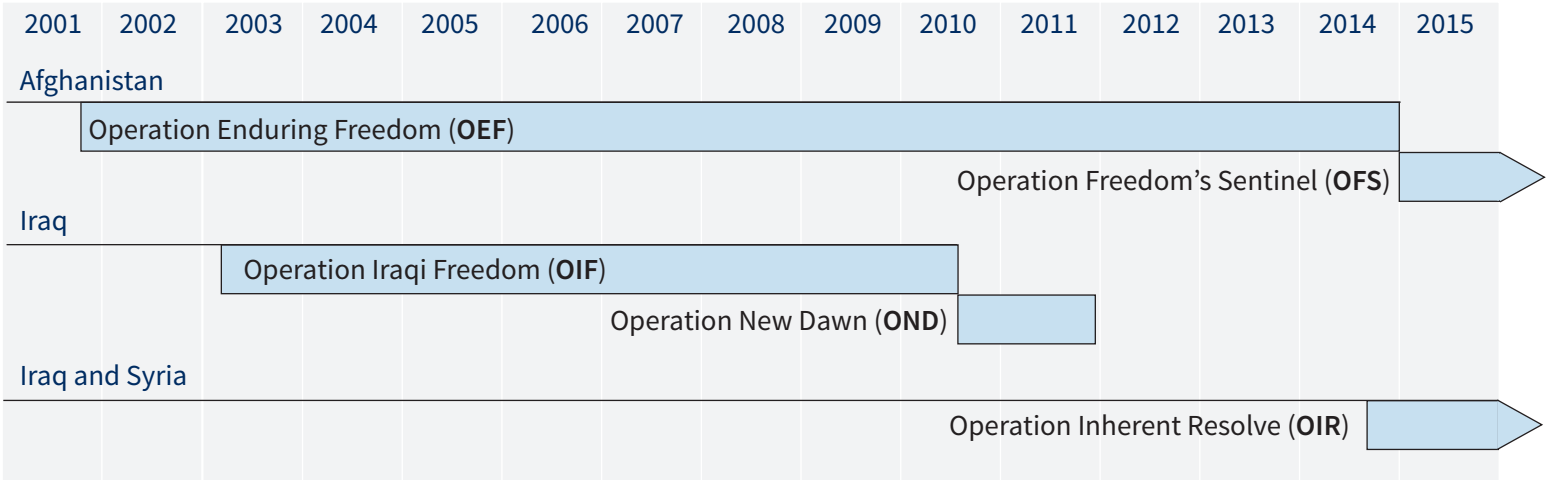
U.S. Secretary of State John Kerry presides over a meeting of more than 60 anti-ISIL coalition parties on December 3, 2014, at NATO Headquarters in Brussels, Belgium. (DoS photo)

DESIGNATING AN OVERSEAS CONTINGENCY OPERATION

In October 2014, the U.S. Central Command (CENTCOM) announced that U.S. military operations against ISIL in Iraq and Syria had been named Operation Inherent Resolve (OIR). OIR applied retroactively to all military airstrikes that had been conducted since August 8, 2014.[38] On October 17, 2014, the Secretary of Defense designated OIR an overseas contingency operation (OCO).[39] At that time, it was the Administration's position that two congressional laws governed the use of U.S. military force in the region. The 2001 authorization targeted al-Qaeda and the Taliban, and the 2002 authorization governed the use of force in Iraq.[40]

Since September 11, 2001, several operations have been designated OCOs under the Global War on Terror and the two authorizations for the use of military force (AUMFs). U.S. military combat operations evolved in these OCOs, transitioning to missions in support of stabilization efforts. Starting in 2009, funding for these operations began to be requested and provided under a separate OCO appropriations category.[41] By 2010, the mission in Iraq had transitioned from Operation Iraqi Freedom (OIF) to an advise-and-assist mission under Operation New Dawn (OND).[42] Similarly, on December 31, 2014, combat operations under Operation Enduring Freedom (OEF) officially ended in Afghanistan and shifted to a follow-on mission called Operation Freedom's Sentinel (OFS).[43] For a Lead IG-prepared timeline of these OCO transitions, see Figure 1.

Figure 1
U.S. OCO Designations, Southwest Asia, 2001–2015



Although the Administration considers the expanded OIR mission against ISIL to be under the umbrella of the existing authorizations, it has introduced a draft AUMF limited to a three-year period, recommending repeal of the 2002 authorization for Iraq. According to the President, the new request supports the comprehensive strategy to degrade and defeat ISIL.[44] As of March 31, 2015, Congress was still considering this new authorization request.

WHOLE-OF-GOVERNMENT APPROACH

Special Presidential Envoy Allen partners with the NSC staff and co-chairs the Interagency Policy Committee (IPC) for the whole-of-government strategy across the nine LOEs. A Deputy Special Presidential Envoy has been appointed to support General Allen. Together, they work closely with multiple departments and agencies to coordinate the overall campaign to defeat ISIL, including DoD, DoS, USAID, Treasury, the National Counterterrorism Center (NCTC), Department of Homeland Security (DHS), FBI, and Director of National Intelligence (DNI).[45] DoS reported that action plans have been prepared for seven LOEs. The other two LOEs are guided by campaign plans CENTCOM has prepared to address strategies and goals for military operations under OIR.[46]

President Barack Obama shakes hands with General Lloyd J. Austin III, commander of the U.S. Central Command at a speech on the fight to defeat ISIL attended by the Secretary of Defense and CENTCOM leaders on September 17, 2014. (DoD photo)

Global Coalition to Counter ISIL

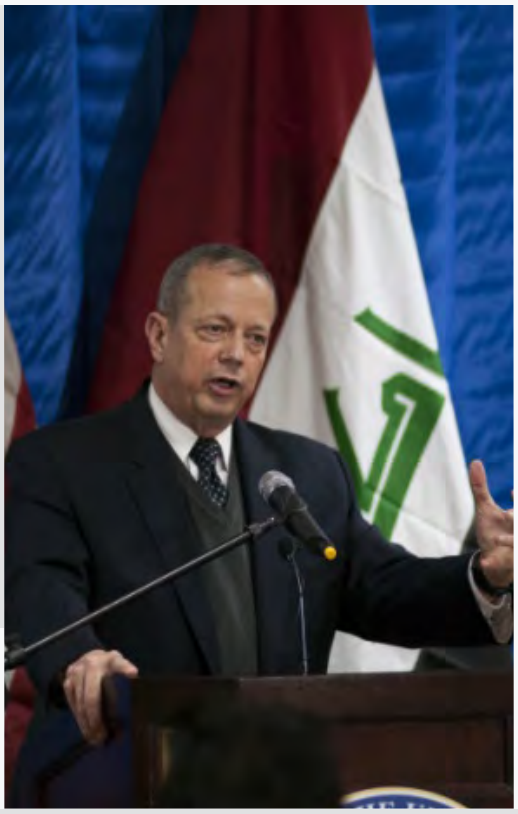
The Global Coalition to Counter ISIL was formed in September 2014 based on worldwide concern over ISIL's threat to international security and condemnation of its terrorist activities, as reflected in Arab League Resolution 7804 (September 7, 2014), the Jeddah Communiqué (September 11, 2014), the Paris Statement (September 15, 2014) and UN Security Council Presidential Statement 2014/20 (September 19, 2014). As of March 31, 2015, more than 60 partners had joined the international coalition to support a broad diplomatic, economic, and military response to ISIL. At a meeting of the United Nations Security Council on Iraq in September 2014, Secretary of State Kerry emphasized: "There is a role for nearly every country in the world to play…."

On December 3, 2014, coalition partners met at the invitation of U.S. Secretary of State John Kerry for substantive deliberations at the first ministerial-level plenary session for the Global Coalition to Counter ISIL, in Brussels, Belgium. Coalition partners reaffirmed their commitment to work together under a common, multifaceted, and long-term strategy to degrade and defeat ISIL. DoS reported that participants agreed to meet at the ministerial level at least every 6 months and decided that the global coalition should focus on multiple lines of effort.

Pursuant to the objectives identified at the ministerial meeting, a small group of coalition partners formed to facilitate more frequent coordination and to advise the full coalition. On January 22, 2015, the Counter-ISIL Coalition Small Group held its first meeting in London, where there was broad consensus to form consultative working groups involving all coalition partners. These working groups, open to all coalition partners, are designed to enhance coordination, mobilize resources, and share best practices. To the fullest extent possible, they draw on the activities of pre-existing multilateral organizations and settings, without forming duplicative structures. According to DoS, the working groups are currently developing action plans that will outline their objectives, resource needs, key challenges, and measures of performance.

"…terrorism can only be defeated by a sustained and comprehensive approach involving the active participation and collaboration of all States, and international and regional organizations to impede, impair, isolate and incapacitate the terrorist threat…"

–UN Security Council Resolution 2170, August 15, 2014



Retired Marine General John R. Allen, Special Presidential Envoy, addresses Iraqi and Western media representatives on January 14, 2015, during a press conference at U.S. Embassy Baghdad. (DVIDS photo)

According to the Special Presidential Envoy, the breadth and diversity of partners supporting the coalition demonstrate the global and unified nature of this endeavor. Below is a non-exhaustive list of the partners that have joined this effort to date.

Albania
Arab League
Australia
Austria
Bahrain
Belgium
Bosnia and Herzegovina
Bulgaria
Canada
Croatia
Cyprus
Czech Republic
Denmark
Egypt
Estonia
European Union
Finland
France
Georgia
Germany
Greece
Hungary
Iceland
Iraq
Ireland
Italy
Japan
Jordan
Kosovo
Kuwait
Latvia
Lebanon
Lithuania
Luxembourg
Macedonia
Moldova
Montenegro
Morocco
The Netherlands
New Zealand
Norway
Oman
Panama
Poland
Portugal
Qatar
Republic of Korea
Romania
Saudi Arabia
Serbia
Singapore
Slovakia
Slovenia
Somalia
Spain
Sweden
Taiwan
Turkey
Ukraine
United Arab Emirates
United Kingdom
United States

For the sources of information for this discussion of the Global Coalition to Counter ISIL, see the last endnote of this report.

As Special Presidential Envoy, General Allen works closely with the Office of the Secretary of Defense, Joint Staff, and CENTCOM. Specifically, CENTCOM has responsibility for leading the military campaign to deny ISIL safe haven, including airstrikes, and building the capacity of Iraq's security forces and moderate Syrian opposition fighters. This includes training, advising, and assisting partner security forces engaged in the fight against ISIL.[47] Coalition military forces coordinating with the United States to conduct airstrikes against ISIL in Iraq include Australia, Belgium, Canada, Denmark, France, Jordan, the Netherlands, and the United Kingdom. In Syria, the coalition military forces conducting airstrikes include the United States, Bahrain, Canada, Jordan, Saudi Arabia, and the United Arab Emirates.[48]

The Special Presidential Envoy is supported by a Coalition Working Group (CWG) administered by the DoS Bureau of Near Eastern Affairs (NEA).[49] It includes members from NEA and the DoS Bureaus of Counterterrorism (CT), Democracy, Human Rights and Labor (DRL), European and Eurasian Affairs (EUR), Conflict and Stabilization Operations (CSO), Population Refugee and Migration (PRM), Public Affairs (PA), East Asia Pacific Affairs (EAP), Economic and Business Affairs (EB), International Narcotics and Law Enforcement Affairs (INL), Political-Military Affairs (PM) as well as liaisons from USAID and CENTCOM. DoS reported that the CWG coordinates with international coalition partners to maintain cohesion, acts as a secretariat for the coalition, and integrates the action plans of five coalition working groups.[50] The Office of the Special Presidential Envoy coordinates directly with senior officials and action officers from a range of U.S. departments and agencies, covering each strategic LOE.[51]

FUNDING

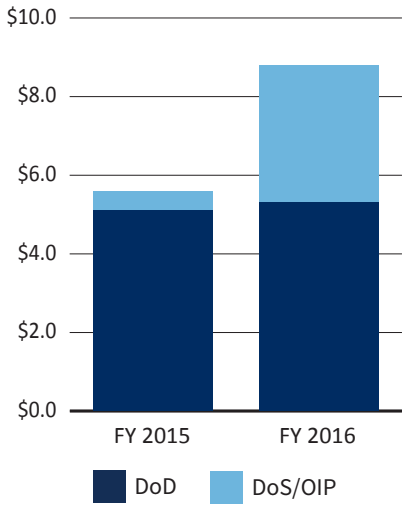
On November 10, 2014, the President submitted to Congress a $5.6 billion OCO budget amendment request for FY 2015 to support the U.S. strategy to degrade and defeat ISIL, including military operations as part of OIR. This budget request included $5 billion for DoD and $520 million for DoS and Other International Programs (OIP), including funding for USAID.[52] For details of the amounts requested for DoD and DoS, see Table 1.

In December 2014, the Consolidated and Further Continuing Appropriation Act, 2015, provided $5.0 billion in OCO funds for DoD related to OIR.[53] Nearly

half supports the training and equipping of the Iraqi Security Forces and Kurdish *Peshmerga* forces in Iraq for the fight against ISIL. This includes $1.6 billion for a new Iraq Train and Equip Fund (ITEF) and almost $800 million in Army Operations and Maintenance funds to support the ITEF mission.[54]

The FY 2015 DoS appropriations bill did not specifically provide increased funding against the FY 2015 budget amendment, except for increases in humanitarian assistance and funds for the Broadcasting Board of Governors (BBG). However, the bill did provide funding for regular, ongoing activities that are to support a full range of DoS and USAID activities, including those in support of the counter-ISIL strategy or in response to the Syria crisis.[55]

Figure 2
Requested OCO Appropriations
($ Billions)



Sources: The White House, "White House Fiscal Year 2015 Budget amendment, 11/10/2014; OUSD(C), "United States Department of Defense Fiscal Year 2016 Budget Request: Overview," 2/2015, p. 7-6; DoS, "Fact Sheet: Department of State and U.S. Agency for International Development FY 2016 Budget," 2/2/2015.

DoS reported that, as of March 31, 2015, most appropriations made available in FY 2015 had yet to be released.[56] DoS has identified funding within its initial budget allocation to address many of the counter-ISIL LOEs, but it reports that the lack of additional DoS and USAID appropriations for these purposes will mean a more limited effort than was originally envisioned and offsets elsewhere globally.[57]

Funding requested for FY 2016 totals $8.8 billion. DoD requested $5.3 billion, including $0.7 billion for the ITEF to continue support for Iraq's military forces and $0.6 billion for the Syria Train and Equip Fund (STEF) to train and equip vetted Syrian opposition forces.[58] The budget request also includes $3.5 billion for DoS and USAID activities to strengthen regional partners, counter ISIL, provide humanitarian assistance, and strengthen Syria's moderate opposition to advance the conditions for a negotiated political transition.[59] For an overview of OCO appropriations requested in the FY 2015 budget amendment and for FY 2016, see Figure 2.

The President has named other funds central to countering ISIL, including the CTPF, which supports training and other capacity-building for partner countries on the front lines of countering shared terrorist threats.[60] In FY 2015, this fund provided $1.3 billion for DoD, and nearly $2.5 billion has been requested for the CTPF in FY 2016, including $2.1 billion for DoD and $390 million for DoS.[61]

Table 1

FY 2015 OCO Budget Amendment Request
($ Thousands)

Area	Purpose	Proposed Amount
Department of Defense – Military Programs (DoD)		
Military Personnel, Army	Active, Guard, and Reserve	118,467
Military Personnel, Navy	Active and Reserve	819
Military Personnel, Marine Corps	Active and Reserve	2,084
Military Personnel, Air Force	Active, Guard, and Reserve	19,987
Operation and Maintenance, Army	OIR and Iraqi train and equip support	779,554
Operation and Maintenance, Navy	O&M	122,628
Operation and Maintenance, Marine Corps	O&M	12,970
Operation and Maintenance, Air Force	O&M	931,637
Operation and Maintenance, Defense-Wide	O&M	463,962
Operation and Maintenance, Army Reserve	O&M	4,960
Iraq Train and Equip Fund	To remain available until Sept. 30, 2017	1,618,000
Missile Procurement, Army	Replacement of Hellfire missiles	3,036
Other Procurement, Army	Counter intelligence communications and electronics equipment programs	51,030
Aircraft Procurement, Navy	Small, tactical unmanned aerial vehicles	55,000
Weapons Procurement, Navy	Replacement of tactical missiles	54,329
Procurement of Ammunition, Navy and Marine Corps	Replacement of general purpose bombs	2,510
Other Procurement, Navy	Counter intelligence communications and electronics equipment programs	8,270
Missile Procurement, Air Force	Replacement of Hellfire tactical missiles and small-diameter bombs	21,250
Procurement of Ammunition, Air Force	Replacement of conventional ammunition	49,053
Other Procurement, Air Force	For classified purposes	544,502
Procurement, Defense-Wide	Special Operations Command equipment and various intelligence support programs	38,845
Research, Development, Test and Evaluation, Navy	Small, tactical Unmanned Aerial Systems research and Special Operations Command	940
Research, Development, Test and Evaluation, Air Force	For classified purposes. To remain available until Sept. 30, 2016	14,706
Research, Development, Test and Evaluation, Defense-Wide	For classified purposes	129,050
	Subtotal–DoD	**5,047,589**

(continued on next page)

Area	Purpose	Proposed Amount
Department of State and Other International Programs (DOS/OIP)		
Diplomatic and Consular Programs	To expand the Center for Strategic Counterterrorism Communications' counterterrorism messaging and other programs	8,600
Economic Support Fund	To support Syrian stabilization strategies	100,000
Foreign Military Financing Program	To support Jordan and Lebanon's efforts regarding ISIL and other extremists in the region	250,000
Peacekeeping Operations	To bolster the capacity of the moderate Syrian opposition to counter ISIL and other extremist groups	65,000
International Disaster Assistance	USAID – for continued support to address the humanitarian crisis in Iraq	90,000
International Broadcasting Operations	Broadcasting Board of Governors – for international communication activities. To remain available until Sept. 30, 2016.	6,300
	Subtotal–DOS/OIP	**519,900**
	TOTAL OCO Amendment Request	**5,567,489**

Note: The FY 2015 Consolidated and Further Continuing Appropriation Act provides that the appropriation for ITEF remain available until September 30, 2016. See Section 2, Division C, Title IX of the Act. See the discussion of "Building Partner Capacity" in this report for further restrictions placed on ITEF appropriations.

Source: White House, Fiscal Year 2015 Budget amendment, 11/10/2014, www.whitehouse.gov/sites/default/files/omb/ assets/budget_amendments/amendment_11_10_14.pdf, accessed 3/31/2015.

9 Strategic Lines of Effort to Counter ISIL

SUPPORTING EFFECTIVE GOVERNANCE IN IRAQ

We are supporting the new Iraqi government on efforts to govern inclusively and effectively as well as to strengthen its cooperation with regional partners.

DENYING ISIL SAFE-HAVEN

We are conducting a systematic campaign of airstrikes against ISIL in Iraq and Syria. Working with the Iraqi government, we are striking ISIL targets and supporting Iraqi forces on the ground. We will degrade ISIL's leadership, logistical and operational capability, and deny it sanctuary and resources to plan, prepare and execute attacks.

BUILDING PARTNER CAPACITY

We will build the capability and capacity of our partners in the region to sustain an effective long-term campaign against ISIL. Our advisors are working to advise Iraqi forces, including Kurdish forces, to improve their ability to plan, lead, and conduct operations against ISIL, and we will provide training to help the Iraqis reconstitute their security forces and establish a National Guard. Our train and equip program will strengthen the Syrian moderate opposition and help the defend territory from ISIL.

ENHANCING INTELLIGENCE COLLECTION ON ISIL

Continuing to gain more fidelity on ISIL's capabilities, plans, and intentions is central to our strategy to degrade and ultimately destroy the group, and we will continue to strengthen our ability to understand this threat, as well as to share vital information with our Iraqi and Coalition partners to enable them to effectively counter ISIL.

EXPOSING ISIL'S TRUE NATURE

Clerics around the world have spoken up in recent weeks to highlight ISIL's hypocrisy, condemning the group's savagery and criticizing its self-proclaimed "caliphate." We are working with our partners throughout the Muslim world to highlight ISIL's hypocrisy and counter its false claims of acting in the name of religion.

DISRUPTING ISIL'S FINANCES

ISIL's expansion over the past year has given it access to significant and diverse sources of funding. So, we are working aggressively with our partners on a coordinated approach to reduce ISIL's revenue from oil and assets it has plundered; limit ISIL's ability to extort local populations; stem ISIL's gains from kidnapping for ransom; and disrupt the flow of external donations to the group.

DISRUPTING THE FLOW OF FOREIGN TERRORIST FIGHTERS

Foreign terrorist fighters are ISIL's lifeblood, and a global security threat—with citizens of nearly 80 countries filling its ranks. On September 24, the President convened an historic Summit-level meeting of the UN Security Council, focused on this issue and we will continue to lead an international effort to stem the flow of fighters into Syria and Iraq.

PROTECTING THE HOMELAND

We will continue to use the criminal justice system as a critical counterterrorism tool, work with air carriers to implement responsible threat-based security and screening requirements, and counter violent extremism here at home.

HUMANITARIAN SUPPORT

We and our partners will continue to provide humanitarian assistance to the displaced and vulnerable in Iraq and Syria.

Source: The White House, "The Administration's Strategy to Counter the Islamic State of Iraq and the Levant (ISIL) and the Updated FY 2015 Overseas Contingency Operations Request," November 7, 2014.

STRATEGIC LINES OF EFFORT

The U.S. strategy to defeat ISIL focuses on nine LOEs that encompass the key components of security, governance, economics, and development, for a whole-of-government campaign designed to shape the decision making and behavior of ISIL, and ultimately to defeat and destroy it. In February 2015, the Special Presidential Envoy described how the Global Coalition of more than 60 partners has pursued "a carefully crafted and comprehensive strategy" to defeat ISIL "as an idea."[62] The coalition's strategy aims at weakening ISIL across lines of effort similar to those framed by the United States, providing security assistance, disrupting the flow of foreign terrorist fighters, draining ISIL's financial resources, providing humanitarian relief, and defeating what ISIL represents.[63]

Many core responsibilities are part of executing this strategy, including diplomatic engagement at multiple posts. Programs implemented by DoS, USAID, and DoD are responsive to multiple objectives, including acheiving longstanding development and security goals, responding to the multifaceted crisis in Syria, and countering ISIL. According to DoS, these programs are not easily separated because some programs have multiple purposes, and some longstanding programs have been reprioritized or changed in emphasis or geography to support the counter-ISIL strategy. Examples of programs directly attributable to counter-ISIL objectives are described below within each LOE.[64]

Due to the sensitive nature of the subject matter, some agency information is classified and is not discussed in this report.

Supporting Effective Governance in Iraq

In September 2014, the President delineated in his plan a role "to support the new Iraqi government in efforts to govern inclusively and to take significant, concrete steps to address the legitimate grievances and needs of all Iraqis."[65] DoS reported that, following the peaceful transition of power to Prime Minister Haider al-Abadi last September, and political consensus on a national plan among all three societal components, the Government of Iraq (GOI) continues to meet and exceed many of the benchmarks it set for itself on political progress and reform.[66]

DoS reported that, for the first time in 4 years, Iraq has security ministers and a full, inclusive cabinet. Prime Minister al-Abadi continues his efforts to

devolve power, not just from the office of the Prime Minister, but also from the central government, acting on key promises for greater local and provincial autonomy within Iraq's federal constitutional framework. According to DoS, the U.S. strategy hinges on "functioning federalism"—a model by which the GOI devolves additional powers to provinces, in accordance with the constitution, empowering local actors to take a greater role in their security and prosperity, addressing a key political grievance. According to DoS, during his April 2015 official visit to the United States, Prime Minister al-Abadi spoke at length about his strategy for the devolution of power and returning control of territory to provincial officials immediately following its liberation from ISIL. A key example of this was the strategy in Tikrit, whereby the Prime Minister ordered the departure of the security forces and returned control of the city to Salah al-Din province officials. DoS reported that U.S. support for the Iraqis in the Tikrit operation also positioned the United States to effectively influence stabilization and recovery planning.[67]

According to DoS, the Prime Minister has enacted a series of executive orders to promote human rights and address key grievances. For example, in October, he issued an order promoting detainee rights and respect for rule of law. DoS reported that the Prime Minister also issued an order dropping all pending lawsuits against journalists, calling for press freedom. His cabinet passed legislation calling for the development of a National Guard, a key strategy to formalize the inclusion of Sunnis into the security forces. The legislation currently awaits approval by Iraq's parliament. DoS reported that, with U.S. support and resources, the Prime Minister continues to seek alternative mechanisms to hasten the inclusion of Sunnis into the security forces as the legislation is deliberated.[68]

In a joint press conference following a meeting with Secretary of State John Kerry on December 3, 2014, Prime Minister al-Abadi spoke to the issue of human rights abuses in the conflict in Iraq. He reaffirmed his government's zero-tolerance position on human rights abuses for all prisoners. Referencing a decree he had signed a day earlier, the Prime Minister said, "We expect some backlash on this, but we are very eager to stop all abuses from all sides."[69]

According to DoS, the government was able to pass a consensus budget for 2015. Iraq's 2015 budget codified the Baghdad-Erbil oil export agreement and GOI support in action and principle for Kurdish *Peshmerga* forces and a future National Guard.[70]

CHALLENGES FOR STABILIZATION

DoS reported that Iraq faces economic challenges to effectively govern with the precipitous drop in oil prices. Oil accounts for about 90% of Iraqi government revenues. According to DoS, the GOI owes international oil companies about $9 billion from 2014, which is expected to increase by $12 billion–$18 billion in 2015. According to DoS, this puts a huge fiscal strain on the country as it tries to focus on military and humanitarian expenditures because of ISIL. DoS reported that the GOI has committed to continuing financial transfers to the Kurdistan Regional Government as enshrined in the 2015 budget.[71]

In testimony before the House Committee on Foreign Affairs on March 26, 2015, the Special Presidential Envoy emphasized the importance of stabilization efforts as the most important signal of the intentions of the GOI to fulfill its goal of "rebuilding Iraq for all Iraqis."[72] One of five working groups established by the Global Coalition to Counter ISIL focuses on stabilization. Led by Germany and the United Arab Emirates, the group met for the first time in Berlin with more than a dozen coalition partners on March 18, 2015. The partners affirmed their commitment to supporting the GOI's stabilization priorities, including the return of internally displaced persons (IDPs) to their homes, clearing of improvised explosive devices (IEDs), and assisting with resources and expertise to restore local governments and essential services once ISIL forces have been cleared from their strongholds. The Special Presidential Envoy outlined four phases along the path to stabilization:[73]

- **clearing component**—Iraqi security forces or the forces of the local Popular Mobilization Committee remove ISIL fighters from a town
- **security and policing component**—deals with crime and provides general security so life can begin to return to normal
- **restoration of local governance**—made more difficult because many officials are in exile, were killed, or have cooperated with ISIL
- **provision of essential services**—includes meeting immediate needs and short-term restoration of services, such as health, water, electricity, and rebuilding critical infrastructure

SUPPORT FOR STABILIZATION

General Allen emphasized the key role that provision of essential services plays in the aftermath of conflict. "We know from experience that these kinds of essential services are delivered more efficiently and more effectively when they are sequenced and planned early on, with close military and civilian cooperation." He cited pledges from the United Nations (UN) for humanitarian assistance and from coalition partners to create a trust fund for stabilization needs that could partially supplement a $2 billion GOI budget provided to meet these immediate needs.[74]

DoS reported in April that USAID and DoS have several programs already in progress to build the capacity of the GOI to provide essential services and govern more effectively, efficiently, and inclusively. DoS noted that some programs began prior to the U.S. counter-ISIL effort and address democracy and governance, security and law enforcement, economic and political reform, and human rights. These programs are being directed to support the counter-ISIL effort to the extent possible. According to the Near East

President Obama greets Iraqi Prime MinisterHaider al-Abadi at the White House on April 14, 2015. (White House photo)

Asia Affairs Assistance Coordination Office, most DoS efforts related to the counter-ISIL strategy are now largely supported by its diplomatic efforts in the Middle East region. In recent visits to the U.S. Embassies in Amman, Jordan, and Baghdad, Iraq, DoS OIG observed that activities at the embassies focused almost entirely on countering ISIL, building the coalition, and assisting the host-nation governments with longstanding development and security issues as well as countering the effects of the Syria crisis.[75]

Coalition partners have recognized the multiple challenges Iraq faces as it works to defeat ISIL within its own borders and address policing and delivery of essential services in areas as they are liberated from terrorist control.[76] Iraqi Prime Minister Haider al-Abadi affirmed his country's resolve in the fight against ISIL, saying, "We have to stop them for our own sake."[77]

On April 14, 2015, President Obama met with Prime Minister al-Abadi in Washington, DC, to discuss Iraq's planning and resourcing for key stabilization priorities. During his visit, Prime Minister al-Abadi asserted that Iraq's working democracy is a "national unity government that is unique in the region." He thanked the United States for its support through training, provision of weapons, and the air cover provided to the Iraqi security forces. He emphasized that Iraq will bring the foreign terrorist fighters under the control of the state and prosecute them through their judicial system.[78]

Denying ISIL Safe Haven

In coordination with coalition partners, the U.S. military is conducting operations under OIR to meet the following strategic objectives to degrade and defeat ISIL in Iraq and Syria:[79]

- Conduct a systematic campaign of airstrikes against these terrorists.
- Work with the Iraqi government, expand efforts beyond protecting [U.S. personnel] and humanitarian missions [to hit] ISIL targets as Iraqi forces go on offense.
- Take direct military action against ISIL terrorists in Syria and in Iraq.
- Degrade ISIL's leadership, logistical and operational capability, and deny it sanctuary and resources to plan, prepare, and execute attacks.

In testimony before the Senate Committee on Foreign Relations on March 11, 2015, the Chairman of the Joint Chiefs of Staff described coalition operations in two parts:[80]

- a main effort in Iraq to supply air power to a "credible ground partner" and "degrade and eventually defeat ISIL"
- a supporting effort in Syria "to build a partner"

He described a combination of Intelligence, Surveillance, and Reconnaissance (ISR) and close-air support provided by U.S. and coalition partners that has prevented ISIL's free transit across the Syria-Iraq border. He stated: "They are isolated and degraded in Syria while we conduct our main effort inside of Iraq."[81]

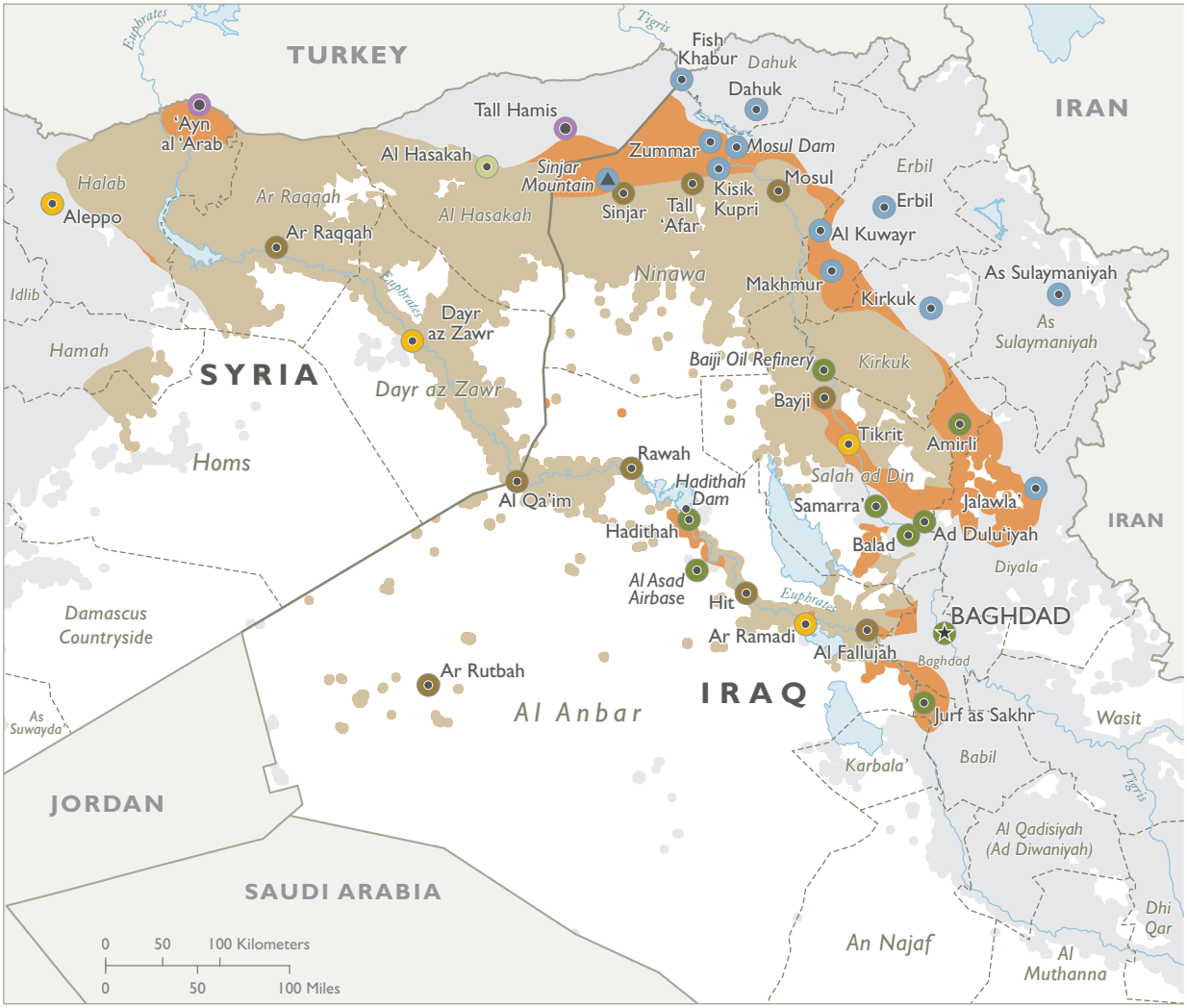
At a total cost of $1.83 billion,[82] DoD reports that, as of March 2015, nearly 3,000 airstrikes had been conducted in both Iraq and Syria as part of military operations coordinated among 14 coalition countries.[83] Approximately 1,600 strikes have targeted ISIL positons in Iraq since August 8, 2014, and more than 1,200 have targeted ISIL in Syria since December 23, 2014.[84] According to DoD, these strikes damaged or destroyed more than 150 oil and gas facilities, 441 ISIL staging areas, and nearly 1,700 buildings, among hundreds of other targets.[85] For details of the coalition's progress in reducing ISIL's operating area in Iraq, presented by CENTCOM as of April 2015, see Figure 3 (also available at www.defense.gov).

A pair of U.S. Air Force F-15E Strike Eagles fly over northern Iraq after conducting airstrikes against ISIL targets in Syria, September 23, 2014. (U.S. Air Force photo)

Figure 3

Iraq and Syria: ISIL's Reduced Operating Areas as of April 2015

Islamic State of Iraq and the Levant's (ISIL) frontlines in much of northern and central Iraq have been pushed back since August 2014. ISIL can no longer operate freely in roughly 25 to 30 percent of populated areas of Iraqi territory where it once could. These areas translate into approximately 13,000 to 17,000 square kilometers (or 5,000 to 6,500 square miles). However, because of the dynamic nature of the conflict in Iraq and Syria, this estimate could increase or decrease depending on daily fluctuations in the battle lines. ISIL's area of influence in Syria remains largely unchanged, with its gains in As Suwayda', Damascus Countryside, and Homs Provinces offset by losses in Halab and Al Hasakah Provinces.



Areas of Influence

- ISIL dominant as of April 2015
- ISIL's territorial losses since August 2014
- Populated area
- Sparsely populated or unpopulated
- Administrative boundary

Dominant Group

- ISIL
- Syrian Kurd
- Iraqi Kurdish security forces
- Iraqi Government
- Syrian Government
- Contested city

Note: Our judgment as to which group has dominant influence over a particular city is based on a body of sources that we deem reliable.

Note: This is a CENTCOM graphic reproduced in its original format, available also at www.defense.gov/home/features/2014/0814_iraq/.

DoD reported on March 26, 2015, that the coalition had "arrested ISIL's momentum, degraded its ability to mass and maneuver forces, pressured or eliminated its leadership cells, and disrupted its command and control and supply lines." In testimony before the House Committee on Foreign Affairs, the Middle East Principal Director for Office of the Assistant Secretary of Defense for International Security Affairs said, "Overall, we've put ISIL on the defensive in Iraq."[86]

Building Partner Capacity

The OIR military mission centers on building the capacity of Iraq's security forces and moderate Syrian opposition fighters so that they may be able to defend homeland territory, stabilize areas once control shifts from enemy elements, and drive back ISIL in offensive operations. President Obama outlined several aspects of this LOE:[87]

- Provide weapons, ammunition, and equipment and train and advise Iraqi forces, including Kurdish forces, improving their ability to plan, lead, and conduct operations against ISIL.
- Help form National Guard units that would be recruited locally and be responsible for protecting their own communities and securing areas freed from ISIL's control.
- Provide additional congressional authorities and resources to train and equip Syrian opposition fighters so they can defend themselves and their neighborhoods against ISIL incursions and ultimately push back on ISIL forces and the Asad regime.
- Train, build capacity, and facilitate support for partner countries on the front lines of countering shared terrorist threats, both in the region and beyond with funding provided in the Counterterrorism Partnerships Fund.

The FY 2015 OCO amendment for OIR provided $1.6 billion for the new ITEF, which funds training for Iraq's security forces. An additional $800 million supports related U.S. Army ITEF activities. DoD will use the ITEF "to support the military and other security forces of, or associated with, the GOI, including Kurdish and tribal security forces, with a national security mission to counter ISIL." Funding authority allows for the provision of equipment, supplies, services, training, facility and infrastructure repair, renovation, construction, and stipends under the following conditions:[88]

- The GOI is in the lead and will share the cost burden, including items such as site operations, life support of its forces, and other costs.

- U.S. assistance is limited and focused on bridging the most critical near-term capabilities consistent with the campaign plan.
- Coalition participation and support will be actively sought for both personnel and financial support.

DoD reported that FY 2015 ITEF funds will be used to train and equip 12 brigades at four training sites in Iraq, including 9 Iraqi Security Forces brigades and 3 Kurdish *Peshmerga* brigades.[89] According to DoD, approximately 3,000 U.S. military personnel were working in Iraq as of March 2015. About half were assigned to train, equip, and advise Iraqi forces. Trainers began working with local partners last summer.[90] DoD requested $0.7 billion for the ITEF in FY 2016 to continue the train and equip mission in Iraq next year.[91]

Additional funding, not designated specifically for OIR, was requested in both the original and amended FY 2015 budget requests to support building partner capacity through the CTPF. Appropriations to this global fund are made available to DoD and DoS with provisions for flexibility in transfer among various

U.S. Army soldier demonstrates the proper kneeling firing position to an Iraqi Army soldier at Camp Taji, Iraq on March 24, 2015. (U.S. Army photo)

accounts. According to the DoD Comptroller, the CTPF "will continue to support a transition to a more sustainable and partnership-focused approach to counterterrorism with a flexible mechanism that allows DoD and the Federal Government as a whole to respond more nimbly to evolving terrorist threats from South Asia to the Sahel." DoS requested FY 2015 CTPF funds to support the Syrian moderate opposition and mitigate the impact of the crisis on Syria's neighbors. Congress did not provide specific additional funding for that effort, but DoS reported it will allocate funds for these purposes.[92]

Of the $1.3 billion in CTPF funding made available to DoD in FY 2015, $500 million was allocated for the training and equipping mission in Syria.[93] DoD reported that the first group of Syrians will begin their training in April. The program aims to train vetted recruits to provide the following outcomes:[94]

- Defend themselves and the Syrian people from ISIL attacks.
- Secure areas under opposition control.
- Eventually empower trainees to go on the offensive against ISIL.
- Promote the conditions for a negotiated settlement to end the conflict in Syria.

An E-2C Hawkeye from the Carrier Airborne Early Warning Squadron 126 launches from the flight deck of the aircraft carrier USS Carl Vinson on January 2, 2015. (U.S. Navy photo)

DoD requested $0.6 billion for the STEF in FY 2016 to continue training and equipping appropriately vetted Syrian opposition forces, especially from areas most threatened by ISIL.95 According to DoD, several coalition partners, including Qatar, Saudi Arabia, Turkey, Jordan, and the United Kingdom are providing support.[96]

Enhancing Intelligence Collection on ISIL

The Director of National Intelligence and the National Counterterrorism Center both have leading roles in this LOE. The U.S. strategy for enhancing intelligence collection on ISIL centers on gaining more fidelity on ISIL's capabilities, plans, and intentions. To better understand this threat, the United States is employing ISR flights, which can identify structures, biometrics, and other surveillance information important to making decisions on the ground.[97] The U.S. strategy calls for these and other efforts to strengthen the U.S. government's understanding of the threat posed by ISIL and allow the sharing of vital information with Iraq and other regional partners.[98]

Disrupting ISIL's Finances

Several U.S. agencies play a role in disrupting ISIL's ability to fund operations. A broad U.S. government team is arrayed against this problem, including DoS, Treasury, DoD, and the intelligence community. Among both domestic agencies and coalition partners, they work to accomplish the following strategic goals:[99]

- Reduce ISIL's revenue from oil and assets it has plundered.
- Limit ISIL's ability to extort local populations.
- Stem ISIL's gains from kidnapping for ransom and disrupting the flow of external donations to the group.[100]
- Prevent ISIL from accessing the financial system.[101]

Disrupting ISIL's financing is a coalition effort. DoS and Treasury coordinate U.S. activities with partners through the Counter-ISIL Finance Group (CIFG), one of the four working groups proposed by coalition ministers in January. Policy on ISIL finance issues is coordinated with coalition partners bilaterally and multilaterally, as appropriate.[102]

Core activities of this LOE include identifying individuals and businesses that support ISIL and developing suitable countermeasures. Coordination of these activities occurs through the recently established Counter-ISIL Finance Cell

(CIFC), as well as through policy meetings held by the NSC and interagency partners on an ad hoc basis. CIFC members, including DoS, Treasury, DoD, and others, use the CIFC to evaluate intelligence on ISIL finance available across the U.S. government, identify appropriate targets, and select suitable tools to use against the targets, such as arrests, sanctions, or military activity.[103]

Some of the ongoing activities to disrupt ISIL's financing include:

Reducing ISIL's revenue from oil and assets it has plundered. In 2014, ISIL may have earned as much as several million dollars per week, or several hundred million in total, from the sale of oil and oil products to local smugglers who, in turn, sell to regional consumers, including the Asad regime in Syria. The U.S. government actively engages with regional and industry partners to secure cooperation in limiting the trade of these oil and related products. It also continues to map out ISIL's oil-related activities and degrade ISIL's ability to profit from fields and other energy infrastructure it has captured.[104]

Disrupting trade in looted cultural property in Iraq and Syria. ISIL manages and profits from industrial-scale looting at important sites it controls in Iraq and Syria, including archaeological sites and museums. The U.S. government championed United Nations Security Council Resolution 2199, which creates a ban on illegally removed cultural property from Iraq and Syria, and engages with the United Nations, key governments, and other stakeholders to prevent the illegal trade in these goods.[105]

Limiting ISIL's ability to extort local populations. According to Treasury, in 2014, ISIL likely gained access to an estimated $500 million from seizing control of state-owned banks in northern and western Iraq. In addition, ISIL has assumed control over the accounts of the Shia, Christians, and Yezidis; and possibly forced Sunnis to pay ISIL 10% of their cash withdrawals. ISIL also extorts money in connection with daily transactions ranging from fuel and vehicle movement in ISIL-held territories to school fees for children. The U.S. government is working to limit ISIL's ability to transact extorted monies through the Iraqi, Syrian, and international banking systems by preventing ISIL's use of local bank branches.[106]

Stemming ISIL's gains from kidnapping for ransom. Treasury reported that, in 2014, ISIL collected an estimated $20 million in ransoms for kidnapped victims. According to Treasury, the U.S. government is increasing its efforts to encourage a worldwide adoption of "no-concessions" policies, the practice of

not paying ransoms or making other concessions to terrorist groups. The U.S. government has encouraged governments to increase efforts to prevent their nationals from becoming victims of kidnapping for ransom. DoS reported that the U.S. government also presses foreign partners to abide by their UN Security Council obligations to ensure that such ransom payments are not made available to ISIL for its benefit.[107]

Disrupting the flow of external donations to the group. According to Treasury, foreign donations represented an important but comparatively smaller source of revenue for ISIL in 2014. However, externally raised funds are used frequently to finance the travel of extremists to Syria and Iraq. This pool of international supporters is a source from which ISIL receives both physical and some monetary support. Treasury reported that, to prevent ISIL from raising funds from donors abroad, the U.S. government will continue to identify its financial supporters and target them for sanctions.[108]

Enabling sanctions and prosecutions of ISIL financiers. The U.S. government uses its own authorities and works with coalition partners to implement domestic and multilateral sanctions, pursue prosecutions, and take military action.[109] As of March 31, 2015, Treasury had sanctioned two high-profile individuals associated with ISIL—a financial facilitator who arranged for a $2 million donation from the Gulf and a senior military commander. Both were based in Syria, soliciting donations, procuring military equipment, and recruiting foreign terrorist fighters for ISIL.[110]

Treasury and DoS reported that the U.S. government also works with the Financial Action Task Force (FATF) to support coalition partners. FATF is an independent intergovernmental body that develops and promotes policies to protect the global financial system against, among other things, terrorist financing. In accordance with FATF, Treasury will request countries to proactively identify individuals and entities for inclusion in the UN Al Qaida Sanctions Committee list and share practical information and intelligence at an international level, both generally and upon request. This list includes ISIL designations to further track, expose, and deter these financiers.[111]

Exposing ISIL's True Nature

Under this LOE, U.S. agencies conduct counter-ISIL messaging programs with partners "throughout the Muslim world to highlight ISIL's hypocrisy and counter its false claim to be acting in the name of religion."[112] FY 2015 OCO funds

were requested for DoS to support several activities to counter ISIL:[113]

- $5.3 million for a Center for Strategic Counterterrorism Communications, including funding for social media analytics, dedicated liaison positions, digital products, and integrated analysis by two intelligence community officers and two DoS civil servants
- $3.3 million for International Information Programs (IIP), including social media analytics, editorial services, language services, a digital "special forces" platform development team, and funding to allow IIP to dispatch 20 U.S. speakers to priority regions with counter-ISIL narratives

An additional $6.3 million in foreign operations appropriations for the Broadcasting Board of Governors was specifically appropriated to provide for the following: [114]

- original content generation in Voice of America Kurdish and Turkish language services
- translation of original content to markets sending foreign terrorist fighters
- expanded activities under the Middle East Broadcasting Network's Alhurra and Radio Sawa to amplify and provide a platform for moderate Muslim voices to disavow extremism over television, radio, and digital platforms

Disrupting the Flow of Foreign Terrorist Fighters

President Obama addressed the problems stemming from the flow of foreign terrorist fighters to join ISIL's ranks in his September 2014 outline of the nine lines of effort. "Foreign terrorist fighters are ISIL's lifeblood and a global security threat—with citizens of nearly 80 countries filling its ranks. Over 100 foreign terrorist fighters from the United States have traveled or attempted to travel to the conflict."[115] The U.S. strategy focuses on a broad engagement with foreign partners, drawing on law enforcement and homeland security tools, and maintaining domestic vigilance.[116]

In September 2014, the United States convened a summit-level meeting of the UN Security Council focused on the situation with ISIL, and in particular on the issue of foreign terrorist fighters (FTFs). At the summit, President Obama described the threat as unprecedented, sharing that intelligence agencies had estimated at that time 15,000 FTFs had entered the conflict. He described U.S.

goals for preventing them from reaching Syria and from returning to their homelands to wage attacks. He called for nations to share more information about the travel and activities of FTFs and to build trust, respect, and cooperation.[117]

On September 24, 2014, the UN Security Council adopted a binding resolution that obligates, among other things, nations to "prevent and suppress the recruiting, organizing, transporting or equipping" of FTFs, as well as the financing of their travel and their activities.[118] This resolution also requires and calls upon UN Member States and UN-affiliated entities to take a number of other actions to counter FTFs.[119] During the same week, the Global Counterterrorism Forum (GCTF) formally named a Foreign Terrorist Fighters Working Group to continue efforts to counter foreign fighters, and also approved *The Hague—Marrakech Memorandum on Good Practices for a More Effective Response to the FTF Phenomenon*, which serves as a guide for partners making FTF-related reforms.[120]

During testimony in March 2015 before the House Committee on Foreign Affairs, the Special Presidential Envoy discussed several aspects about the current approach with the coalition, which focuses on the following objectives:[121]

- continuing the best practices associated with working with indigenous populations and at-risk populations to reduce the attractiveness of ISIL and similar extremist organizations
- providing legislative approaches individually and across the entire effort
- strengthening the work of the Counter Foreign Fighter Working Group

General Allen's testimony underscored the dangers posed by foreign terrorist fighters who return to their countries of origin to conduct attacks. According to the Special Presidential Envoy, regional partners are increasing activities to make it more difficult for FTFs to travel to the region or back from the region. He noted that 18 coalition partners have passed new legislation over the previous 6 months to help stem the flow of foreign terrorist fighters through criminal justice reform, enhanced border control, and intelligence sharing.[122]

The Director of National Intelligence testified before the Senate Committee on Armed Services in February 2015 about the "at home" risk of attacks by foreign terrorist fighters returning to the United States after fighting for ISIL. He noted that "the home-grown violent extremists continue to pose the most likely threat to the homeland."[123] The Department of Homeland Security (DHS),

Department of Justice (DoJ), NCTC, and local law enforcement are building on multiple activities to target and undermine FTF facilitators.[124] DHS reported that it is working with the intelligence community, the FBI, NCTC, and DoS, to track FTFs who return to their countries of origin, especially for those returning to the United States.[125] DoS reported that its senior advisor on FTFs works to engage foreign partners on the issue, including focused efforts on information sharing and border security, legal reform and criminal justice, and countering violent extremism.[126]

Protecting the Homeland

In September, President Obama directed three critical missions to protect the homeland under the OIR strategy:[127]

- Continue to use the criminal justice system as a critical tool in [the] counterterrorism toolbox. Federal criminal laws provide a sound basis to prosecute those who provide material support to ISIL or who conspire with ISIL to plot attacks at home or abroad.
- With respect to aviation security, work with air carriers to implement responsible threat-based security and screening requirements and provide additional screening to individuals suspected of affiliation with ISIL.
- Counter violent extremism at home, including tailored domestic programs to prevent violent extremism and radicalization and intervene with at-risk individuals before they become radicalized toward violence and decide to travel abroad to Syria and Iraq to join ISIL.

CRIMINAL JUSTICE SYSTEM

DoJ and the FBI reported that they are working with DHS and other departments and agencies to carry out a number of activities to counter the threat posed by ISIL. The FBI is leveraging the capabilities of its 103 Joint Terrorism Task Forces (JTTFs) to mitigate and disrupt ISIL-related terrorism threats to the United States. The JTTFs include participation from over 50 federal and more than 450 state and local law-enforcement partners. DoJ reported that they work out of 56 FBI field offices across the United States. The FBI reported it has established a Syria-Iraq Task Force (SITF), with representation from the full range of federal partners. As of March 31, 2015, more than 4,000 personnel were reportedly working on the FBI's JTTFs, including 2,500 FBI employees. Further information regarding the personnel resources the FBI is devoting to its counter ISIL efforts is not available at an unclassified level.[128]

AVIATION SECURITY

DHS reported that it continues to evaluate, modify, and enhance aviation security measures. For example, it is considering the possibility of expanding preclearance operations at foreign airports with flights to the United States. In January 2015, the Transportation Security Administration reportedly increased random searches of passengers and carry-on luggage boarding aircraft and is conducting a short-term review to determine if additional security measures are necessary at both domestic and overseas airports with flights departing directly to the United States.[129]

COUNTERING VIOLENT EXTREMISM AT HOME

DoJ, DHS, the FBI, and NCTC are engaged in a range of efforts to work with trusted local partners to counter violent extremism at home, including these objectives:[130]

- Review and vet visa applications using risk and information-based vetting programs to identify individuals with suspected ties to ISIL, al-Qaeda, and other terrorist groups.
- Share appropriately cleared intelligence information on the ISIL and al-Qaeda threat with state, foreign partners, and local law enforcement.
- Engage in outreach to the private sector to provide training, awareness, and best practices.
- Provide counter-IED and risk-mitigation training to state and local officials and to the private sector. (This training helps build nationwide counter-IED capabilities and enhances awareness of terrorist threats associated with precursor explosive materials.[131])
- Conduct active shooter preparedness workshops and provide related products and training to state and local officials and to the private sector. (This training provides awareness and protective measures that will help deter and mitigate active-shooter situations, loss of life, and disruption to critical infrastructure.)
- Share information on potential attack indicators, common vulnerabilities, and protective measures with faith-based community leadership.[132]

Humanitarian Support

Several U.S. agencies, including USAID, DoS, and DoD, have been working with international and non-governmental organizations to address the complex humanitarian crisis in Iraq and Syria, which long pre-dates ISIL or OIR. U.S. strategic objectives call for the following actions:[133]

- Continue to provide humanitarian assistance to the displaced and vulnerable in Iraq and Syria.
- Continue to work with host governments to mitigate the humanitarian and economic effects of the conflict in neighboring countries, recognizing that the refugee crisis calls on common humanity and presents a significant challenge to regional stability.

USAID and DoS's Bureau of Population, Refugees, and Migration (PRM) are the U.S. government leads in this mission. In October 2014, USAID and PRM developed a plan of action for this LOE, including documenting the long-standing assistance activities underway in the region as part of the ongoing U.S. humanitarian mission. These humanitarian assistance activities are not designed to counter ISIL and are provided based on need alone.[134]

COORDINATING ASSISTANCE

According to the UN Office for the Coordination of Humanitarian Affairs, the majority of support for humanitarian assistance efforts relating to the Syria and Iraq complex crisis is provided by: the United States, Japan, Switzerland, Canada, Germany, Kuwait, United Arab Emirates, United Kingdom, and the European Union Humanitarian Aid and Civil Protection Department.[135] The

USAID Acting Assistant Administrator for Democracy, Conflict and Humanitarian Assistance Thomas H. Staal assesses the Harshm Camp in Erbil, Iraq. (USAID photo)

U.S. humanitarian response is being coordinated between USAID and PRM. Broader interagency coordination includes the Special Presidential Envoy and the NSC, including recurring NSC-chaired meetings with PRM, USAID, DoD, and the Envoy. The results of these meetings are implemented through the staffs and, in USAID, through the Syria-Iraq Task Forces that meet weekly. Within USAID, humanitarian coordination is managed by a U.S.-based Response Management Team, which supports field-based Disaster Assistance Response Teams in Jordan, Turkey, and Iraq.[136]

USAID is working with 34 regional partners to support the humanitarian assistance effort in that region.[137] In Syria, USAID reports that aerial attacks, siege tactics, and the imposition of cumbersome administrative processes for delivery of assistance are primary drivers of the humanitarian crisis that also tend to reduce the reach of humanitarian assistance. In Iraq, a lack of access continues to constrain the humanitarian response in ISIL-controlled areas.[138]

In Syria, Iraq, and surrounding countries, U.S. government plans are designed to help the most vulnerable people—especially women and children among the IDPs and those in need. USAID and PRM work to promote program effectiveness and coordinate humanitarian aid on the ground. USAID reported that it has deployed teams to provide oversight in the regions where its implementing partners operate. USAID and PRM personnel collaborate with other donors to support activities in the regions and to inform how they can assist the international donor community to increase the level of quality and assistance provided.[139]

ASSISTANCE FOR SYRIANS

As of December 2014, the United Nations High Commissioner for Refugees estimated that 12.2 million Syrians are in need of humanitarian assistance as a result of ongoing conflict, including 7.6 million displaced within Syria and 4.6 million displaced to neighboring countries.[140] USAID reports that the United States is the single largest contributor of humanitarian aid for the crisis in Syria, providing nearly $3.7 billion in humanitarian aid since the start of the crisis four years ago, which includes more than $2 billion from USAID. Half of all U.S. funding supports people inside Syria, and the other half assists those who have taken refuge in neighboring countries.[141]

USAID reported that it is working through all channels of assistance, including cross-border, cross-line, and operations from within Syria. It reports working through the United Nations, U.S.-based and international non-governmental

organizations (NGOs), and local organizations. As of March 31, 2015, USAID's Office of Foreign Disaster Assistance (OFDA) and Office of Food for Peace (FFP) were providing support to conflict-affected Syrians and others in need of humanitarian assistance in all 14 governorates of Syria. In addition, USAID is providing emergency food assistance to refugees and host communities in neighboring countries. Despite the lack of security and constrained humanitarian assistance access, USAID reports that OFDA, FFP, and their partners have provided assistance to approximately 5 million people.[142]

According to USAID, as of March 31, 2015, the United States had provided $777.55 million in total humanitarian assistance for Syria and neighboring countries in FY 2015, including:[143]

- $40.83 million through OFDA
- $449.86 million through FFP
- $286.86 million through PRM

ASSISTANCE FOR IRAQIS

USAID reported that as of April 7, 2015, an estimated 5.2 million people are in need of assistance as a result of ongoing conflict in Iraq. This includes nearly 2.7 million Iraqis displaced within Iraq and more than 207,000 Iraqis displaced to neighboring countries. According to USAID, an additional 1 million IDPs predated ISIL's move in Iraq in 2014, to which the U.S. government has provided long-term humanitarian aid. USAID reported that, as of April 14, 2015, it had provided more than $67 million for humanitarian assistance inside Iraq—including nearly $49 million in FY 2015. USAID objectives for the use of these funds include helping to respond to health; relief supply; shelter; food security; and water, sanitation, and hygiene (WASH) needs

Figure 4
People in Need of Humanitarian Assistance, Syria and Iraq

Note: Information for Syrian people in need as of 12/2014, and Iraqis in need, as of 4/7/2015.

Source: USAID OIG, response to Lead Inspector General request for information 4/13/2015.

U.S. airman palletizes halal meals on August 7, 2014, for a humanitarian airdrop mission over Iraq. The humanitarian aid includes bottled water and food, which was delivered to displaced citizens near Sinjar, Iraq. (U.S. Air Force photo)

throughout Iraq. These needs are greatest in areas of northern, central, and southern Iraq that host large populations of IDPs. USAID reported that it has reached nearly 310,000 Iraq IDPs to date with emergency relief commodities and health, protection and WASH assistance.[144]

For an overview of recent estimates of people in need of humanitarian assistance in Syria and Iraq, see Figure 4.

As of April 14, 2015, DoD had provided $7.5 million in humanitarian assistance inside Iraq, including airdropped ready-to-eat meals and safe drinking water to Amirli Town, Salah al-Din, and Sinjar Mountain, in Ninewa.[145]

On April 14, 2015, President Obama committed nearly $205 million in U.S. humanitarian aid to respond to the needs of those affected by conflict, including $17 million for Syrian refuges in Iraq. This brings the U.S. contribution to help displaced Iraqis to more than $407 million since the start of FY 2014.[146]

THE LEAD INSPECTOR GENERAL MODEL

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CREATING THE LEAD IG MODEL

On August 31, 2011, the Commission on Wartime Contracting in Iraq and Afghanistan presented its final report to Congress: *Transforming Wartime Contracting: Controlling Costs, Reducing Risks*. The commission had worked for three years, producing two interim reports with documentation about the mistakes that had been made in the use of private contractors supporting the war efforts since the beginning of the Global War on Terror. The final report recommended 15 strategic initiatives, and among these was a recommendation related to inspector general oversight for contingency operations.[147]

As a result of the commission's findings, the Senate considered the Comprehensive Contingency Contracting Reform Act of 2012 to increase accountability for wartime contracting and transform the way the federal government awards, manages, and oversees wartime contracts. The bill focused on preventing waste, fraud, abuse and mismanagement, and building on existing structures and rules to solve the problems identified by the commission, including a provision addressing oversight of contingency operations.[148]

In April 2012, the three acting IGs for DoD, DoS, and USAID testified before the Senate Homeland Security and Governmental Affairs Subcommittee on Contracting Oversight.[149] Each made recommendations for the best approach in comprehensive oversight in response to an overseas contingency operation.[150] They agreed that their offices are positioned to respond quickly and effectively with other federal agencies to support in-theater presence for OCO oversight.

In January 2013, Congress passed the FY 2013 National Defense Authorization Act (NDAA), which amended the Inspector General Act of 1978, and inserted a new Section 8L. This amendment created the position of "Lead Inspector General for Overseas Contingency Operation" and specifically addressed jurisdictional conflicts. Section 8L also provides for special provisions concerning OCOs and directs additional responsibilities and authorities to the Chair of the Council of Inspectors General on Integrity and Efficiency (CIGIE) and also to the IGs of DoD, DoS, and USAID.[151]

PLANNING FOR A LEAD IG IN PRACTICE

By April 2014, the concept for how to execute comprehensive, coordinated OCO oversight, to include organizational, staff, and leadership planning, had

Acting Deputy Inspector General Trujillo and Inspectors General Linick and Rymer at the Joint IG Summit on September 4, 2014.

taken shape. From April through July, representatives from the Lead IG agencies worked to develop various implementation plans to establish the organizational and functional concept for oversight under the new model. These plans focused on the responsibilities of the Lead Inspector General and Lead IG agencies, as established by language that amended the Inspector General Act of 1978. These plans also addressed efforts to prepare for personnel to deploy soon after designation of an OCO.

On September 4, 2014, DoD IG hosted more than 90 attendees, including deployed personnel joining via VTC, for the first Joint IG Oversight Summit. The planning efforts over the last 6 months formed the agenda for the summit, which focused on:

- administration, staffing, and logistics
- investigative coordination
- outreach and transparency
- best practices and lessons learned
- functional roles and responsibilities
- legislation affecting operational contract support
- defense procurement and acquisition policy

More than 90 staff members from DoD IG, DoS OIG, and USAID OIG attended the Joint IG Oversight Summit.

On September 15, 2014, the Lead IG agencies signed a joint memorandum of intent to memorialize the parties' discussions at the Joint IG Summit. The inspectors general committed to strategic oversight readiness both within and crossing jurisdictional areas, and positioned their offices to respond quickly following the designation of an OCO.

IMPLEMENTING LEAD IG OVERSIGHT

In consultation with the three IGs, CIGIE Chair Phyllis K. Fong designated Jon T. Rymer as Lead Inspector General for OIR on December 17, 2014 (see Appendix B). As Lead Inspector General, he maintains responsibility for coordinating OIR oversight efforts across the IG community, in close collaboration with the inspectors general for DoS and USAID.

On December 18, 2014, Lead Inspector General Rymer appointed DoS Inspector General Steve A. Linick to serve as the Associate Inspector General for OIR, in keeping with the provisions of section 8L of the Inspector General Act, as amended.[152] The Associate Inspector General will draw on his experience as a career federal prosecutor, and as Director of DoJ's National Procurement Fraud Task Force, to develop joint investigative capabilities across the IG community through an interagency working group.

Since the summit, the Inspectors General of the three Lead IG agencies have maintained close coordination. They began meeting biweekly to coordinate logistics and staffing of joint efforts, discuss OIR oversight, establish communications, and address other matters warranting attention.

The three IGs will use a coordinated interagency approach to accomplish oversight responsibilities for the whole-of-government mission. Essentially, when joint oversight projects are to be carried out among them,[153] the Lead Inspector General, in consultation with the other two IGs, will designate one of the three staffs to lead the project. The standard operating procedures of that IG office will take precedence.[154]

Figure 5
Establishing the Lead Inspector General for OIR

2011	2012	2013	2014	
August 2011 Commission on Wartime Contracting final report makes recommendation for IG oversight of OCOs	**April 17** Acting DoD, DoS, and USAID Inspectors General testify on Comprehensive Contingency Contracting Reform Act of 2012 before a Senate Homeland Security and Governmental Affairs Subcommittee on Contracting Oversight	**January 2** FY 2013 NDAA amends Inspector General Act of 1978 to establish the Lead Inspector General	**September 4** DoD IG, DoS OIG, and USAID OIG leaders convene a Joint IG Summit	**September 10** President Obama addresses the nation to explain the expanded mission to degrade and defeat ISIL

In general, DoD IG, DoS OIG, and USAID OIG will conduct oversight projects within the boundaries of their individual office missions. Several of the LOEs for the U.S. strategy to defeat ISIL, including military operations under OIR, involve the work of multiple agencies. Pursuant to section 8L of the Inspector General Act of 1978, as amended, the Lead Inspector General will determine which IG has principal jurisdiction among the Lead IG agencies. When jurisdiction is unclear, or where there is no jurisdiction, the Lead IG office will be responsible.[155]

By March 31, 2015, the Lead IG agencies had finalized the *FY 2015 Joint Strategic Oversight Plan for OIR* to guide their work. For more details of the plan, see the Inspector General Activities section of this report. For a complete copy, visit www.dodig.mil. For a timeline of events leading to designation of the Lead Inspector General and initial activities, see Figure 5.

OIR Oversight Coordination

The Lead IG approach leverages dedicated, rotational, and temporary staff from each of the Lead IG agencies to perform various operational activities, including joint strategic oversight planning, program management, and communications. Lead Inspector General Rymer designated the DoD Deputy Inspector General for Overseas Contingency Operations (DIG-OCO) to manage the daily operations of the Lead IG activities. The DIG-OCO oversees the development of interagency strategic oversight plans and required reports, promotes effective outreach among oversight organizations and theater leadership, and coordinates the organizational structure required to fulfill Lead IG responsibilities.

The joint strategic oversight planning activities involve developing and updating the joint strategic plan to conduct comprehensive oversight of programs

2014

September 15
DoD, DoS, and USAID IGs sign MOI for Lead IG planning

October 17
Secretary of Defense designates Operation Inherent Resolve an OCO and triggers CIGIE requirement for a Lead Inspector General

November 10
President Obama submits to Congress $5.56 billion OCO budget amendment for FY 2015 to support U.S. strategy against ISIL

December 17
CIGIE names Jon T. Rymer, DoD Inspector General, the Lead IG for OIR

December 18
Lead IG Rymer appoints DoS IG, Steve A. Linick, Associate IG for OIR

2015

March 31
DoD, DoS, and USAID IGs finalize FY 2015 Joint Strategic Oversight Plan

and operations that support OIR. This effort includes reviewing and analyzing completed independent oversight, internal management, and other relevant reports to identify systemic problems, trends, lessons learned, and best practices to inform future oversight projects.

Joint program management activities include identifying, tracking, monitoring, and updating requested government information on the status of funding sources and uses to inform Lead IG planning and reporting requirements. Other program management activities involve coordinating joint oversight projects and establishing processes to monitor Lead IG reporting and timeliness metrics.

The joint communications and outreach activities include publishing required Lead IG quarterly and biannual reports; coordinating among the Lead IG agencies regarding interacting with Congress, agency leaders, and the public; and conducting outreach to external oversight partners.

The Lead IG may employ, or authorize the employment by DoS OIG and USAID OIG, "on a temporary basis using the authorities in section 3161 of title 5, United States Code, such auditors, investigators, and other personnel as the lead Inspector General considers appropriate to assist the lead Inspector General and such other Inspectors General on matters relating to the contingency operation." 5 USC App 8L

Logistics and Staffing

Each Lead IG agency has assigned current permanent staff to the oversight projects identified in this report and in support of the strategic oversight plan. In January 2015, the Lead Inspector General performed site visits to Kuwait and Qatar. In February 2015, DoD IG opened an office at Camp Arifjan, Kuwait, and is utilizing its field site at al-Udeid Air Base, Qatar, for both permanent staff and temporary duty teams performing work in the region. Senior DoS OIG and USAID OIG officials have conducted site visits to Kuwait and Jordan. Personnel from their offices are operating from a DoS OIG site in Germany.

The Lead IG agencies have adopted an expeditionary workforce model to support efforts throughout the region. Staff deployed overseas will serve 6 months or more. Special Agents will work alongside partner criminal investigative agencies to investigate fraud, corruption, and other criminal activities. The actual number of auditors, criminal investigators (special agents), inspectors, and logistics specialists will fluctuate depending on the requirements.

On December 18, 2014, the Lead Inspector General extended to the DoS Inspector General and USAID Acting Deputy Inspector General authority for employment of temporary auditors, investigators, and other employees, pursuant to section 8L of the Inspector General Act of 1978, as amended.[156] DoD IG finalized a policy to utilize these special hiring provisions.

Outreach To Expand Oversight Coverage

Outreach is a major role of the Lead IG agencies and a signature characteristic of their team approach. Lead IG oversight emphasizes impactful communications and maximizes opportunities to expand whole-of-government oversight coverage through the following activities:

- communicating the Lead IG model within respective agencies
- involving oversight partners as part of the whole-of-government approach
- establishing communications with key OIR leaders, including the NSC, the Special Presidential Envoy, agency leaders, and military commanders in the field
- communicating status to congressional stakeholders, including Senate and House leaders

The Lead IG agencies provide and promote training, and leaders attend CIGIE executive forums and meetings and briefings with military service components, other agencies, and congressional representatives. Senior leaders

Inspector General Jon Rymer and team visit Camp Arifjan, Kuwait, in January 2015.

participate in biweekly joint meetings with the Inspectors General and various IG-related readiness exercises to promote awareness, unity of purpose, and better-coordinated IG efforts. These are important opportunities to continue and share the dialogue for the way ahead on best business practices in implementing the new Lead IG model and requirements for OIR oversight.

In spring 2015, DoD IG attended the two-part Operational Contracting Support Joint Exercise 2015, which hosted training for more than 900 multinational, interagency, and DoD participants. Attendees included members of the active, reserve, and National Guard service components, civil servants, industry, and partners from the United Kingdom, Canada, and Australia. DoD IG auditors presented training during the academic portion of the training, and staff from the Defense Criminal Investigative Service (DCIS), DoD IG's criminal investigative component, provided fraud awareness briefings.[157]

USAID OIG has focused outreach efforts on USAID program staff and project implementers. These efforts include fraud awareness briefings delivered within the region.[158]

Lead IG Reporting

As required by law, the Lead IG is responsible for producing quarterly and biannual reports to Congress and making these reports available to the public on an Internet website. As with this report, the Lead IG will produce a combined quarterly and biannual report to Congress each April and October. Biannual reports will include the status and results of investigations, inspections, and audits, the status of referrals to DoJ, and overall plans for the review of the contingency operation by IGs, including plans for investigations, inspections, and audits. Quarterly reports—published each April, July, October, and January—will discuss U.S. programs and operations related to the strategy to defeat ISIL, including military operations under OIR.[159]

The Lead Inspector General will manage the timely production of legislatively required quarterly and biannual reports to Congress. This will be a coordinated effort among the three Lead IG offices and other IG agencies, as appropriate, to provide information on activities from across the oversight functions.

INSPECTOR GENERAL OVERSIGHT ACTIVITIES

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OVERVIEW

This section provides details on the *FY 2015 Joint Strategic Oversight Plan for OIR*, as well as summaries of Lead IG agency reports issued on OIR and programs that support the broader U.S. strategy to defeat ISIL. Summaries include details of 7 reports issued since December 17, 2014 (also available in each agency's semiannual report to Congress). Four of these reports, released by DoD IG, derived lessons learned for application to future oversight of OIR programs and operations, including insights into the following areas:

- missions to train, advise, assist, and equip security forces in Iraq
- contracting for contingency operations
- synchronizing, planning, executing, and assessing information operations
- military construction in contingency environments

This section also provides information on 16 ongoing and 13 planned projects among all three Lead IG agencies.

Other oversight partners, including DHS OIG, DoJ IG, Treasury OIG, and GAO have also provided information on their activities. Partner investigative agencies continue to coordinate on cases and address high-risk areas in OCO programs. Information on new Lead IG interagency working groups to coordinate investigations and develop hotline capabilities for OIR is included later in this section.

FY 2015 OIR Joint Strategic Oversight Plan

On March 31, 2015, the Lead IG agencies finalized their *FY 2015 Joint Strategic Oversight Plan for OIR*,[160] aligning oversight to the U.S. strategy to counter ISIL. The joint strategic plan provides an organizational structure that leverages dedicated, rotational, and temporary staff from each of the three IGs to best complement major lines of operations. For a complete copy, visit www.dodig.mil.

DoD IG, DoS OIG, and USAID OIG finalized the FY 2015 Joint Strategic Oversight

The plan was developed through a risk-based approach. For OIR, Lead IG oversight planners considered the amount and purpose of funds requested, lessons learned by the oversight community during whole-of-government activities in Iraq and Afghanistan, testimony of senior leaders, reported management and program challenges, media releases, and the results of informed audit, evaluation, and inspection work to arrive at these five major oversight areas (all ongoing project descriptions are as of March 31, 2015):

OVERSIGHT OF CONTRACTS

The Commission on Wartime Contracting found an estimated $31 billion–$60 billion in waste and fraud in wartime contracts for Iraq and Afghanistan.[161] Contracting had systemic problems that increased risk. Often contract requirements were ill defined, poorly arranged, and mismanaged. Oversight was outsourced to contractors. Contracting officers were insufficiently trained, were not experienced for the magnitude of the complexities in these contracts, and the workforce was too small to manage all the activities required for this oversight responsibility.

The Lead IG agencies have nine projects ongoing or planned. They include DoS OIG's audit of the $403 million Baghdad Life Support Services contract and DoD IG's audit of contract oversight for the Basic Life Support Services contract for the King Abdullah II Special Operations Training Center in Jordan.

OPERATIONS

Building security capabilities and sustaining those capabilities in a host country was problematic at best. Systemic problems were identified in training, equipping, and sustaining Iraqi and Afghan national security forces. Requirements were ill defined, planning was poor, training was inadequate, and there were risks related to corruption. The investment in security was further hampered by the inability of the host country to sustain the capabilities.

The Lead IG agencies have 10 projects ongoing or planned. They include DoD IG's assessment of DoD efforts to build counterterrorism and stability operations capacity of foreign military forces with Section 1206[162] funding and an evaluation of personnel identification and vetting procedure to determine suitability for inclusion in the Moderate Syrian Opposition Forces.

GOVERNANCE

Effective governance requires an established operational approach, adequate resources, and a clear definition of what constitutes victory or success in achieving the overall U.S. strategic objectives. A successful strategy incorporates an understanding of the operational environment to identify problems and anticipate potential outcomes.

The Lead IG agencies have six projects ongoing or planned. They include DoS OIG's Inspection of the Bureau Political-Military Affairs to assess its support for and coordination with other DoS and DoD offices related to ISIL programs. DoS OIG will also conduct a research project to gather and review financial

and operation information to develop a methodology for determining the accuracy of information provided by DoS for OIR.

HUMANITARIAN AND DEVELOPMENT ASSISTANCE

In a hostile environment, the intended outcomes are at risk of failing. Determining which programs to execute is essential along with a clear understanding of how to operate and monitor programs in country. The security envelope and support system can be standalone determinants in success.

The Lead IG agencies have two projects ongoing or planned. One is a DoS OIG audit of DoS assistance to Syrian refugees and opposition forces. The other is a USAID OIG survey of selected Office of Foreign Disaster Assistance Activities in Iraq.

INTELLIGENCE

Intelligence gathering and use is complicated by multiple factors, from intelligence cycles and sensitive activities to collaboration with coalition partners in a classified environment. The Lead IG agencies have two projects ongoing or planned. DoD IG has begun an evaluation of U.S. intelligence and information sharing with coalition partners in support of OIR. It has planned an assessment of insider threat policy implementation.

REQUIREMENT TO ASCERTAIN ACCURACY

Under section 8L of the Inspector General Act, as amended, the Lead IG carries a unique responsibility to ascertain the accuracy of the information and results provided by federal agencies relating to OIR.[163] Specifically, the Lead IG will review the accuracy of obligations and expenditures, costs of programs and projects, accountability of funds, and the award and execution of major contracts, grants, and agreements.[164] As of March 31, 2015, two offices had planned research projects to begin the work of responding to this requirement:

- DoD IG has announced a project to obtain and analyze DoD reporting of financial and operational information. The results will be used to develop a methodology for determining the accuracy of information provided for OIR.[165]
- DoS OIG has planned a project to obtain and analyze DoS reporting of financial and operational information on OIR to develop a similar methodology.[166]

The Lead IG will "review and ascertain the accuracy of information provided by Federal agencies relating to obligations and expenditures, costs of programs and projects, accountability of funds, and the award and execution of major contracts, grants, and agreements in support of the contingency operation."
5 USC App 8L

FY 2016 Planning

The Lead IG agencies will continue to develop and update the joint strategic plan as the U.S. strategy and mission objectives are more clearly defined or modified. To maintain situational awareness of the overall mission, oversight representatives will meet, on a recurring basis, with various senior officials responsible for the significant operations and programs in their respective departments and agencies, including acquisition/contracting, security, humanitarian, financial, logistics, and transportation operations.

LEAD IG AGENCY PROJECTS

Some of the oversight work reported in this section was initiated prior to the designation of OIR, but may relate to conditions associated with military operations and other programs that support the U.S. strategy to defeat ISIL.

Final Reports

As of March 31, 2015, the Lead IG agencies had issued seven reports related to OIR or programs that support the strategy to defeat ISIL.

DEPARTMENT OF DEFENSE INSPECTOR GENERAL
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
DODIG-2015-093, March 31, 2015

This report provides lessons learned from DoD IG's Special Plans and Operations work in Iraq and Afghanistan that DoD may apply in the execution of OIR. The report identifies systemic challenges and problem areas, with related lessons learned, in the U.S. and coalition efforts to develop partner-nation security forces as follows:

- training and equipping of partner-nation security forces
- advisory assistance in support of partner-nation security forces and ministries
- logistics development and sustainment
- accountability and control of U.S.-supplied equipment
- U.S. contract management

Contingency Contracting: A Framework for Reform—2015 Update
DODIG-2015-101, March 31, 2015

Since the issuance of "Contingency Contracting: A Framework for Reform 2012 Update," (DODIG-2012-134, September 18, 2012), DoD IG personnel issued 40 reports and were involved with 21 fraud investigations pertaining to OCOs. The objective of this report was to provide DoD field commanders and contract managers with information on previously identified contracting problems related to contingency operations. These reports and investigations identified a variety of problems relating to DoD officials not properly awarding, administering, or managing contingency contracts in accordance with federal and DoD policies. DoD IG reviewed the 40 reports and identified 9 systemic contracting problem areas relating to contingency operations. The five most prevalent problem areas reported were:

- Oversight and Surveillance
- Requirements
- Property Accountability
- Financial Management
- Contract Pricing

The 21 fraud investigations affected 6 contracting areas: source selection, oversight and surveillance, and financial management. DoD IG cautioned that the effectiveness of contractor support of U.S. contingency operations could be compromised if DoD officials fail to apply lessons learned from previous problems identified in Iraq and Afghanistan.

Information Operations in a Contingency Environment: Summary of Weaknesses Identified in Reports Issued from October 6, 2006, through November 7, 2013
(Classified) DODIG-2015-100, March 27, 2015

This report summarizes systemic DoD information operations (IO) challenges in Afghanistan, Iraq, and Africa identified in six audit reports issued by the DoD IG. The report identified areas of compliance with rules and regulations to conduct IO, use of contractors to perform IO, and award contracts for IO. However, DoD IG found weaknesses in synchronizing, planning, executing, and assessing IO. Recommendations made in the six reports addressed contract administration, contract surveillance, planning future military information support operations (MISO) requirements, staffing IO positions, and properly iden-

tifying roles and responsibilities. The recommendations in these 6 reports have been closed and no additional recommendations were made in this report.

Military Construction in a Contingency Environment: Summary of Weaknesses Identified in Reports Issued from January 1, 2008, through March 31, 2014
DODIG-2015-059, January 9, 2015

DoD IG and the Air Force Audit Agency issued 11 reports that identified weaknesses with contingency construction contracts in Afghanistan and Iraq valued at about $738 million. The weaknesses include inadequate quality assurance and contract oversight, inadequate requirements, acceptance of substandard construction, unclear guidance, lack of coordination between commands, lack of contract files, and funding approval process. The recurring weaknesses indicate that there is an opportunity to apply lessons learned from military construction projects and minimize their recurrence in future contingency environments. This summary report provides DoD decision makers and military construction managers with information on recurring weaknesses in military construction in a contingency environment. In this report, DoD IG highlighted recommendations from the previous reports but did not make any additional recommendations.

DEPARTMENT OF STATE INSPECTOR GENERAL

Audit of Department of State Humanitarian Assistance in Response to the Syrian Crisis
AUD-MER0-15-22, March 31, 2015

DoS OIG initiated this audit to determine whether PRM administration and oversight of humanitarian assistance provided in response to the Syrian crisis have been in accordance with federal and DoS regulations and guidance. From January 2012 through December 2013, PRM obligated $635 million through cooperative agreements, a grant, and voluntary contributions for humanitarian assistance projects in Egypt, Iraq, Jordan, Lebanon, and Turkey. Then, from January 2014 through September 2014, funds obligated for humanitarian assistance more than doubled in just 9 months—increasing to a total of $1.36 billion. DoS OIG reviewed a judgmental sample representing 64% of the humanitarian assistance funds obligated at that time.

DoS OIG found that PRM's performance in managing and overseeing the assistance instruments was mixed. Although PRM had personnel in country to conduct site visits and program evaluations, PRM staff did not always

monitor or follow administrative procedures for PRM's assistance instruments in accordance with DoS guidance. Noncompliance with DoS guidance creates increased risks for fraud, waste, and abuse. The limited oversight of these awards limits DoS's ability to ensure that taxpayer funds were used as intended and that the activities funded met goals and objectives of the award and the outcomes that were expected.

OIG made recommendations to improve the administration and monitoring of PRM's assistance instruments, as well as recommendations to develop comprehensive guidance for grants to public international organizations.

Management Assistance Report: Concerns with the Oversight of Medical Support Service Iraq Contract No. SAQMMA11D0073
AUD-MER0-15-20, December 23, 2014

DoS OIG learned of recent actions directing the contractor to perform work outside the scope of the Medical Support Service Iraq contract and of limited on-site oversight of the contract by a technically qualified and designated Contracting Officer's Representative. These actions expose DoS to incurring unauthorized commitments and possible contractor claims. Urgent attention to these concerns was recommended. DoS OIG is finalizing an audit of the U.S. Mission Iraq Medical Service, which will result in the issuance of a final audit report.

U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT INSPECTOR GENERAL

Audit of USAID/Jordan's Water and Wastewater Infrastructure Project
8-278-15-001-P, January 20, 2015

This audit examined whether USAID/Jordan's Water and Wastewater Infrastructure Project was meeting the USAID mission's goal to provide engineering support to the Jordanian government. USAID has adjusted the focus of some of its bilateral assistance to Jordan to help alleviate the effects of hosting Syrian refugees on Jordanian communities. This project helped some Jordanian governorates address the water crisis by preparing long-term plans as well as designing or overseeing the construction of new water- or wastewater-related infrastructure that account for increases in population, such as those associated with the influx of Syrian refugees.

The audit found that the mission was making progress toward the goal but noted that the water sector was inherently unsustainable because the Government of Jordan was not recovering all the costs of operating, replacing, and building infrastructure in the water and wastewater sectors. Further, the audit found that mission officials did not review certain information and omitted other information when they certified that the Jordanian government—specifically the Water Authority—had the capability to maintain and use a new wastewater treatment plant in Tafilah Governorate worth about $18 million. Certification is required by Section 611(e) of the Foreign Assistance Act of 1961, as amended.

Planned and Ongoing Projects

The Lead IG agencies reported 16 ongoing projects and 13 planned projects related to OIR as of March 31, 2015. For a breakout of projects by strategic plan oversight area and strategic line of effort, see Table 2.

Table 2

Lead IG Agency Ongoing and Planned Projects, by Strategic Oversight Issue and Strategic LOE, as of 3/31/2015

Strategic Line of Effort	Oversight of Contracts	Operations	Governance	Humanitarian/ Development Assistance	Intelligence
Supporting Effective Governance in Iraq	√	√	√		
Denying ISIL Safe Haven	√	√			
Building Partner Capacity		√	√		
Enhancing Intelligence Collection on ISIL		√			√
Disrupting ISIL's Finances			√		
Exposing ISIL's True Nature		√	√		
Disrupting the Flow of Foreign Terrorist Fighters		√	√		
Protecting the Homeland					
Humanitarian Support	√	√	√	√	

Note: These reflect the combined projects of DoD IG, DoS OIG, and USAID OIG only. Some projects address more than one strategic LOE.

Source: Lead Inspector General for OIR, *FY 2015 Joint Strategic Oversight Plan*, 3/31/2015, pp. 18–28.

ONGOING PROJECTS

Among the 16 ongoing projects reported by the Lead IG agencies as of March 31, 2015:

- 4 involve contract oversight
- 7 involve operations
- 3 involve governance
- 1 involves humanitarian and development assistance
- 1 involves intelligence

For a listing of all ongoing projects, see Table 3.

Table 3

Lead IG Agency Ongoing Projects, as of 3/31/2015

Project Title	Objective
Department of Defense Inspector General	
Audit of Basic Life Support Services Contract Oversight for the King Abdullah II Special Operations Training Center - Jordan	To determine whether DoD's controls for monitoring contractor performance are adequate for the King Abdullah II Special Operations Training Center (KASOTC) basic life support services contract.
Assessment of Department of Defense Efforts to Build Counterterrorism and Stability Operations Capacity of Foreign Military Forces with "Section 1206" Funding	This follow-up assessment will determine whether the DoD Section 1206 Global Train and Equip Program is providing the intended results.
Research on United States Military Housing Inspections – Middle East	To collect information and data to determine if U.S. controlled and occupied military housing facilities in the Middle East comply with Federal and DoD policy regarding environmental health policy and safety standards. No reports will be issued from this research effort.
Evaluation of Combined Joint Interagency Task Force-Syria (CJIATF-Syria) Personnel Identification and Vetting Procedures to Determine Suitability for Inclusion in the Moderate Syrian Opposition (MSO) Forces	To assess the planning and implementation of CJIATF's MSO vetting plans and procedures and their probable efficacy by U.S. and Coalition forces supporting CJIATF-Syria.
Assessment of DoD/CENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi Army to Defeat ISIL	To determine whether DoD/CENTCOM and Coalition goals, objectives, plans, guidance, operations, and resources to train, advise, and assist the Iraqi Army to defeat ISIL are operationally effective to initiate and sustain successful combat operations.

(continued on next page)

Project Title	Objective
Research for United States Military Controlled and Occupied Facilities Inspections – King Abdullah II Special Operations Training Center	To collect information and data to determine if U.S. military controlled and occupied facilities at the King Abdullah II Special Operations Training Center comply with DoD safety and occupational health policy and standards, specifically the Unified Facilities Criteria, National Electrical Code, and National Fire Protection Association standards. No reports will be issued from this research effort.
Research on DoD Reporting of Financial and Operational Information for Operation INHERENT RESOLVE	To obtain and analyze DoD reporting of financial and operational information for OIR. This information will be used to develop a methodology for determining the accuracy of the information provided by DoD for OIR. No reports will be issued from this research effort.
Evaluation of U.S. Intelligence and Information Sharing with Coalition Partners in Support of Operation INHERENT RESOLVE	To evaluate DoD's procedures and guidelines for sharing information, to include Intelligence, Surveillance and Reconnaissance, with coalition partners in support of Operation INHERENT RESOLVE.
Department of State Office of Inspector General	
Audit of the Bureau of International Narcotics and Law Enforcement Affairs' Aviation Support Services Contract in Iraq	To determine whether the Department of State is administering the contract for aviation support services for Mission Iraq in accordance with acquisition regulations and the contractor is complying with contract terms and conditions.
Audit of the Medical Support Service Iraq Contract	To determine whether the Department of State is administering the contract for medical support services for Mission Iraq in accordance with acquisition regulations and the contractor is complying with contract terms and conditions.
Audit of Department of State Management of the Worldwide Protective Services Task Order No. 3	To determine whether the Department of State is administering WPS Task Order No. 3 in accordance with acquisition regulations and the contractor is complying with contract terms and conditions.
Audit of Emergency Action Plans for U.S. Missions in North Africa	To determine to what extent the EAP of each audited post is current and reflective of EAP guidance in 12 FAH-1; the EAP encompasses all personnel under Chief of Mission (COM) authority; designated resources are available, accessible, and adequate to respond to emergencies outlined in the twelve EAP annexes; and the EAP was implemented and tested in practice drills and exercises, as well as by actual emergency events.
Inspection of Embassy Amman	As part of the inspection of Embassy Amman, determine if the Chief of Mission is effectively coordinating and supporting ISIL-related programs and operations, such as those of the mission's refugee coordinator.
Inspection of the Bureau of Political-Military Affairs	As part of the inspection of the PM Bureau's overall programs and operations, assess the adequacy of the support for and coordination with other DoS and DoD offices related to ISIL programs.
Inspection of the Bureau of International Organizations	As part of the inspection of the IO Bureau's overall programs and operations, assess the adequacy of the bureau's role and oversight of its missions (including the U.S. Mission to the United Nations) related to ISIL initiatives.
Audit of Department of State Assistance to Syrian Refugees and Opposition Forces	To determine the Department of State's effectiveness in managing and coordinating (1) the humanitarian response for Syrian refugees, and (2) nonlethal assistance to Syrian opposition forces.Two reports will be issued from this project.

Source: Lead Inspector General for OIR, "FY 2015 Joint Strategic Oversight Plan," 3/31/2015, pp. 18–28.

An Iraqi Army soldier kicks in a door of a building during a U.S. training exercise at Besmaya Range Complex, Iraq, on March 21, 2015. DoD IG has an ongoing assessment of DoD/CENTCOM and coalition plans and efforts to train, advise, and assist the Iraqi Army to defeat ISIL. (DoD photo)

PLANNED PROJECTS

Among the 13 planned projects reported by the Lead IG agencies as of March 31, 2015:

- 5 involve contract oversight
- 3 involve operations
- 3 involve governance
- 1 involves humanitarian and development assistance
- 1 involves intelligence

For a listing of planned projects, see Table 4.

Table 4
Lead IG Agency Planned Projects, as of 3/31/2015

Project Title	Objective
Department of Defense Inspector General	
Audit of Oversight of the Base Operating Support Services Contract at King Abdullah II Special Operations Training Center (KASOTC) Jordan (Phase II)	To determine whether DoD is providing effective contract oversight for base operating support services at KASOTC-Jordan.
Army Property Accountability for Operation INHERENT RESOLVE in Kuwait	To determine whether the Army had effective controls for maintaining property accountability for equipment in Kuwait.
Military Facilities Inspections – King Abdullah II Special Operations Training Center (KASOTC) Jordan	To protect the health and safety of the warfighter by inspecting U.S. controlled and occupied military facilities for compliance with DoD and Federal environmental health and safety policies and standards. These policies and standards include the Unified Facilities Criteria (UFC), National Fire Protection Association (NFPA), National Electrical Code (NEC), and U.S. Environmental Protection Agency (EPA) standards. This project may be broken into several distinct projects, depending on scope development.
Assessment of DoD/CENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraq National Guard Brigades to Defeat ISIL	To determine whether DoD/CENTCOM and Coalition goals, objectives, plans, guidance, operations, and resources to train, advise, and assist the Iraq National Guard Brigades to defeat ISIL are operationally effective to initiate and sustain combat operations.
Assessment of Insider Threat Policy Implementation	To determine if the Department has integrated insider threat considerations among non-DoD and coalition partners and determine the extent of implementation of insider threat policy requirements.
Department of State Office of Inspector General	
Audit of the Baghdad Life Support Services (BLISS) Contract	To determine whether the Department of State is administering the BLISS contract in accordance with acquisition regulations and the contractor is complying with contract terms and conditions.
Audit of Department of State Management of the Operations and Maintenance Contract for U.S. Mission Iraq	To determine whether the Department of State is administering the contract for operations and maintenance in accordance with acquisition regulations and the contractor is complying with contract terms and conditions.
Audit of Department of State Management of the Worldwide Protective Services Task Order No. 12 for Security Services at Consulate General Basrah	To determine whether the Department of State is administering WPS Task Order No. 12 in accordance with acquisition regulations and the contractor is complying with contract terms and conditions.
Audit of the Middle East Partnership Initiative	To determine whether the Department of State's administration of the Middle East Partnership Initiative Program has been effective and whether the Program is achieving its stated objectives.
Audit of the Financial Management of the Middle East Partnership Initiative	To determine whether the Near Eastern Affairs Bureau is complying with Federal and Department guidance concerning the financial management of the Middle East Partnership Initiative Program.

(continued on next page)

Project Title	Objective
Research on DoS Reporting of Financial and Operational Information for Operation INHERENT RESOLVE	To obtain and analyze the Department of State's reporting of financial and operational information for OIR. This information will be used to develop a methodology for determining the accuracy of the information provided by DoS for OIR. No reports will be issued from this research effort.
U.S. Agency for International Development Office of Inspector General	
Review of USAID Middle East Bureau's Use of Other Than Full and Open Competition	This regional review will determine to what extent the Middle East Bureau is using other than full and open competition and whether the Middle East Bureau is complying with Federal Acquisition Regulations when using other than full and open competition in awarding contracts.
Survey of Selected USAID Office of Foreign Disaster Assistance Activities (OFDA) in Iraq	Although USAID's bilateral assistance program in Iraq has been winding down, the current crisis arising from the military advances made by the Islamic State of Iraq and the Levant (ISIL) have resulted in significant U.S. humanitarian assistance to Iraq. This survey will determine if USAID/ OFDA and its implementers are taking reasonable steps to manage and mitigate risks for selected OFDA activities while responding to the needs of the internally displaced Iraqi population.

Source: Lead Inspector General for OIR, *FY 2015 Joint Strategic Oversight Plan*, 3/31/2015, pp. 18-28.

OTHER OVERSIGHT PARTNERS

Several other inspectors general have oversight responsibilities for programs that support the U.S. strategy to defeat ISIL. The Lead IG agencies, military service IGs, and other oversight partners, such as GAO, coordinate projects under established processes for avoiding duplicative work. The following partners provided input as of March 31, 2015:

- **DHS OIG** has not released any reports directly related to the strategy to defeat ISIL, but in 40 reviews, it addressed many of the issues related to the Homeland Security LOE, such as airport screening and other security measures, border protection, and U.S. immigration services. It has 15 additional projects planned or underway.
- **DoJ IG** reported that it has not conducted oversight work directly related to the strategy to defeat ISIL, but it has released many oversight reports over the last 2 years addressing DoJ's and FBI's expansive counterterrorism and national security efforts.
- **Treasury OIG** issued several reports related to terrorist financing and anti-money laundering, including semiannual audits of Treasury's Financial Crimes Enforcement Network (FinCEN) Bank Secrecy Act (BSA) IT Modernization Program. These audits determined whether the FinCEN network is meeting cost, schedule, and performance benchmarks for

the BSA IT modernization program and providing appropriate oversight of contractors. Treasury OIG reported that various projects are in process or planned at the Office of Foreign Assets Control, Office of Terrorist Financing and Financial Crime, Office of Intelligence and Analysis, FinCEN, and Office of the Comptroller of the Currency. Treasury OIG is also responsible for the oversight of the Terrorist Finance Tracking Program.

- **GAO** announced two new engagements in February 2015. One reviews U.S. efforts to train and equip the Syrian opposition forces, including roles and missions for the advisor teams; DoD's progress in meeting these requirements; incorporation of lessons learned from prior advisory experience in structure, preparing, and executing this advisor mission; and DoD's provision of force protection and base security for mission enablers. The second review focuses on U.S. government plans to vet, train, and equip the Syrian opposition forces; the status of implementing plans; the level of support provided by international coalition partners; and the funding allocated, obligated, and disbursed for the program.

INVESTIGATIONS

Embracing the whole-of-government philosophy, the criminal investigative components of the three Lead IG agencies are employing a collaborative, multiagency strategy to combat contract fraud and corruption that impacts OIR. Building on lessons learned from conducting investigations for more than a decade in Iraq and Afghanistan, and leveraging established interagency ties within the federal law-enforcement community, the Lead IG investigative components are dedicated to establishing a law-enforcement working group model for the OIR mission. The model capitalizes on the collective experience and the distinct and independent legal authorities of not only the three Lead IG investigative components, but also other federal law enforcement agencies with a mission to investigate fraud in wartime contracting. These agencies include, for example, the U.S. Army Criminal Investigation Command, the U.S. Air Force Office of Special Investigations, the Naval Criminal Investigative Service, and the FBI. The working group model is being designed to efficiently and effectively conduct and resolve investigations by maximizing coordination and information sharing and eliminating unnecessary redundancies.

The Associate Inspector General is guiding and assisting in focusing the joint investigative capabilities of the Lead IG investigative components. As of March 31, 2015, the coordination effort has centered on strategic planning and formalizing an organizational structure for the investigative working group, which will operate under the terms of a memorandum of agreement, currently

in development. Staffing requirements and locations for forward operating components have been projected with the goal in mind of maximizing the colocation of personnel where practical, the cohesion of the group, and the coordination of joint efforts to achieve the mission.

Emphasizing the critical importance of prosecutorial support for investigations, the Associate Inspector General has implemented and directed plans for strengthening existing relationships with federal prosecution components at DoJ and among the offices of several United States Attorneys. This effort has begun, including meetings with the leadership of DoJ's Criminal Division's Fraud Section.

The investigative components of the Lead IG agencies are committed to actively and cooperatively pursuing allegations of fraud, waste, and abuse related to OIR programs and operations. Each of these components brings to bear a unique set of authorities and expertise:

- **The Defense Criminal Investigative Service**, DoD IG's criminal investigations component, maintains regular liaison with contracting and support commands, such as the Defense Contract Management Agency, the Defense Logistics Agency, the U.S. Army Corps of Engineers, and the Joint Regional Contracting Commands. DCIS investigators provide fraud awareness briefings and DCIS mission briefings to U.S. military leaders, civilian contracting officials, defense contractor personnel, and host-nation law-enforcement and civilian personnel. The purpose of these briefings is to educate these officials about recognizing, reporting, and countering fraud, waste, and abuse related to Defense contract dollars.

  As of March 31, 2015, DCIS had conducted 4 fraud awareness briefings for more than 200 individuals. This includes a presentation by DCIS, DoD IG Audit, and the U.S. Army Criminal Investigation command at a joint exercise at Fort Bliss, Texas, covering the basics of the Lead IG legislation and contract fraud indicators observed in audits/investigations in Southwest Asia over the last few years.[167]
- **The DoS OIG Investigations** component engages DoS employees, bureaus, and offices, as well as BBG, to conduct effective oversight and address priorities and challenges. The staff conducts marketing and integrity awareness briefings to increase awareness of vulnerabilities and to highlight the Hotline and whistleblower protections to DoS and BBG officials, employees, and other external stakeholders, including DoS and BBG contractors and grantees. They also distribute marketing materials, such as brochures and posters to DoS and BBG employees and their contractors and grantees.

- **USAID OIG Investigations** provides fraud awareness briefings to U.S. and non-U.S. USAID implementers and intended beneficiaries, and accountability training to host countries. Assistance projects implemented in developing countries are at significant risk of fraud, waste, and abuse. Those risks are multiplied when projects unfold during a disaster or military contingency. To help address these risks, USAID OIG staff provides USAID officials, implementing partner staff, and local auditors with training in identifying fraud, complying with the requirements of USAID contracts and agreements, and reporting potential violations to their office. Training takes place in Iraq and neighboring countries. As of March 31, 2015, USAID OIG had delivered 13 fraud awareness briefings for 160 attendees. It opened 6 cases and has 6 ongoing. During this reporting period, USAID OIG took two personnel actions and one policy action related to OIR.[168]

HOTLINES

The Lead IG agencies worked immediately to coordinate hotline capabilities for the OIR effort. A working group, comprising representatives from their offices, is establishing policies for delivering a combined hotline capability across multiple organizations. Through a memorandum of agreement, they will define the roles and responsibilities among agencies and define requirements for reporting to Congress. Jurisdictional elements differ among the agencies, so at the onset, they leveraged pre-existing hotline infrastructure used by institutional IGs to report information through a coordinated effort.

Each agency is responsible for data calls and general administration of Hotline processes. Individual hotline centers facilitate appropriate transfer of most complaints within 3 working days, but immediately expedite priority complaints. High-priority issues include health and safety issues, threats to persons or property, and classified leaks. Additionally, DoD IG plans to deploy a Hotline investigator to the Middle East to act as a single point of contact for OIR complaints and to publicize the Hotline by performing fraud, waste, and abuse briefings. A Standard Arabic translator will be available to broaden the Hotline's reach to non-English-speaking sources.

Hotline cases span numerous risk areas, including oversight of contracts, operations, governance, humanitarian and developmental assistance, intelligence, fraud, and corruption. Each IG office prioritizes hotline contacts according to the types of complaints received. DoD hotline cases often center on

warfighting concerns, supplies, wartime policies, contracts, and threats to the United States. Most DoS complaints focus on refugees, governance programs, moderate opposition forces, non-military logistical support, and UN programs. USAID contacts often involve refugees, food and medicine, IDPs, and infrastructure and governance programs.

As of March 31, 2015, the Lead IG agencies had received 15 hotline complaints related to the OIR effort. USAID OIG has received most of the complaints, which allege program fraud, kickbacks, and conflict of interest in USAID-funded programs providing emergency aid to Syrians. Based on these complaints, USAID OIG has multiple ongoing cases.[169]

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APPENDIX A: SECTION 8L OF THE INSPECTOR GENERAL ACT OF 1978, AS AMENDED

§8L. Special Provisions Concerning Overseas Contingency Operations

(a) Additional Responsibilities of Chair of Council of Inspectors General on Integrity and Efficiency.-Upon the commencement or designation of a military operation as an overseas contingency operation that exceeds 60 days, the Chair of the Council of Inspectors General on Integrity and Efficiency (CIGIE) shall, in consultation with the members of the Council, have the additional responsibilities specified in subsection (b) with respect to the Inspectors General specified in subsection (c).

(b) Specific Responsibilities.-The responsibilities specified in this subsection are the following:

(1) In consultation with the Inspectors General specified in subsection (c), to designate a lead Inspector General in accordance with subsection (d) to discharge the authorities of the lead Inspector General for the overseas contingency operation concerned as set forth in subsection (d).

(2) To resolve conflicts of jurisdiction among the Inspectors General specified in subsection (c) on investigations, inspections, and audits with respect to such contingency operation in accordance with subsection (d)(2)(B).

(3) To assist in identifying for the lead inspector general for such contingency operation, Inspectors General and inspector general office personnel available to assist the lead Inspector General and the other Inspectors General specified in subsection (c) on matters relating to such contingency operation.

(c) Inspectors General.-The Inspectors General specified in this subsection are the Inspectors General as follows:

(1) The Inspector General of the Department of Defense.

(2) The Inspector General of the Department of State.

(3) The Inspector General of the United States Agency for International Development.

(d) Lead Inspector General for Overseas Contingency Operation.-(1) A lead Inspector General for an overseas contingency operation shall be designated by the Chair of the Council of Inspectors General on Integrity and Efficiency under subsection (b)(1) not later than 30 days after the commencement or designation of the military operation concerned as an overseas contingency operation that exceeds 60 days. The lead Inspector General for a contingency operation shall be designated from among the Inspectors General specified in subsection (c).

(2) The lead Inspector General for an overseas contingency operation shall have the following responsibilities:

(A) To appoint, from among the offices of the other Inspectors General specified in subsection (c), an Inspector General to act as associate Inspector General for the contingency operation who shall act in a coordinating role to assist the lead Inspector General in the discharge of responsibilities under this subsection.

(B) To develop and carry out, in coordination with the offices of the other Inspectors General specified in subsection (c), a joint strategic plan to conduct comprehensive oversight over all aspects of the contingency operation and to ensure through either joint or individual audits, inspections, and investigations, independent and effective oversight of all programs and operations of the Federal Government in support of the contingency operation.

(C) To review and ascertain the accuracy of information provided by Federal agencies relating to obligations and expenditures, costs of programs and projects, accountability of funds, and the award and execution of major contracts, grants, and agreements in support of the contingency operation.

(D)(i) If none of the Inspectors General specified in subsection (c) has principal jurisdiction over a matter with respect to the contingency operation, to exercise responsibility for discharging oversight responsibilities in accordance with this Act with respect to such matter.

(ii) If more than one of the Inspectors General specified in subsection (c) has jurisdiction over a matter with respect to the contingency operation, to determine principal jurisdiction for discharging oversight responsibilities in accordance with this Act with respect to such matter.

(E) To employ, or authorize the employment by the other Inspectors General specified in subsection (c), on a temporary basis using the authorities in section 3161 of title 5, United States Code, such auditors, investigators, and other personnel as the lead Inspector General considers appropriate to assist the lead Inspector General and such other Inspectors General on matters relating to the contingency operation.

(F) To submit to Congress on a bi-annual basis, and to make available on an Internet website available to the public, a report on the activities of the lead Inspector General and the other Inspectors General specified in subsection (c) with respect to the contingency operation, including-

(i) the status and results of investigations, inspections, and audits and of referrals to the Department of Justice; and

(ii) overall plans for the review of the contingency operation by inspectors general, including plans for investigations, inspections, and audits.

(G) To submit to Congress on a quarterly basis, and to make available on an Internet website available to the public, a report on the contingency operation.

(H) To carry out such other responsibilities relating to the coordination and efficient and effective discharge by the Inspectors General specified in subsection (c) of duties relating to the contingency operation as the lead Inspector General shall specify.

(3)(A) The lead Inspector General for an overseas contingency operation may employ, or authorize the employment by the other Inspectors General specified in subsection (c) of, annuitants covered by section 9902(g) of title 5, United States Code, for purposes of assisting the lead Inspector General in discharging responsibilities under this subsection with respect to the contingency operation.

(B) The employment of annuitants under this paragraph shall be subject to the provisions of section 9902(g) of title 5, United States Code, as if the lead Inspector General concerned was the Department of Defense.

(C) The period of employment of an annuitant under this paragraph may not exceed three years, except that the period may be extended for up to an addi-

tional two years in accordance with the regulations prescribed pursuant to section 3161(b)(2) of title 5, United States Code.

(4) The lead Inspector General for an overseas contingency operation shall discharge the responsibilities for the contingency operation under this subsection in a manner consistent with the authorities and requirements of this Act generally and the authorities and requirements applicable to the Inspectors General specified in subsection (c) under this Act.

(e) Sunset for Particular Contingency Operations.-The requirements and authorities of this section with respect to an overseas contingency operation shall cease at the end of the first fiscal year after the commencement or designation of the contingency operation in which the total amount appropriated for the contingency operation is less than $100,000,000.

(f) Construction of Authority.-Nothing in this section shall be construed to limit the ability of the Inspectors General specified in subsection (c) to enter into agreements to conduct joint audits, inspections, or investigations in the exercise of their oversight responsibilities in accordance with this Act with respect to overseas contingency operations.

(Pub. L. 95–452, §8L, as added Pub. L. 112–239, div. A, title VIII, §848(2), Jan. 2, 2013, 126 Stat. 1851.)

Prior Provisions

A prior section 8L of the Inspector General Act of 1978 was renumbered section 8M by Pub. L. 112–239.

APPENDIX B:
CIGIE DESIGNATION OF THE LEAD INSPECTOR GENERAL

December 17, 2014

The Honorable Jon Rymer
Inspector General
Department of Defense
4800 Mark Center Drive
Alexandria, Virginia 22350

Dear Mr. Rymer:

As you know, on October 17, 2014, the Secretary of Defense designated an expanded mission in Iraq as an overseas contingency operation, as defined in 10 U.S.C. § 101(a)(13), known as "Operation Inherent Resolve." Pursuant to Section 8L of the Inspector General Act of 1978, 5 U.S.C. app. 3, this is to notify you that I have designated you as the lead Inspector General for this contingency operation (see enclosure).

I appreciate your willingness to lead this initiative, in coordination with the Inspectors General of the Department of State and the Agency for International Development.

If CIGIE can be of any further assistance, please do not hesitate to contact me.

Sincerely,

Phyllis K. Fong
Chair

Enclosure

cc:
IG, Department of State
IG, Agency for International Development
CIGIE Executive Director
CIGIE Executive Chairperson

Council of the
INSPECTORS GENERAL
on INTEGRITY and EFFICIENCY

On September 10, 2014, President Barack Obama addressed the Nation to explain an expanded mission in Iraq to counter the threat of "ISIL," also known as the "Islamic State." On October 17, 2014, the Secretary of Defense designated this as an overseas contingency operation (OCO), as defined in 10 U.S.C. § 101(a)(13), and that the operation will continue until the mission has been accomplished. It is expected that the operation will last more than 60 days.

Pursuant to section 8L of the Inspector General Act of 1978, 5 U.S.C. app. 3, §§ 1-13 (IG Act), the Chair of the Council of Inspectors General on Integrity and Efficiency (CIGIE) has been given the following responsibilities:

(1) In consultation with the Inspectors General of the Department of Defense (DOD), the Department of State (DOS), and the United States Agency for International Development (USAID), designate a lead Inspector General to discharge the authorities of the lead Inspector General for the OCO concerned.
(2) Resolve conflicts of jurisdiction among the DOD, DOS, and USAID Inspectors General on investigations, inspections, and audits with respect to such OCO.
(3) Assist the lead inspector general in identifying other Inspectors General and inspector general office personnel available to assist the lead Inspector General (and the remaining two Inspectors General from the DOD, DOS, or USAID) on matters relating to such OCO.

See 5 U.S.C. app. 3, § 8L(b).

Pursuant to my authority under section 8L of the IG Act, and after consulting with the DOD, DOS, and USAID Inspectors General, I hereby designate Jon Rymer, Inspector General, DOD, as the lead Inspector General for the above-referenced OCO.

Executed this 17th day of December, 2014.

Phyllis K. Fong
Chair
Council of the Inspectors General on Integrity and Efficiency

ACRONYMS AND DEFINITIONS

Acronym	Definition
AUMF	Authorization for Use of Military Force
BBG	Broadcasting Board of Governors
BLISS	Baghdad Life Support Services contract
BSA	Bank Secrecy Act
CENTCOM	U.S. Central Command
CIGIE	Council of the Inspectors General for Integrity and Efficiency
CSO	DoS Bureau of Conflict and Stabilization Operations
CT	DoS Bureau of Counterterrorism
CTPF	Counterterrorism Partnerships Fund
CWC	Commission on Wartime Contracting
CWG	Coalition Working Group
DCIS	Defense Criminal Investigative Service
DIG-OCO	DoD Deputy Inspector General for Overseas Contingency Operations
DoD IG	Department of Defense Inspector General
DoS OIG	Department of State Office of Inspector General
DHS	Department of Homeland Security
DNI	Director of National Intelligence
DoJ	Department of Justice
DRL	DoS Bureau of Democracy, Human Rights, and Labor
EAP	DoS Bureau of East Asia Pacific Affairs
EB	DoS Bureau of Economic and Business Affairs
EUR	DoS Bureau of European and Eurasian Affairs
FATF	Financial Action Task Force
FBI	Federal Bureau of Investigation
FFP	Office of Food for Peace (USAID)
FinCEN	Financial Crimes Enforcement Network
GOI	Government of Iraq
IDP	internally displaced person
IED	improvised explosive device
INL	DoS Bureau of International Narcotics and Law Enforcement Affairs

(continued in next column)

Acronym	Definition
IO	information operations
IPC	Interagency Policy Committee
ISIL	Islamic State of Iraq and the Levant
ISR	intelligence, surveillance, and reconnaissance
ITEF	Iraq Train and Equip Fund
JTTF	Joint Terrorism Task Force
Lead IG	Lead Inspector General
Lead IG agencies	refers to DoD IG, DoS OIG, and USAID OIG
LOE	line of effort
NCTC	National Counterterrorism Center
NEA	DoS Bureau of Near Eastern Affairs
NSC	National Security Council
NGO	non-governmental organization
OCO	overseas contingency operation
OEF	Operation Enduring Freedom
OFDA	Office of U.S. Foreign Disaster Assistance (USAID)
OIF	Operation Iraqi Freedom
OIP	Other International Programs
OFS	Operation Freedom's Sentinel
OIR	Operation Inherent Resolve
OND	Operation New Dawn
PA	DoS Bureau of Public Affairs
PM	DoS Bureau of Political-Military Affairs
PRM	DoS Bureau of Population, Refugees, and Migration
SITF	Syria-Iraq Task Force
STEF	Syria Train and Equip Fund
Treasury	U.S. Department of the Treasury
UNSCR	United Nations Security Council Resolution
USAID OIG	U.S. Agency for International Development Office of Inspector General
USMC	United States Marine Corps

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136. USAID OIG, response to Lead Inspector General request for information, 4/20/2015.
137. USAID OIG, response to Lead Inspector General request for information, 4/13/2015.
138. USAID OIG, response to Lead Inspector General request for information, 4/13/2015.
139. USAID OIG, responses to Lead Inspector General request for information, 4/13/2015 and 4/20/2015.
140. USAID Syria Complex Emergency Fact Sheet #5, 3/31/2015.
141. White House, Fiscal Year 2015 Budget amendment, 11/10/2014, www.whitehouse.gov/sites/default/files/omb/ assets/budget_amendments/amendment_11_10_14.pdf, accessed 3/31/2015.
142. USAID OIG, response to Lead Inspector General re-

quest for information, 4/13/2015.

143. USAID Syria Complex Emergency Fact Sheet #5, 3/31/2015.
144. USAID OIG, responses to Lead Inspector General request for information, 4/13/2015 and 4/21/2015.
145. OUSD(P), response to DoD IG request for information, 4/13/2015.
146. U.S. humanitarian assistance is provided solely based on need and is not targeted based on political, religious, or ethnic affiliations. DoS OIG, response to Lead Inspector General request for information, 4/20/2015.
147. Commission on Wartime Contracting In Iraq and Afghanistan, *Transforming Wartime Contracting: Controlling Costs, Reducing Risk, Final Report to Congress*, 8/2011, p. 9.
148. Senator Claire McCaskill, remarks during testimony before the Senate Homeland Security and Governmental Affairs Committee, "The Comprehensive Contingency Contracting Reform Act of 2012 (S.2139)," 4/17/2012, p. 3.
149. Lynne M. Halbrooks, Acting DoD Inspector General, Department of Defense; Harold W. Geisel, Acting DoS Inspector General; and Michael Carroll, Acting USAID Inspector General, testimony before the Senate Homeland Security and Governmental Affairs Committee, "The Comprehensive Contingency Contracting Reform Act of 2012," 4/17/2012.
150. 10 USC 101(1)(13) defines "contingency operation" as a military operation that:
(A) is designated by the Secretary of Defense as an operation in which members of the armed forces are or may become involved in military actions, operations, or hostilities against an enemy of the United States or against an opposing military force; or
(B) results in the call or order to, or retention on, active duty of members of the uniformed services under section 688, 12301(a), 12304, 12304a, 12305, or 12406 of this title, chapter 15 of this title, section 712 of title 14, or any other provision of law during a war or during a national emergency declared by the President or Congress.
151. On January 2, 2013, the National Defense Authorization Act for FY 2013 was signed into law, including section 848, amending the IG Act of 1978 (5 USC app.) by adding section 8L, "Special Provisions Concerning Overseas Contingency Operations."
152. DoD Inspector General, letter to DoS Inspector General Steve Linick, 12/18/2014.
153. DoD IG, DoS OIG, and USAID OIG, as designated in section 8L of the Inspector General Act of 1978, as amended.
154. Lead Inspector General, *FY 2015 Joint Strategic Oversight Plan for OIR*, 3/31/2015, p. 12.
155. Pursuant to section 8L of the Inspector General Act of 1978, as amended: The Lead IG will "determine which IG has principal jurisdiction when more than one inspector general from the DoD, DoS, and USAID has jurisdiction." Further, the Lead IG will "exercise responsibility for discharging oversight responsibilities" when Departments of Defense and State and USAID have no jurisdiction.
156. DoD Inspector General Jon T. Rymer, letter to Inspector General Steve A. Linick and Acting Deputy Inspector General Michael G. Carroll, 12/18/2014.
157. Phase I took place at Fort Bliss, Texas, and Phase II took place at Schofield Barracks, Hawaii.
158. USAID OIG, response to Lead Inspector General request for information, 4/20/2015.
159. As required by section 8L of the Inspector General Act of 1978, as amended.
160. Lead Inspector General, *FY 2015 Joint Strategic Oversight Plan for OIR*, 3/31/2015.
161. *Commission on Wartime Contracting In Iraq and Afghanistan, Transforming Wartime Contracting: Controlling Costs, Reducing Risk, Final Report to Congress*, 8/2011, p. 1.
162. P.L. 109-163, Section 1206, codified at 10 USC 2282.
163. Section 8L(d)(2)(C) of the Inspector General Act of 1978, as amended.
164. As required by section 8L of the Inspector General Act of 1978, as amended.
165. DoD IG/AUD, Project No. D2015-D000JB-0169.000, reported in the *FY 2015 Joint Strategic Oversight Plan for OIR*.
166. DoS OIG/AUD project reported in the *FY 2015 Joint Strategic Oversight Plan for OIR*.
167. DCIS, responses to Lead Inspector General request for information, 4/6/2015 and 4/21/2015.
168. USAID OIG, response to Lead Inspector General request for information, 4/13/2015.
169. USAID OIG, response to Lead Inspector request for information, 4/23/2015.
170. DoS, Special Presidential Envoy for the Global Coalition to Counter ISIL, "The Global Coalition to Degrade and Defeat ISIL," www.state.gov/s/seci/, access3ed 4/9/2015. Other sources: DoS, Secretary of State Kerry remarks, "Statement as Chair of Ministerial Debate of the UN Security Council on Iraq," 9/19/2014; DoS OIG, response to Lead Inspector General request for information, 4/20/2015.

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