

Executive Summary

Purpose of this Assessment

The Inspectors General of the Departments of Defense and State established an interagency IG Team (IG Team) to collaborate on this management and program assessment of the Iraqi police training program.

The purposes were to:

- evaluate the U.S. government funded (appropriated funds) programs in accomplishing the training and equipping of the Iraqi Police Service (IPS), and
- examine the effectiveness of coordination and cooperation between Department of State (DoS) and Department of Defense (DoD) activities for developing, implementing, and conducting training for the IPS.

National Security Presidential Directive 36 (NSPD–36) stipulates the responsibilities for U.S. Government operations in Iraq after the June 28, 2004, termination of the Coalition Provisional Authority (CPA). The directive states, in part:

“Commander, USCENTCOM, under the authority, direction and control of the Secretary of Defense, shall continue to be responsible for U.S. efforts with respect to security and military operations in Iraq The Secretary of State shall be responsible for the continuous supervision and general direction of all assistance for Iraq. Commander, USCENTCOM, with the policy guidance of the Chief of Mission, shall direct all United States Government efforts and coordinate international efforts in support of organizing, equipping, and training all Iraqi security forces. At the appropriate time, the Secretary of State and the Secretary of Defense shall jointly decide when these functions shall transfer to a security assistance organization and other appropriate organizations under the authority of the Secretary of State and the Chief of Mission”

To carry out the responsibilities directed by NSPD–36, DoD created the Multinational Security Transition Command–Iraq (MNSTC–I) under the overall direction of Commander, Multinational Force–Iraq (MNF–I). MNF–I’s Civilian Police Assistance Training Team (CPATT) manages the IPS training program. While DoD has primary responsibility for security operations in Iraq, including training of security forces, historically the DoS is responsible for security assistance in nation building operations. The DoS Bureau of International Narcotics and Law Enforcement (INL) possesses the institutional experience in training police forces and, therefore, was tasked, even before NSPD–36, to develop an appropriate training program for the Iraqi Police Service.

Scope

The Departments of Defense and State share oversight responsibilities for U.S. Government-funded training of the Iraqi police. In October 2004, the Inspectors General of the DoD and DoS initiated this interagency project to fully examine the processes and organizational relationships associated with the training of the Iraqi Police Service (IPS).

From October 2004 through February 2005, the IG Team researched preliminary data in the Washington DC area. Between February 22 and March 5, 2005, the IG Team visited the Jordan International Police Training Center (JIPTC). Subsequently, the team conducted fieldwork in Iraq from March 6–27, 2005. Appendix A contains more detail on the scope and methodology used in this project. The assessment was completed in accordance with the President’s Council on Integrity and Efficiency, “*Quality Standards for Inspections*,” January 2005.

As with all efforts in Iraq, the Coalition programs to train police are continually evolving. The cutoff date for this assessment was April, 2005. Subsequent developments generally are not reflected in the report.

Putting Police Training in Context

The initial assumption was that the Iraqi police training programs would be conducted in a post-conflict environment. Contrary to these expectations, the IPS is evolving in an environment of high-level violence and terrorism intermingled with a problematic insurgency movement.

Conceptually, the Coalition’s objective is to train the IPS to provide security in urban areas throughout the country.¹ In order to meet the IPS capacity required, two academies were established: the Baghdad Public Service Academy (renamed the Baghdad Police College) and an academy at Muwvaqqar, Jordan—the Jordan International Police Training Center (JIPTC). Several regional academies were subsequently added. Ironically, the IPS emerged as the prime target of the terrorists and insurgents. Over the course of the last year, more than 1,600 members of the IPS have been killed. In addition, many intending recruits, congregating in anticipation of joining IPS ranks, have been targeted by suicide bombers. Still, recruits show up.

Given the dangers involved, it is not surprising that every aspect of the training program has been difficult. Several governments have shown the willingness to participate in training—but only outside Iraq. Likewise it has been difficult to engage instructor and mentoring services of non-military expatriates who are willing to work in-country. Even

¹ Regular military units of the Iraqi Army are to be stationed in the rural areas, responsible for traditional national defense and protection of Iraq’s borders.

more, full utilization of instructors and mentors throughout Iraq is constrained by strict security procedures governing the movement of Coalition personnel in country.

Finally, the constantly changing ‘street reality’ of Iraq demands great agility and ingenuity in designing and executing training programs. Against formidable odds, Coalition authorities, with increasing Iraqi participation, are meeting the challenges to create a credible, capable IPS.

Accolades followed the commendable performance of the IPS in helping assure the January 30 electoral success. As the IG Team traveled widely in Iraq, members observed a reasonable number of policemen on the streets. At police stations visited, there was evidence of at least tentative IPS outreach to the public. A favorable degree of self-assurance among the police was evident. Embassy public opinion polls showed increasing public confidence in the IPS.² Thus, despite some weaknesses, the IG Team concludes that Civilian Police Assistance Training Team (CPATT) programs have resulted in a qualified success.

Key Judgments

- Although the IPS is not yet capable of single-handedly meeting the security challenges, relevant Coalition training efforts have resulted in a qualified success. Underscoring this conclusion are:
 - the good performance of the police during the January elections,
 - the increased visibility of police on the streets, and
 - polls indicating a growing public respect for and confidence in the police force.
- Recruitment and vetting procedures are faulty. Despite recent improvements, too many recruits are marginally literate; some show up for training with criminal records or physical handicaps; and some recruits allegedly are infiltrating insurgents. Iraqi Ministry of Interior (MOI) and IPS officials contend that Iraqis are better able to screen candidates than are Coalition military personnel. The IG Team agrees.
- Most of the IPS training programs have been designed and executed by the Coalition with insufficient input from Iraqi leaders. To a significant degree, key decisions made by the Coalition Provisional Authority (CPA) still pertain. There is a pressing need for closer dialogue with the Iraqi government in determining the process, content and direction of the training programs.
- Since inception, the Coalition objective has been to create a sizeable, orthodox ‘law and order’ police force. The goal is to train and equip 135,000 police by the end of 2006. This emphasis on numbers overshadows the attention that should be given to the qualitative performance of those trained.
- Relevant to all aspects of U.S. government-funded training is the Iraqi government’s capacity and determination to sustain the IPS force structure. Within present budget

² A “Greater Baghdad” poll indicated that the percentage of those with ‘quite a lot’ and ‘a great deal’ of confidence in the IP to improve the situation in Iraq increased from a combined total 70% in September, 2004, to 81% in March, 2005.

constraints, the Iraqi MOI cannot fund the ministry's existing staff of about 170,000, let alone the additional numbers projected for training. Part of this dilemma may be resolved through a present effort to document MOI personnel and identify 'ghost employees' and others who are not performing effectively. Removing such personnel from MOI rolls will be difficult.

- MOI officials are not enthusiastic about training Iraqis at the JIPTC. As the Iraqi government progressively assumes responsibility for IPS training, it is likely their use of JIPTC will atrophy. Planning for the future utilization of JIPTC facilities—and the attendant involvement of international contingents—must be addressed as soon as possible.
- Iraqi officials, notably to include the Minister of Interior, are adamant that henceforth training of raw recruits should be suspended in favor of in-service training. In principle, CPATT agrees that this shift will be reflected in the next training cycles. Plans need to be made now to revise curricula, decide on facilities utilization, and adjust instructor staffs.
- Unless and until the MOI takes full responsibility for the management and administration of the IPS training program, the Coalition is destined to fall short in helping to create an effective police force. The 'handoff' will be a process, not an event. Attention must be given to formulating—in close consultation with Iraqi counterparts—an agreed plan for that process.
- Concurrent with the ultimate assumption of full responsibilities by the Iraqi government and consistent with NSPD-36, the Department of Defense and the Department of State need to formulate plans for assumption of residual U.S. Government training responsibilities by the Department of State.

Formal Recommendations

Recommendation 1: Coalition authorities should plan and implement training focused on qualitative standards rather than on the numbers of trained IPs. This redefinition of objectives should be made explicit in a revised mission statement for CPATT. (Action: MNF-I in coordination with MNSTC-I and Embassy Baghdad.)

Recommendation 2: Coalition and Mission Iraq officials should support and encourage efforts by the Iraqi Transitional Government (ITG) to strengthen MOI control over the IPS through re-centralization of administrative processes and development of relevant SOPs. (Action: MNSTC-I and Embassy Baghdad.)

Recommendation 3: A working group of qualified instructors, specifically to include Iraqi representation, should design a range of courses suitable to the training needs of in-service IPS personnel. Mutually established parameters for candidate selection should be integral to this process. Changes in curricula for IP training must be negotiated in advance with the MOI and be implemented only after Iraqi agreement to such changes. (Action: MNSTC-I in consultation with the Iraqi Ministry of Interior.)

Recommendation 4: Coalition authorities should pursue agreement with the MOI to incorporate the existing Emergency Response Unit, Bureau of Dignitary Protection, and

provincial SWAT units into the Public Order Battalions, Special Police Commando Units, and Mechanized Brigades. (Action: MNSTC-I in coordination with Embassy Baghdad.)

Recommendation 5: Appropriate parties need to explore the merits, feasibility and conceivable sources of any U.S. Government funding to cover MOI salary shortfalls during the current fiscal year. This determination should take into account possible out-year implications for such support. (Action: MNF-I in consultation with MNSTC-I and Embassy Baghdad.)

Recommendation 6: A joint Coalition/MOI assessment should be conducted to determine operation and maintenance costs of Coalition-built and/or renovated training facilities and to determine how and whether those costs can be sustained. (Action: MNSTC-I in collaboration with Embassy Baghdad and in consultation with the MOI.)

Recommendation 7: Coalition and MOI leaders/trainers should identify a mutually agreeable target number or percentage of IPS trainees who demonstrate ambition and talent for subsequent leadership training. (Action: MNSTC-I in consultation with the MOI.)

Recommendation 8: A joint committee of Coalition and MOI officials should screen and select officers for advanced training based on mutually established qualification standards. (Action: MNSTC-I in conjunction with MOI.)

Recommendation 9: The Coalition recruiting program should be placed under the direction of the MOI, with MNC-I and CPATT providing assistance. (Action: MNF-I in consultation with MNC-I, MNSTC-I, and Embassy Baghdad.)

Recommendation 10: Coalition authorities should assess the extent and quality of Iraqi Ministry of Interior's records relevant to the vetting process, and then conclude a non-binding memorandum of agreement with the Ministry on access to and utilization of such material. (Action: MNSTC-I in coordination with Embassy Baghdad and consultation with the MOI.)

Recommendation 11: Coalition and Iraqi authorities should establish a non-binding agreement that states the MOI is responsible for vetting candidates for Coalition-sponsored police training. (Action: MNF-I in consultation with MNSTC-I and Embassy Baghdad and in collaboration with MOI.)

Recommendation 12: Coalition planners, in coordination with the MOI, should require that cadets first graduate from one of the police academies prior to entering Public Order Brigade (POB) or Emergency Response Unit (ERU) training. An in-service police training program should be developed for "currently serving" POB and ERU members who are not graduates of a police academy. (Action: MNSTC-I in coordination with the MOI.)

Recommendation 13: Contractual arrangements with expatriate instructors should specify that individually devised training courses will be submitted in advance for consideration and possible approval by MNSTC–I and CPATT. (Action: MNSTC–I.)

Recommendation 14: A non-binding agreement should be negotiated by the U.S. Government with the Iraqi Ministry of Interior that specifies that only applicants in possession of MOI-issued identification cards, explicitly stating that the bearer is a member of the IPS, will be accepted for training by the Coalition. (Action: MNSTC–I in coordination with Embassy Baghdad.)

Recommendation 15: Tables of Organization and Equipment should be developed for police stations and deployable police units throughout the country. (Action: MNSTC–I in coordination with MOI.)

Recommendation 16: Coalition authorities should establish internal controls to track transfer and accountability of equipment to the IPS. (Action: MNF–I in coordination with MNSTC–I and MNC–I and in consultation with MOI.)

Recommendation 17: Coalition resources, in close coordination with counterparts in the MOI and IPS, should develop an operational IPS Readiness Reporting System for the MOI. (Action: MNSTC–I in coordination with MOI.)

Recommendation 18: Coalition commanders should conduct a requirements analysis to determine the number of International Police Liaison Officers (IPLOs) who can be gainfully engaged under prevailing circumstances and adjust the number of these mentors accordingly. (MNSTC–I in consultation with Embassy Baghdad and INL.)

Recommendation 19: Standard operating procedures should be developed for the IPLOs, to define the relationships and responsibilities among the police liaison officers and military police. (Action: MNSTC–I in consultation with Embassy Baghdad and INL.)

Recommendation 20: The Department of State must keep Coalition governments apprised of developments at JIPTC, specifically those that relate to provision of training staff at that facility. (Action: Department of State’s Bureau of Near Eastern Affairs in consultation with INL.)

Recommendation 21: The Department of State should decide whether and where an ILEA should be established in the Middle East. If Jordan is selected as a venue, negotiations for such a transformation of JIPTC should proceed quickly. (Action: Department of State’s Bureau for Near Eastern Affairs in consultation with INL.)

Recommendation 22: Coalition commanders should obtain from the Iraqi Ministry of Interior a written commitment to assume responsibility for direct payment of the salaries of Iraqis trained by the Coalition at JIPTC. (Action: MNF–I in coordination with MNSTC–I and Embassy Baghdad and in consultation with MOI.)

Recommendation 23: Embassy Baghdad should work with the Iraqi Ministry of Interior to define areas in which Coalition advisors can play useful roles. (Action: Embassy Baghdad in collaboration with IRMO and MOI and in consultation with MNSTC–I.)

Recommendation 24: Top priority should be given to recruiting ‘3161’ personnel qualified to fill positions as defined jointly by Embassy Baghdad and the Iraqi Ministry of Interior, then to assigning a full complement of such advisors to the Ministry of Interior. (Action: Embassy Baghdad through IRMO.)

Recommendation 25: Embassy Baghdad should obtain from the MOI a written commitment to assure Coalition authorities can access data relevant to tracking and mentoring IPS personnel trained in U.S. Government-funded programs. (Action: Embassy Baghdad in consultation with MNSTC–I.)

Recommendation 26: Coalition and MOI officials should develop standard operating procedures for personnel administration of the Iraqi Police Service. (Action: MNSTC–I in coordination with Embassy Baghdad.)

Recommendation 27: The Department of State should assign one or more INL officers to work directly within CPATT to ensure INL perspectives are considered in the development of the IPS. (Action: Department of State in coordination with Embassy Baghdad and MNSTC–I.)

Recommendation 28: MNSTC–I should perform an assessment of security and IPS infrastructure development by province to identify opportunities where additional responsibility for IPS training can be transferred to Provincial Police. (Action: MNSTC–I in consultation with the MOI.)

Recommendation 29: The Department of State should propose that the National Security Council establish an inter-agency working group with representatives from the Departments of State, Defense, and Justice. The working group should identify issues to be addressed for the transfer of police training responsibilities from DoD to DoS. (Action: Department of State, Bureau of Near Eastern Affairs, in consultation with Embassy Baghdad, MNF–I, MNSTC–I, and INL.)

Recommendation 30: The Departments of State and Defense, in consultation with the Office of Management and Budget (OMB), should prepare a memorandum of agreement (MOA) to define funding arrangements for future U.S. involvement in Iraqi Police Service-related programs. (Action: Department of State’s Bureau of Resource Management (RM) and Department of Defense’s Office of the Under Secretary for Policy in consultation with OMB.)