



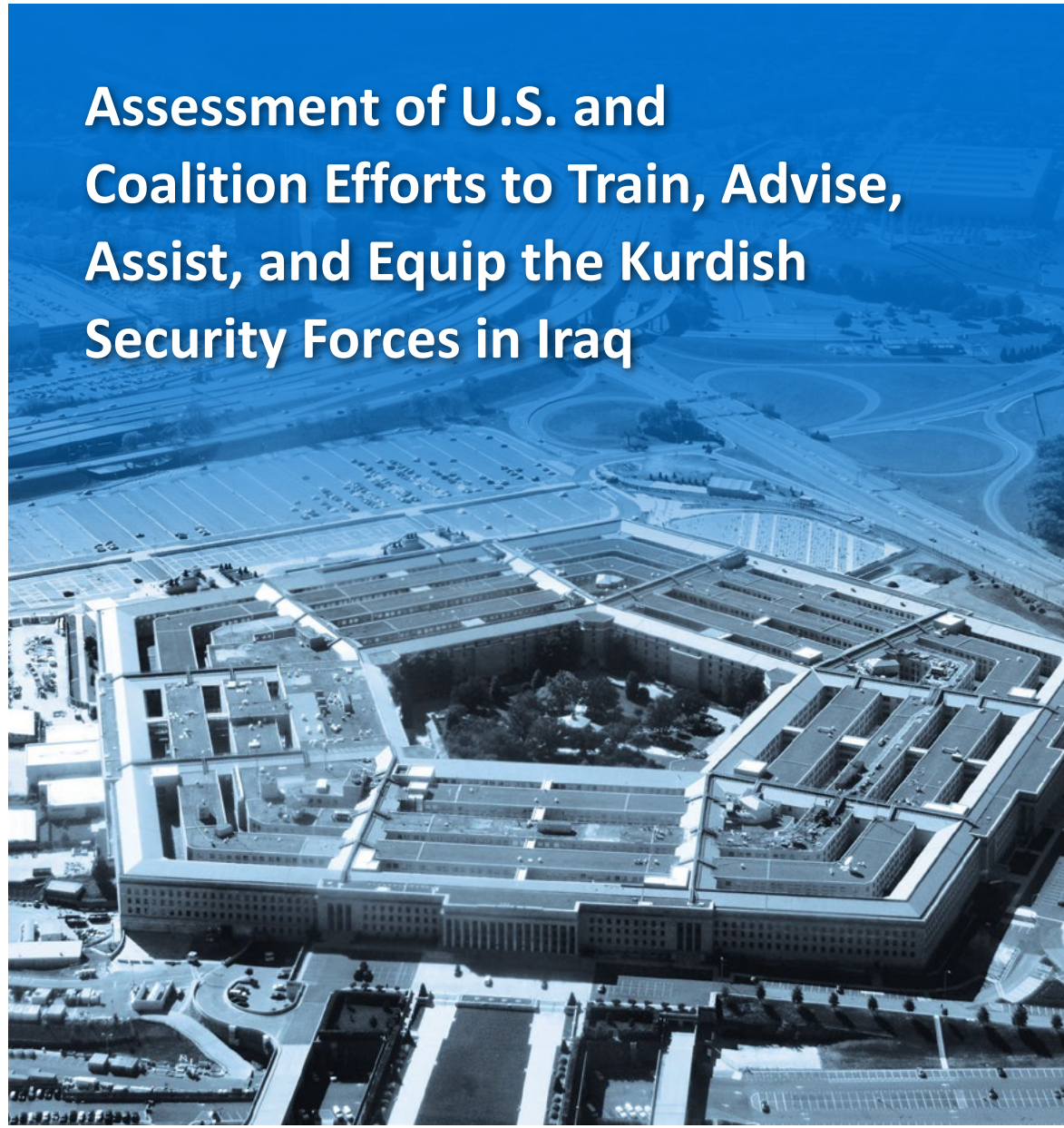
# INSPECTOR GENERAL

*U.S. Department of Defense*

DECEMBER 14, 2016



## Assessment of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq



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# Results in Brief

## *Assessment of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq*

December 14, 2016

### Objective

To assess U.S. and Coalition efforts to train, advise, assist, and equip the Kurdish Security Forces (KSF) to conduct operations against the Islamic State of Iraq and the Levant (ISIL).

### Findings

We found that the U.S. and Coalition train, advise, assist, and equip activities have helped the KSF to further develop its capability to conduct combat operations against ISIL.

We also identified several areas for improvement in the U.S. and Coalition's mission to train, advise, assist, and equip the KSF:

- U.S. officials did not have a comprehensive written plan to sustain the two brigade equipment sets that the U.S. intended to provide to the KSF, which could result in equipment deterioration.
- U.S. units lacked visibility of U.S.-transported equipment (both U.S.-purchased and Coalition-donated) within the U.S.-managed supply chain to be supplied to the KSF, which could lead to duplicate acquisition as well as potential loss of accountability.
- U.S. units initiated and performed informal advise and assist activities with the KSF in the areas of training

### Findings (cont'd)

development, logistics, and ministry professionalization that needed to be established as an official requirement to sustain their positive effects.

### Recommendations

We recommend that:

- Commander, U.S. Central Command:
  - Determine the requirements to sustain the functioning of the KSF brigade equipment sets and issue a written sustainment plan that includes those requirements.
  - Execute the requirements identified in the written sustainment plan.
  - Conduct periodic reviews to monitor readiness and take necessary actions to maintain acceptable readiness for the KSF brigade sets.
- Commander, U.S. Central Command, in coordination with Commander, 1st Theater Sustainment Command, review distribution procedures to ensure all equipment items, including both Coalition-donated and ITEF-purchased (bought with Iraqi Train and Equip Fund [ITEF]), are tracked and monitored through the supply chain to ensure accountability throughout the distribution process.
- Commander, Combined Joint Task Force–Operation Inherent Resolve, in coordination with Combined Joint Force Land Component Command–Operation Inherent Resolve, formalize and continue the current advise and assist missions being conducted in training development, logistics, and resource management.
- Chief, Office of Security Cooperation–Iraq, formalize and expand the current advise and assist mission being conducted at the Ministry of Peshmerga.



# Results in Brief

## *Assessment of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq*

### Management Comments and Our Response

The U.S. Central Command, Combined Joint Task Force–Operation Inherent Resolve, Combined Joint Force Land Component Command–Operation Inherent Resolve,<sup>1</sup> 1st Theater Sustainment Command, and Office of Security Cooperation–Iraq provided comments to a draft of this report.

The Deputy Chief of Staff, Combined Joint Force Land Component Command–Operation Inherent Resolve, disagreed with Recommendation B.1 and partially agreed with Recommendation B.3. The Chief, Office of Security Cooperation–Iraq neither agreed nor disagreed with Recommendation B.2.

These recommendations addressed the need to develop and execute a sustainment plan for the two brigade equipment sets the U.S. was providing the KSF.

Based on these responses from the field commands, as well as discussions with personnel from the U.S. Central Command Inspector General, we redirected Recommendations B.1, B.2, and B.3 to Commander, U.S. Central Command, who has the authority to direct their implementation. We request Commander, U.S. Central Command, to provide comments in response to this final report by January 20, 2017.

The Chief, J4-Operations, U.S. Central Command, responding for Commander, U.S. Central Command, and the Director, 1st Theater Sustainment Command ITEF Equipping Cell, responding for the Commander, 1st Theater Sustainment Command, agreed with Recommendation C to enhance asset visibility and capture accountability of ITEF-purchased equipment by coordinating on the implementation of a Logistics Management Modernization System by December 2016. No further comments are required.

Combined Joint Task Force–Operation Inherent Resolve agreed with Recommendation D.1 to formalize the current advise and assist missions being conducted in KSF training development, logistics and resource management. No further comment is requested.

The Chief, Office of Security Cooperation–Iraq neither agreed nor disagreed with Recommendation D.2, which was to formalize the current security assistance activities being conducted at the Ministry of Peshmerga. Based on the Chief’s comments, we made minor revisions to the recommendation. Therefore, we request the Chief, Office of Security Cooperation–Iraq provide additional comments on Recommendation D.2 in response to this final report by January 20, 2017.

<sup>1</sup> Combined Joint Force Land Component Command – Iraq changed its name to Combined Joint Force Land Component Command–Operation Inherent Resolve.

## ***Recommendations Table***

Management	Recommendations Requiring Comment	No Additional Comments Required
Commander, U.S. Central Command	B.1, B.2, B.3	
Commander, Combined Joint Task Force–Operation Inherent Resolve		
Commander, Combined Joint Task Force Land Component Command–Iraq		
Commander, 1st Theater Sustainment Command		
Chief, Office of Security Cooperation–Operation Inherent Resolve	D.2	

Please provide Management Comments by January 20, 2017.





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

December 14, 2016

MEMORANDUM FOR COMMANDER, UNITED STATES CENTRAL COMMAND  
COMMANDER, COMBINED JOINT TASK FORCE-  
OPERATION INHERENT RESOLVE  
COMMANDER, COMBINED JOINT TASK FORCE-  
LAND COMPONENT COMMAND-OPERATION INHERENT RESOLVE  
COMMANDER, 1st THEATER SUSTAINMENT COMMAND  
CHIEF, OFFICE OF SECURITY COOPERATION-IRAQ

SUBJECT: Assessment of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip  
the Kurdish Security Forces in Iraq (Report No. DODIG-2017-033)

We are providing this final report for review and appropriate action. The report relates to the DoD overseas contingency operation, Operation Inherent Resolve. Specifically, the report provides an assessment of U.S. and Coalition efforts to train, advise, assist, and equip the Kurdish Security Forces.

We considered management comments on a draft of this final report. As a result of those management comments, we redirected Recommendations B.1, B.2 and B.3 to Commander, U.S. Central Command; we request Commander, U.S. Central Command to provide comments in response to this final report by January 20, 2017. We also request Chief, Office of Security Cooperation-Iraq to provide additional comments to Recommendation D.2 in response to this final report by January 20, 2017.

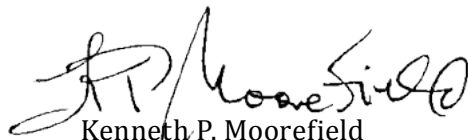
This report was completed in compliance with the OIG's oversight responsibilities, as described in the Inspector General Act of 1978, as amended. We conducted this assessment from October 2015 to December 14, 2016, in accordance with the "Quality Standards for Inspection and Evaluation," published in January 2012 by the Council of Inspectors General on Integrity and Efficiency.

Please provide comments that conform to DoD Instruction 7650.03 and state whether you agree or disagree with the observations and recommendations. If you agree with our recommendations, clearly state that you "agree" or "agree with comment" and describe what actions you have taken or plan to take to accomplish the recommendations and include the completion dates of your actions. Send copies of documentation supporting the actions you may have already taken. If you disagree with the recommendations or any part of them, clearly state that you "disagree," give specific reasons why you disagree, and propose alternative action, if appropriate.

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

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

[REDACTED] or [REDACTED]  
[REDACTED]



Kenneth P. Moorefield  
Deputy Inspector General  
Special Plans and Operations

# Contents

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## Introduction

Objective .....	1
Background .....	1
Notable Progress .....	4

## Findings

Finding A. The U.S. and Coalition Train, Advise, Assist, and Equip Activities Have Helped the KSF to Further Develop Its Capability to Conduct Combat Operations Against ISIL .....	5
Background .....	5
U.S. and Coalition Train, Advise, Assist, and Equip Activities .....	5
Conclusion .....	9
Finding B. Sustainment of Brigade Sets .....	11
Discussion .....	11
Conclusion .....	12
Recommendations, Management Comments, and Our Response .....	13
Finding C. U.S. and Coalition Supply Chain Visibility .....	15
Discussion .....	15
Conclusion .....	16
Recommendations, Management Comments, and Our Response .....	17
Finding D. Informal Advise, Assist and Security Assistance Activities .....	19
Discussion .....	19
Conclusion .....	23
Recommendations, Management Comments, and Our Response .....	24

## Appendixes

Appendix A. Scope and Methodology .....	27
Limitations .....	28
Use of Computer-Processed Data .....	28
Use of Technical Assistance .....	28
Appendix B. Prior Coverage .....	29

## Contents (cont'd)

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### Management Comments

U.S. Central Command .....	31
Combined Joint Task Force–Operation Inherent Resolve .....	32
Combined Joint Forces Land Component Command–Operation Inherent Resolve .....	34
1st Theater Sustainment Command .....	35
Office of Security Cooperation–Iraq .....	37

<b>Acronyms and Abbreviations .....</b>	<b>38</b>
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# Introduction

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This is the third report in an ongoing series (2015 forward) of Department of Defense Office of Inspector General (DoD OIG) Special Plans and Operations assessments regarding U.S. and Coalition support to the Iraq Security Forces (ISF) as part of the Operation Inherent Resolve mission. The first assessment covered U.S. and Coalition efforts to train, advise, assist, and equip the Iraq Army. The second assessment covered U.S. and Coalition efforts to train, advise, assist, and equip Iraqi Sunni Popular Mobilization Forces (classified report).

## Objective

To assess U.S. and Coalition efforts to train, advise, assist, and equip the Kurdish Security Forces (KSF) to conduct operations against the Islamic State of Iraq and the Levant (ISIL).

## Background

### ***Coalition Command Structure***

The U.S. established the Combined Joint Task Force–Operation Inherent Resolve (CJTF-OIR) to counter ISIL's takeover of territory in Iraq and Syria. Formed in October 2014, CJTF-OIR brought together more than 60 countries into the coalition against ISIL. Combined Joint Force Land Component Command–Operation Inherent Resolve (CJFLCC-OIR), a subordinate command of CJTF-OIR, was established to build the capacity of the ISF to degrade and ultimately defeat ISIL and to reestablish Iraqi sovereignty in the contested areas. Additional U.S. commands supporting the counter ISIL coalition included the Special Operations Joint Task Force–Iraq (SOJTF-I), the Office of Security Cooperation–Iraq (OSC-I), and the 1st Theater Sustainment Command (1st TSC).

However, in Iraqi Kurdistan, CJTF-OIR and its subordinate commands did not have a large presence. Outside of activities by U.S. special-operations forces, U.S. personnel primarily conducted advise and assist activities with the KSF. Task Force (TF) Hammer, a CJFLCC-OIR unit, provided advice and assistance to Ministry of Peshmerga leadership. CJFLCC-OIR did not have a role in KSF training.

The Kurdistan Training Coordination Center (KTCC), staffed by eight European countries, was primarily responsible for training the KSF. While the KTCC did not fall under the U.S. chain of command, U.S. personnel coordinated with the KTCC senior leaders on an ad-hoc basis. In addition, non-U.S. Coalition countries provided training to the KSF through bilateral agreements with the Kurdish Regional Government (KRG).

The CJTF-OIR commander, in his final command interview on August 10, 2016, stated the following: “But what I’ll say is on the military side, ... the Peshmerga have proven that they can fight and defeat the enemy with really a fairly light touch from us. We’re only doing advise and assist at [remote] locations. In the vast majority of the battle space, they’re on their own for the most part.”

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

In November 2014 the President outlined a comprehensive strategy to degrade and defeat ISIL consisting of nine lines of effort. The DoD was responsible for two lines of effort: denying ISIL safe-haven and building partner capacity (BPC). To advance these lines of effort, Public Law 113-291, “Carl Levin and Howard P. “Buck” McKeon National Defense Authorization Act for Fiscal Year 2015,” Section 1236, established the Iraq Train and Equip Fund (ITEF). Through ITEF, the Department gained authority and funds in the amount of \$1.6 billion to train, assist, and equip the ISF, which included the Iraqi Army, KSF, the Iraqi Counter Terrorism Service, and tribal and local security forces. In December 2015, an additional \$715 million was appropriated for ITEF through Public Law 114-113, “Consolidated Appropriations Act, 2016.”<sup>2</sup>

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

As outlined in the President’s comprehensive strategy to degrade and defeat ISIL, the DoD assumed the responsibility to build partner capacity within Iraq. Building partner capacity involved increasing the capability of partners in the region to sustain an effective long-term campaign against ISIL. To accomplish this goal and within their mission to train, advise, assist, and equip the ISF:

- Coalition Forces conducted the training at BPC sites, focusing on generating ISF offensive capabilities to conduct counterattacks against ISIL. Coalition trainers did this by employing a tailored training cycle that covered individual skills, as well as collective battalion and some brigade-level training.
- U.S. Forces executed the mission to advise and assist the ISF, focusing on planning and coordination for operations, surveillance and reconnaissance, communications, and explosive ordnance disposal to support increasing the capabilities of the ISF to maintain their defensive perimeter against further ISIL advance and retake lost territory.

Overall, U.S. and Coalition advisors worked with the ISF to improve their ability to plan, lead, and conduct military operations against ISIL.

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<sup>2</sup> Department of Defense Press Briefing by Lieutenant General Sean MacFarland, Commander, Combined Joint Task Force—Operation Inherent Resolve via teleconference from Baghdad, Iraq, Wednesday, August 10, 2016.

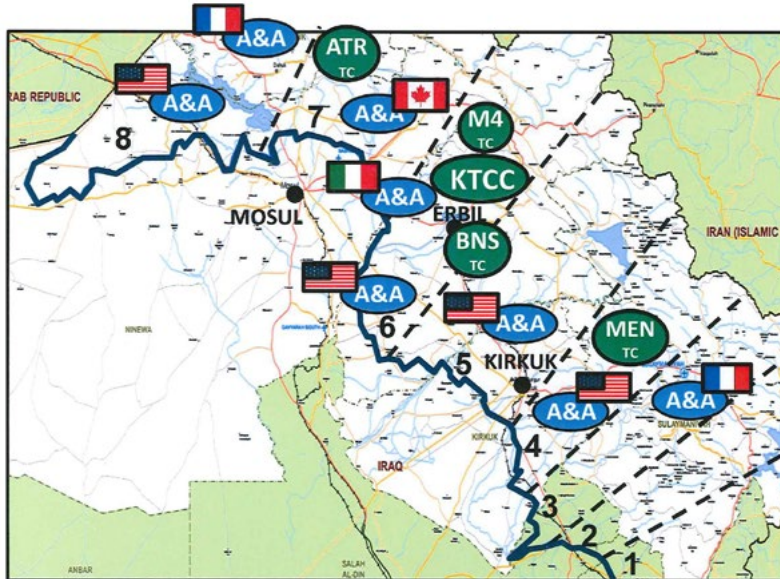
## ***U.S. Policy for Iraq/Security Force Assistance***

Security Force Assistance is the unified action to generate, employ, and sustain local, host-nation, or regional security forces in support of a legitimate authority. The OSC-I explained that its policy was to allocate resources by, with, and through the Government of Iraq (GoI), although the U.S. and Coalition must also coordinate support operations with the KRG.

## ***Iraqi Kurdistan***

Iraqi Kurdistan is distinct geographically, racially, and politically from the rest of Iraq. Geographically, Iraqi Kurdistan stretches across the north to the northeastern portion of Iraq and shares borders with Syria, Turkey, and Iran. Kurds make up the majority population group in Iraqi Kurdistan, while Arabs predominate throughout the remainder of Iraq. Politically, Iraqi Kurdistan has been divided into eight sectors (see Figure 1 below), with each sector affiliated with one of the two dominant Kurdish political parties. The Patriotic Union of Kurdistan (PUK) controls sectors 1-4, while the Kurdistan Democratic Party (KDP) controls sectors 5-8. Now the KDP holds political power in the KRG, which represents Iraqi Kurdistan to the central Government of Iraq in Baghdad.

*Figure 1. Kurdistan Sectors and BPC and Advise and Assist Sites*



Source: From the Kurdistan Training Coordination Center Briefing.

The KRG has suffered through a financial crisis since 2014 when Baghdad froze budget transfer payments, ISIL attacked Iraq, and international oil prices plummeted. As a result, the KRG has been unable to meet certain financial obligations including salaries for KSF members.

The KSF (also known as the Peshmerga<sup>3</sup>) are the military force of Iraqi Kurdistan. The Peshmerga are comprised of three main forces: the Regional Guard Brigades (RGBs), the 70s Forces, and the 80s Forces. The RGBs operated across Iraqi Kurdistan with no particular political affiliation. The 70s Forces were affiliated with the PUK and operated within sectors 1-4. The 80s Forces were affiliated with the KDP and operated in sectors 5-8. The KRG established the Ministry of Peshmerga in 2005 to provide a joint command to coordinate the three groups of Peshmerga. Because of this unique organizational structure, U.S. and Coalition officials likened the Peshmerga to a militia rather than a standing professional Army.

## Notable Progress

As part of the train and equip effort in Iraq, the Leahy Amendment<sup>4</sup> and Section 1236<sup>5</sup> required the KSF to undergo personnel vetting prior to receiving training or equipment from the U.S. Government. CJFLCC-OIR officials reported that the KSF vetting process had proceeded without the difficulties CJFLCC-OIR faced when vetting the Iraqi Army and Tribal Resistance Forces. The KSF had a lower personnel turnover than the other partnered forces which made the task easier. In addition, prior to selecting a new commander, the KSF provided CJFLCC-OIR with a list of available or potential commanders that highlighted potential vetting problems in advance. However, neither CJFLCC-OIR, nor Department of State, found any problem in vetting KSF personnel.

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<sup>3</sup> In Kurdish, *Peshmerga* translates as “those who face death.” It is the Kurdish name for its fighting forces.  
Kurdish: ڤەشمەرجا

<sup>4</sup> Title 10 U.S. Code, § 2249e, Prohibition on Use of Funds for Assistance to Units of Foreign Security Forces That Have Committed a Gross Violation of Human Rights (Leahy Law).

<sup>5</sup> Public Law 113-291, § 1236(e), Authority to Provide Assistance to Counter the Islamic State in Iraq and the Levant.

## Finding A

### **The U.S. and Coalition Train, Advise, Assist, and Equip Activities Have Helped the KSF to Further Develop Its Capability to Conduct Combat Operations Against ISIL**

#### **Background**

Following ISIL's advance across Syria and Iraq, including the June 2014 capture of Mosul, Iraq's second largest city, the U.S. initiated airstrikes in August 2014 to support Kurdish forces resisting ISIL. Then, on September 10, 2014, President Obama announced a broad strategy to degrade and defeat ISIL. He laid out a plan for increased airstrikes and additional deployed service members to train and advise the ISF, to include the KSF. From the \$1.6 billion FY 2015 ITEF fund, the Secretary of Defense allocated \$353 million to train and equip the KSF.<sup>6</sup>

In late 2014, with the help of U.S. and Coalition airstrikes, the KSF halted ISIL's advance in northern Iraq securing the KSF forward line of troops (FLOT) that face ISIL along an approximately 745-mile front. In 2015, with the help of U.S. and Coalition air strikes and special operations force advisors, the KSF started to liberate territory captured and occupied by ISIL. This included retaking Mount Sinjar in November 2015, which is on the highway linking Mosul with Raqqa, Syria, the headquarters of ISIL's operations in Iraq and Syria. As a result, the KSF disrupted the main line of communication and transit of supplies and fighters from ISIL-occupied Syria to Mosul.

#### **U.S. and Coalition Train, Advise, Assist, and Equip Activities**

President Obama's strategy detailed a comprehensive and sustained counterterrorism plan that included not only a systematic campaign of airstrikes against ISIL but also concrete steps to train, advise, assist, and equip the ISF, including the KSF, to degrade and defeat ISIL. This strategy was integrated and coordinated with our Coalition partners, and supported by the \$353 million in ITEF funding dedicated to training and equipping the KSF.

<sup>6</sup> Office of the Secretary of Defense, Department of Defense Budget Fiscal Year 2015 Budget Amendment, November 2014: "Justification for FY 2015 Overseas Contingency Operations Iraq Train and Equip Fund (ITEF)," p. 3.

## **Training**

In January 2015 a coalition of eight partner nations<sup>7</sup> established the KTCC in Erbil, the KRG capital, to coordinate the training of KSF units at four BPC sites throughout Iraqi Kurdistan. Although one CJFLCC-OIR official stated that the U.S. did not have direct command and control of the KTCC training mission, U.S. forces provided liaison officers at the KTCC to ensure overall coordination of U.S. and Coalition efforts. The DoD OIG assessment team conducted site visits at the Bnslawa site outside of Erbil, and Black Tiger, a non-KTCC BPC site near Mahkmur to the south of Mosul.

The KTCC (Coalition) trainers conducted their training mission using standardized programs of instructions (POIs) at each BPC site. KSF trainees attended a 23-day training course that covered individual and crew-served weapons training; basic fire and maneuver at the section, platoon, and company level; and command post and staff training at the company and battalion-level.

British military trainers, in coordination with an American SOJTF-I advisor team, ran Black Tiger. At Black Tiger, Coalition trainers tailored POIs based on recommendations received from the SOJTF-I advisor team located near the FLOT. The SOJTF-I advisor team observed the local KSF units during combat operations, identified specific gaps in the unit's capabilities, and then communicated those training requirements to the Coalition trainers at Black Tiger. Specific training tailored to fill these identified capability gaps included first aid, force protection, sniper, advanced sniper, and counter-improvised explosive device.

In our interviews with senior Peshmerga officials, they reported that the training provided by the Coalition trainers enhanced the KSF's abilities to hold the FLOT and to conduct combat operations. One official noted the third most important part of the Sinjar operation was the Special Peshmerga Brigades equipped with good weapons and training.

Our on-the-ground observations in Iraqi Kurdistan corroborated the Peshmerga officials' statements. At the Bnslawa BPC site, the POI included instruction on how to construct trench fighting positions at strong points along the FLOT and how to conduct combat operations from those fighting positions. At Black Tiger, KSF units received training tailored to that unit's specific geographical position along the FLOT and the different tactics used by ISIL opposite that unit. For example, a KSF unit located on the FLOT across from ISIL snipers would receive counter-sniper training instead of counter-Improvised Explosive Device (IED) training, whereas KSF units located in places along the FLOT that faced a greater IED threat would receive counter-IED training.

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<sup>7</sup> The eight nations comprising the KTCC are Italy, Germany, the Netherlands, United Kingdom, Norway, Finland, Hungary, and Turkey.

Additionally, senior U.S. and Coalition officials stated that Coalition-provided training further enhanced the KSF's ability to secure the FLOT against ISIL incursions and helped prepare the KSF to conduct combat operations. As a former CJFLCC-OIR commander stated, "... training ... helps them with the defeat of Daesh and gives them confidence."<sup>8</sup>

### ***Coordination and Advising and Assisting***

Starting in November 2014, the U.S. began the advise and assist mission at the sector level (as shown in Figure 1 in the introduction) with the KSF along its FLOT. Advise and Assist is a security force assistance task in which U.S. personnel work with a partner nation to improve its warfighting capability, in this case, to improve the KSF's ability to conduct combat operations against ISIL. U.S. and Coalition members used professional and personal relationships to advise key KSF commanders and staff officers on ways to improve their performance and to develop as a professional fighting force.

To halt the ISIL advance in Iraq and to enable the ISF (to include the KSF) to liberate ISIL-occupied territory, the advise and assist mission focused on planning and coordination to conduct ground offensive operations, surveillance and reconnaissance, communications, and explosive ordnance disposal.

In September 2015, CJFLCC-OIR assisted the Government of Iraq and the KRG in establishing a Joint Coalition Coordination Center (JCCC) near Erbil to coordinate mission preparation between the Ministry of Peshmerga and the Iraqi Ministry of Defense for the upcoming Mosul counter-attack. An official from CJFLCC-OIR explained that the JCCC also facilitated negotiations between the KRG and the Government of Iraq to establish land use agreements for an Iraqi Army Brigade Logistic Support Area. Then JCCC facilitated and oversaw day-to-day coordination between the KRG and the Government of Iraq as the Mosul counter-attack force prepared to occupy the Logistic Support Area in preparation for the retaking of Mosul.

Further, units from CJFLCC-OIR, OSC-I, and SOJTF-I initiated informal advise and assist activities with the KSF after they identified needs not being addressed by formal advise and assist missions. U.S. units did not have formal tasking authority to advise and assist the KSF in the areas of logistics management, training development, and development of other necessary capabilities. However, they informally conducted these advise and assist activities in order to develop their KSF counter-parts as a fighting force capable of conducting sustained combat operations.

<sup>8</sup> Department of Defense Press Briefing by Maj. Gen. Clarke via teleconference from Baghdad, Iraq, Tuesday, February 23, 2016.

## ***Equipping***

Generally, U.S. and Coalition Forces provided equipment to the KSF from two sources. The first included U.S.-provided equipment under the funding authority of ITEF. Under ITEF, the U.S. purchased two brigade sets of equipment for issuance to the KSF. The brigade sets were designed to equip a KSF light infantry brigade of approximately 2,000 troops. It included personal protective equipment, individual and crew-served weapons, light armored and non-armored vehicles, and communications equipment. At the time of our fieldwork, the U.S. had not delivered the majority of the brigade set equipment to the KSF.

The second source of equipment provided to the KSF consisted of Coalition donations which began in September 2014. U.S. Central Command (USCENTCOM) published equipment requests in the form of a list generated at a KSF unit, sometimes with advisor help that the KRG, Government of Iraq, and a working group comprised of officials from CJTF-OIR, CJFLCC-OIR, SOJTF-I, and OSC-I reviewed and verified. Coalition nations then received the request list for possible donation. Once a coalition nation made a donation, U.S. forces delivered the equipment to the KSF. Officials from OSC-I explained that U.S.-transported equipment destined for the KSF moved through the Baghdad airport where the Government of Iraq conducted a customs inspection, then went directly to the KRG. Once in Erbil, U.S. personnel transferred the equipment to a verified KSF official for storage in a KSF logistics warehouse.

At the time of our fieldwork, Coalition equipment donations included individual and crew-served weapons, light armored and non-armored vehicles, and equipment for individual soldiers, such as helmets, first-aid kits, and binoculars.

Our interviews with senior Peshmerga officials also emphasized that U.S. and Coalition-donated equipment provided the KSF with an improved ability to conduct combat operations against ISIL. One Ministry of Peshmerga official stated, “We don’t need American soldiers on the ground, but we do need other help – the Peshmerga can do the job.”

Our observations while conducting fieldwork confirmed the availability of Coalition-donated equipment that enhanced Peshmerga capabilities during their operations against ISIL. Additionally, senior U.S. and Coalition officials stated that U.S. and Coalition equipping support, which included ITEF-funded equipment, was proceeding and would help the KSF.

## Conclusion

Over the last 2-year period, U.S. and Coalition train, advise, assist, and equip activities in support of the KSF have further enhanced its security forces' capability to conduct combat operations against ISIL. With U.S. and Coalition-tailored train, advise, and assist efforts, and equipping support, the KSF has demonstrated the capacity to defend Iraqi Kurdistan against ISIL incursions, and to liberate key territory and towns important to counter-ISIL operations.



## Finding B

### Sustainment of Brigade Sets

U.S. officials did not have a comprehensive written plan to sustain<sup>9</sup> the two brigade equipment sets the U.S. intended to provide the KSF.

An official within OSC-I reported that this occurred because CJFLCC-OIR did not use the Total Package Approach<sup>10</sup> during the development of the brigade set requirements, omitting the sustainment support from the requirements planning.

As a result, if sustainment support is not in place prior to equipment fielding, the equipment readiness rates of the two KSF brigades could deteriorate over time.

### Discussion

As noted in the introduction to this report, in November 2014 the Department of Defense, through the FY 2015 budget process, submitted justification that outlined the requirements to equip the ISF, to include the KSF, for the defeat of ISIL. Together, these requirements established a budget request, also known as ITEF. Of the \$1.6 billion appropriated and authorized for ITEF, the DoD budget request (specific to ITEF) projected the use of \$353 million to provide three brigade sets worth of equipment to the KSF.<sup>11</sup> Public Laws 113-235<sup>12</sup> and 113-291<sup>13</sup> authorized and appropriated ITEF to provide assistance, including sustainment, to “military and other security forces of or associated with the Government of Iraq, including Kurdish and tribal security forces or other local security forces, with a national security mission ....”

The Defense Security Cooperation Agency formally recognized ITEF as a BPC program, which put the ITEF program under the Defense Security Cooperation Agency “Security Assistance Management Manual (SAMM)” policies and procedures. The Total Package Approach (TPA) within the SAMM states that the requesting authority “should consider and address follow-on support and effective sustainability [of the defense articles being provided during the planning

<sup>9</sup> Joint Publication 1-02, Department of Defense Dictionary of Military and Associated Terms, defines sustainment as the “provision of logistics and personnel services required to maintain and prolong operations until successful mission accomplishment.”

<sup>10</sup> Defense Security Cooperation Agency, Security Assistance Management Manual, Chapter 15, Section C15.2.4.6.

<sup>11</sup> See Appendix C – List of Brigade Set Equipment.

<sup>12</sup> P.L. 113-235, Consolidated and Further Continuing Appropriations Act, 2015.

<sup>13</sup> P.L. 113-291, Carl Levin and Howard P. “Buck” McKeon National Defense Authorization Act for Fiscal Year 2015.

phase of a BPC case], recognizing that BPC programs are time-limited by their appropriations. Adequate sustainment support may require spares [spare parts], additional training, consumables, and possibly contractor logistics support that exceed BPC program funding timelines.”

Each brigade set intended for the KSF included personal protective equipment, over 2,000 individual and crew-served weapons, Mine-Resistant Ambush Protected vehicles, High Mobility Multipurpose Wheeled Vehicles, other light armored and non-armored vehicles, and communications equipment. As noted in Finding A, the majority of the brigade sets of equipment had not been delivered while we were conducting our fieldwork. Adequate maintenance and sustainment systems, as well as periodic maintenance and readiness reviews, are critical to ensure the equipment, and thus the KSF brigades using that equipment, remain operationally effective. Without sustainment, equipment readiness rates could decrease.

Officials from OSC-I reported that the TPA was not considered while planning for and developing the brigade set requirements. The unit that developed the brigade set requirements had rotated back to the U.S. in June of 2015 and we did not interview them. Additionally, a CJFLCC-OIR official stated that a sustainment plan for ISF vehicles was in place, which included contracted maintenance services, at Camp Taji, just north of Baghdad. In addition, according to CJFLCC-OIR officials, weapons maintenance equipment was also provided to support the brigade sets, but that equipment was located in an Iraqi Ministry of Defense warehouse at Camp Taji. However, it was unlikely the KSF would be able to utilize these maintenance resources at Camp Taji. Once turned over to the KSF, the brigade sets would be located in Iraqi Kurdistan outside Kirkuk in Sectors 4 and 5 (see Figure 1), about 175 miles away from Camp Taji, with ISIL- and Shiite-controlled territory in-between.

## Conclusion

Sustainment support is an essential part of maintaining vehicles and other equipment to be able to conduct combat operations until successful mission accomplishment. However, U.S. officials did not have a comprehensive written plan to sustain the two brigade equipment sets the U.S. intended to provide the KSF. The contracted vehicle maintenance capability established for the ISF at Camp Taji could not realistically support KSF vehicles operating in Iraqi Kurdistan. Not planning for sustainment support prior to fielding of the equipment may cause equipment readiness rates to deteriorate over time.

## Recommendations, Management Comments, and Our Response

### ***Redirected Recommendations B.1, B.2, and B.3***

The Deputy Chief of Staff, Combined Joint Forces Land Component Command–Operation Inherent Resolve, disagreed with Recommendation B.1, which was for CJFLCC-OIR to develop a written sustainment plan for the brigade equipment sets. The Deputy Chief of Staff acknowledged that although sustainment of military capability is a long-term challenge for the KSF, CJFLCC-OIR was directed to train and equip elements of the KSF for the Mosul counter attack and the defeat of ISIL, not to build long-term sustainment capability.

The Chief, Office of Security Cooperation–Iraq, neither agreed nor disagreed with Recommendation B.2 which was for OSC-I to execute the brigade equipment set sustainment plan developed in response to Recommendation B.1. The Chief stated that OSC-I assesses ITEF procurements to determine if ITEF requirements are only for the immediate fight or if there are potential long-term sustainment needs. Further, he stated OSC-I conducts security assistance through Foreign Military Sales and Financing requiring separate authorities. However, he stressed that OSC-I will remain closely tied to CJFLCC-OIR to meet as many identified requirements as feasible.

The Deputy Chief of Staff, Combined Joint Forces Land Component Command–Operation Inherent Resolve, partially agreed with Recommendation B.3, which was, in coordination with OSC-I, to conduct periodic reviews to monitor brigade equipment set readiness and take the necessary actions to maintain acceptable readiness. The Deputy Chief of Staff stated his advise and assist teams maintained awareness of KSF unit combat capability to include the readiness of ITEF-sourced equipment but did not state they would take actions to maintain acceptable readiness for the Kurdish brigade sets.

In the above management comments to Recommendations B.1, B.2, and B3, the field commands stated that they have been tasked only with the operational mission to defeat ISIL, not with the mission to sustain the equipment they provided the KSF, including the brigade sets. This view was supported by personnel from the U.S. Central Command Inspector General, who stressed that the field commands have not been tasked with the mission to sustain the equipment that they provided to the KSF.

We disagree with the assertion that sustainment was not an inherent part of the tasking to the field commands. As a Building Partner Capacity program, ITEF falls under DSCA's SAMM policies and procedures, which states that the requesting authority "should consider and address follow-on support and effective sustainability."

Based on these responses from the field commands, as well as discussions with personnel from the U.S. Central Command IG, we redirected these recommendations to Commander, U.S. Central Command, who is the next level in the chain of command with authority over both OSC-I and CJFLCC-OIR. The Commander, U.S. Central Command, has a long-term security-cooperation interest in the sustainment of U.S.-provided equipment to partner-nation security forces in theater, in this case, the KSF. Moreover, he has the appropriate authority to direct the implementation of the recommendations.

### ***Recommendation B***

**We recommend that the Commander, U.S. Central Command:**

- 1. Determine the requirements to sustain the functioning of the Kurdish Security Forces brigade equipment sets and issue a written sustainment plan that includes those requirements.**
- 2. Execute the requirements identified in the written sustainment plan.**
- 3. Conduct periodic reviews to monitor readiness and take necessary actions to maintain acceptable readiness for the Kurdish Security Forces brigade sets.**

### ***Management Comments Required***

Because we redirected this recommendation from Combined Joint Force Land Component Command–Operation Inherent Resolve and the Office of Security Cooperation–Iraq to the Commander, U.S. Central Command on a draft of this report, we request comment from the Commander, U.S. Central Command, on Recommendation B in response to the final report.

## Finding C

### U.S. and Coalition Supply Chain Visibility

U.S. units lacked visibility<sup>14</sup> of U.S.-transported equipment (both U.S.-purchased and Coalition-donated) within the U.S.-managed supply chain to be supplied to the KSF.

This occurred because each U.S. military command tracked equipment differently. In addition, there were multiple entry points into Iraq for equipment destined for the KSF, and uncertain shipment and delivery times existed throughout the supply chain.

As a result, there was an increased risk of duplicate acquisitions by U.S. and other Coalition partners, as well as a potential loss of accountability and control. Additionally, not knowing delivery dates of equipment hampered the ability of logistics advisors to provide guidance to enable the Ministry of Peshmerga to adequately plan for deliveries and subsequent distribution.

### Discussion

During interviews with CJTF-OIR, OSC-I, and 1st TSC, we received conflicting information regarding the exact location of the two brigade equipment sets to be supplied to the KSF. This raised doubts about the ability of the U.S. to accurately track supplies and equipment transported through Kuwait to Iraq, and within Iraq. CENTCOM and CJTF-OIR reported that the equipment was located at Camp Taji in Iraq, while OSC-I reported that the sets were located in Kuwait. Further, the 1st TSC reported that portions of the sets were in both Kuwait and Erbil in Iraqi Kurdistan.

The 1st TSC Standard Operating Procedure for ISF Property Accountability states that the 1st TSC was responsible for ensuring “accountability, auditability, and visibility of ITEF equipment with additional duties to gather information and track ... Coalition-Donated Equipment ....” In addition, according to its Standard Operating Procedure, 1st TSC also had the responsibility to “track all equipment being provided to the GoI through ITEF.”

1st TSC confirmed it tracked ITEF-purchased equipment; the same was not true, however, for all U.S.-transported, Coalition-donated equipment. The U.S. moved Coalition-donated equipment through Kuwait and then into Iraq, or directly into

<sup>14</sup> Joint Publication 4-0 “Joint Logistics” page I-8 defines visibility as “access to logistic processes, resources, and requirements data to provide the information necessary to make effective decisions.” Visibility answers the commander’s questions: What is it? Where is it? How and when will it arrive?

Iraq, through Baghdad, with onward movement to Erbil. 1st TSC reported that it was able to track donations arriving via Kuwait; however, they had no visibility over donations that went straight to Baghdad. An official from 1st TSC stated that in order for 1st TSC to maintain accountability of any equipment being transported into Iraq, the equipment needed to first pass through Kuwait and be brought to account there.

Furthermore, an official from CJFLCC-OIR reported that CJTF-OIR, OSC-I, CJFLCC-OIR, and 1st TSC all maintained unique, conflicting equipment tracking lists. We reviewed the equipment tracking lists from OSC-I, CJFLCC-OIR, 1st TSC, and Ministry of Peshmerga, and confirmed that the lists provided conflicting information regarding equipment location and delivery dates.

Officials from CJFLCC-OIR stated that due to a lack of visibility, they did not have a clear understanding as to when any equipment was due to arrive in Erbil for subsequent transfer to the KSF. That made it difficult to plan and advise the KSF logistics personnel regarding planning, transportation, and storage of in-bound equipment.

Lack of visibility over equipment in the supply chain could result in non-detection of theft or other loss or the unnecessary purchase of unneeded, duplicate equipment.

Officials from OSC-I stated that some U.S.-transported equipment was moved directly into Iraq and passed through Iraqi customs in Baghdad prior to arriving in Erbil. However, because this equipment did not pass through Kuwait, 1st TSC did not have visibility over this equipment, and could not track it as it was being provided to the KSF.

## Conclusion

Due to the multiple tracking systems and entry points into Iraq for U.S.-transported equipment sent to Iraq for the KSF, the U.S. lacked consistent, transparent visibility of this equipment within the supply chain. Additionally, positive control of U.S.-transported equipment shipments to the KSF is necessary to prevent loss and ensure predictable delivery to U.S. Forces and the KSF.

## Recommendations, Management Comments, and Our Response

### ***Recommendation C***

**Commander, U.S. Central Command, in coordination with Commander, 1st Theater Sustainment Command, review distribution procedures to ensure all equipment items, including ITEF-purchased and Coalition-donated, are tracked and monitored through the supply chain to ensure accountability throughout the distribution process.**

#### *Commander, U.S. Central Command Comments*

The Chief, J4-Operations, U.S. Central Command, responding for Commander, U.S. Central Command, agreed with the recommendation, stating that they would continue to work with 1st TSC and CJTF-OIR to implement the Logistics Management Modernization Program to capture accountability of ITEF equipment.

#### *Our Response*

Comments from U.S. Central Command are responsive, and they meet the intent of the recommendation. No further comments are required.

#### *Commander, 1st Theater Sustainment Command Comments*

The Director, 1st TSC ITEF Equipping Cell agreed with the recommendation. The Director stated that the 1st TSC will implement the Logistics Management Modernization Program on or about December 1, 2016, which is expected to produce total asset visibility regardless of where the equipment is initially delivered, eliminating any requirement for the equipment to move through Kuwait first. Further, he also stated that 1st TSC would update the Defense Security Cooperation Agency's Security Cooperation Information Portal with information on equipment being provided to the GoI.

#### *Our Response*

Comments from the 1st TSC are responsive, and they meet the intent of the recommendation. No further comments are required.



## Finding D

### Informal Advise, Assist and Security Assistance Activities

CJFLCC-OIR, SOJTF-I, and OSC-I units initiated and performed informal advise and assist activities (based on personal relationships) in the areas of training development, logistics, and ministry professionalization without having an established, delegated mission.

This occurred because individual members within each command identified a need for development in areas where formal advise and assist relationships did not formerly exist, and then took action to informally fulfill that need.

If not formalized, these informal advise and assist relationships could potentially limit the Coalition's and KSF's ability to sustain early successes in training development, logistics, and ministry professionalization as U.S. personnel involved rotate home.

### Discussion

The Department of the Army's Security Force Assistance Field Manual defines advising as "the use of influence to teach, coach, and advise while working by, with, and through a foreign security force." It further explains that advisors "provide expert opinions, advice, and counsel by focusing on both personal and professional development," to help the foreign security force conduct independent decision-making operations.

CJFLCC-OIR, SOJTF-I, and OSC-I organizations conducted informal advise and assist activities with KSF units in the areas of training, logistics, and ministry professionalization. The CJFLCC-OIR task force in Erbil provided advise and assist to the Ministry of Peshmerga, helped coordinate KSF training, provided logistics support to the KSF for the fielding of the two brigade equipment sets, and provided advise and assist with ITEF construction projects for the KSF. The OSC-I Northern Affairs Senior Advisor Group (assigned to the U.S. Consulate in Erbil) did not have a traditional advise and assist mission; they advised the Ministry of Peshmerga on the use and integration of Department of State's security assistance activities. SOJTF-I units' mission is classified.

***Informal Logistics Advise and Assist***

TF Hammer, a CJFLCC-OIR unit in Erbil, used its own logistics officer to provide informal advise and assist to members of the KSF at the KSF logistics warehouse facilities. TF Hammer then requested and received a temporary logistics advisor from 1st TSC to provide logistics advise and assist. Through relationship building, these logistics advise and assist with the KSF at the KSF logistics facility demonstrated progress. The advisors stated that the KSF were very receptive to the advice they received. They provided the DoD OIG assessment team with two examples that demonstrated concrete results.

The advisors explained that they had informed the KSF logistics personnel that, in order to accommodate the brigade set equipment, two warehouses needed to be made available. Within a week, the KSF logistics personnel had completely emptied and cleaned the warehouses and were standing by for the shipment of the brigade-set equipment.

Additionally, prior to the DoD OIG assessment team's walk-through of the KSF logistics warehouses, the advisors warned the team about the KSF logistics personnel's hazardous storage of ammunition at its ammunition warehouse. The advisors explained that ammunition was stacked almost to the ceiling of the warehouse within inches of the hanging lights and was not sorted, organized, or stacked properly. The advisors said that, on November 10, 2015, they discussed the hazardous ammunition-storing procedures with the KSF logistics personnel and began developing training to assist them.

We viewed a very different ammunition warehouse when our team visited the ammunition warehouse on December 9, 2015. The KSF logistics personnel had restacked the ammunition no higher than three pallets high and had completely sorted the ammunition crates (Figure 2). The advisors said that they were pleased that the KSF logistics personnel had heeded their advice.

*Figure 2. KSF Logistics Facility Before and After Photos*



Source: TF Hammer.

If not formalized, the progress made from the informal advise and assist relationship between the CJFLCC-OIR and 1st TSC advisors and the KSF personnel at the logistics facility is at risk of not being continued following the next U.S. personnel rotation. Without a formal advise and assist logistics relationship and permanent advisory presence at the KSF logistics facility, there is a risk that new U.S. military units – transitioning through CJFLCC-OIR and 1st TSC – will not continue to conduct the current informal logistics advise and assist, and that valuable future assistance would be lost to the KSF.

### ***Informal Training Development Advise and Assist***

While not formally tasked with providing advise and assist activities in training development, advisors from a U.S. special operations force assigned to SOJTF-I, in conjunction with British trainers from Black Tiger (a non-KTCC BPC site located in Sector-6), developed a model to train members of the KSF. The SOJTF-I unit identified training needs required by a local KSF unit and communicated those needs to the British unit at Black Tiger, which then tailored future training to address those needs.

A SOJTF-I advisor explained that his ability to travel close to the FLOT, and the FLOT's close proximity to Black Tiger, enabled him to build relationships with both the trainers and the KSF. While close to the FLOT, the advisor was able to identify training needs for specific KSF units. He said that he was not only able to assess a unit that had returned from training, but he was also able to identify additional skills specifically required for that unit. He explained that ISIL utilized

different tactics along the FLOT, and thus the specific training needs for a KSF unit depended on the KSF units' specific location along the FLOT. The advisor used this information to work with Black Tiger to tailor future training to coincide with the operational requirements of a specific KSF unit.

The SOJTF-I advisor worked very closely with trainers at Black Tiger throughout the development and training process. Together, they developed 1- to 2-week unit-specific training. Reportedly, the advisor then would interact with KSF leadership to ensure unit attendance at the training. The advisor explained that the KSF generally had concerns about allowing units to attend training. When an individual or unit departed the FLOT, it left an undefended position. This resulted in fewer members of the KSF becoming responsible for a larger area on the FLOT. While it sometimes took KSF leadership up until the day before training to approve unit attendance, reportedly, all scheduled training sessions had KSF participation. The advisor believed that this was due to the close proximity of Black Tiger to the FLOT.

In an effort to sustain the skill development of the KSF, the SOJTF-I advisor and the trainers at Black Tiger developed a "train the trainer" program designed to have future KSF trainers focus on skills that they would be able to teach to their units on the FLOT. The trainers at Black Tiger selected the future KSF trainers from the top performers at previous training course. The advisor said that while the train the trainer program was still in its infancy, it was an important advancement in the training curriculum at Black Tiger, and he was optimistic about the program's ultimate success.

Without a formal advise and assist relationship, there is a risk that new U.S. units transitioning into SOJTF-I will not continue these activities in the area of training development.

### ***Informal Security Cooperation Activities within the Ministry of Peshmerga***

OSC-I's Northern Affairs Senior Advisor Group provided two advisors to the Ministry of Peshmerga on the use of, and integration with, the U.S. security assistance activities. The advisors worked with the Acting Minister of Peshmerga, the Ministry of Peshmerga Deputy Chief of Staff for Administration and Logistics, and the Ministry of Peshmerga Deputy Chief of Staff for Operations and Training.

Section 113, title 10, United States Code granted OSC-I special authority “to conduct training activities in support of Iraqi Ministry of Defense and Counter Terrorism Service personnel at a base or facility of the Government of Iraq to address capability gaps, integrate processes relating to intelligence, air sovereignty, combined arms, logistics and maintenance, and to manage and integrate defense-related instructions.” The OSC-I Northern Affairs Senior Advisor Group used this authority to conduct informal security assistance activities within the Ministry of Peshmerga in addition to their stated mission in the previous paragraph.

A CJFLCC-OIR official observed that there was an overall lack of professionalism within the Ministry of Peshmerga, and that the OSC-I’s informal security assistance efforts to develop the Ministry of Peshmerga’s capability to operationally sustain the KSF may be some of the most important training the Coalition is conducting. Officials from CJFLCC-OIR and OSC-I explained that the informal security assistance mission within the Ministry of Peshmerga needed to be expanded to further develop the Ministry’s capabilities.

This belief was supported by the Acting Minister of Peshmerga, the Ministry of Peshmerga Deputy Chief of Staff for Administration and Logistics, the Ministry of Peshmerga Deputy Chief of Staff for Training and Operations, and the Logistics Warehouse Director, who, in discussions with the assessment team, all stated that their organizations required more training. The requested training ranged from staff and leader training to logistics, communication, medical, engineering, and other areas requiring capacity building. Officials within OSC-I stated that they were seeking formal authority to advise the Ministry of Peshmerga.

## Conclusion

The informal advise and assist activities being conducted by CJFLCC-OIR, SOJTF-I, and OSC-I organizations in the areas of training development, logistics, and other key areas of ministry capacity building were based on personal relationships. U.S. entities developed these relationships based on a perceived need (identified by the unit) that was not being satisfied by a formal advise and assist mission. These informal relationships had yielded positive results that increased the effectiveness of the KSF’s ability to sustain combat operations. However, if these informal advise and assist relationships are not formalized, there is a risk that the sustainment of these successes will not be possible.

## Recommendations, Management Comments, and Our Response

### **Recommendation D.1**

**Commander, Combined Joint Task Force–Operation Inherent Resolve, in coordination with Combined Joint Force Land Component Command–Iraq, formalize and continue the current advise and assist missions being conducted in training development, logistics, and resource management.**

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

The Chief of Staff, Combined Joint Task Force–Operation Inherent Resolve, agreed with comment to the recommendation. The Chief of Staff noted that CJTF-OIR and CJFLCC-OIR agreed that the advise and assist mission with KSF should continue and evolve to meet current and future operational demands, and they have taken actions to codify these roles and responsibilities.

U.S. Central Command and CJTF-OIR updated orders that formalized the CJFLCC-OIR advise and assist mission to the KSF. The Combined Joint Task Force established a logistics advise and assist capability to monitor sustainment of equipment and to deliver tactical logistics training. Further, CJFLCC-OIR issued an Operations Order to further formalize the advise and assist mission to the Ministry of Peshmerga and KSF. Additionally, CJFLCC-OIR maintains an advise and assist presence at ministerial and KSF command levels, such as at the Joint Coalition Coordination Command and at the Kurdistan Region Security Council, which serves to professionalize Kurdish administration. The advise and assist performed under this authority has formalized and improved the relationship with the Ministry of Peshmerga/KSF and has set the stage for future operations.

#### *Our Response*

The comments of the Chief of Staff, Combined Joint Task Force–Operation Inherent Resolve are responsive and meet the intent of Recommendation D.1.

### **Recommendation D.2**

**Chief, Office of Security Cooperation–Iraq, formalize and expand the current security assistance activities being conducted at the Ministry of Peshmerga.**

#### *Chief, Office of Security Cooperation–Iraq Comments*

The Chief, Office of Security Cooperation–Iraq neither agreed nor disagreed with the recommendation. The Chief stated that advise and assist is a specified mission set and tasked as part of CJFLCC’s defeat ISIL activities. OSC-I uses its

Security Sector Reform Group and Senior Advisory Group to determine future force structure requirements in coordination with the Ministry of Defense and Ministry of Peshmerga as directed by CENTCOM; this is not considered advise and assist but rather security cooperation. The security cooperation activities are formalized in the Country Security Cooperation Plan. Therefore, no further expansion or formalization is required with the Ministry of Peshmerga as all authorities are existent.

### *Our Response*

The comments of the Chief, Office of Security Cooperation–Iraq partially addressed the recommendation. The Chief stated that he had no advise and assist mission, but did have a security cooperation mission. Based on his input, we made minor revisions in the finding and resulting discussion.

In response to the final report, we ask the Chief, OSC-I, to provide details from the Country Security Cooperation Plan that address the current and future activities of the OSC-I's Northern Affairs Senior Advisor Group regarding the professional development of the Ministry of Peshmerga.



## Appendix A

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### Scope and Methodology

We conducted this assessment from October 2015 to December 2016 in accordance with the “Quality Standards for Inspection and Evaluation,” published in January 2012 by the Council of Inspectors General on Integrity and Efficiency. We believe that the evidence obtained was sufficient and appropriate to provide a reasonable basis for our conclusions based on our assessment objective.

The DoD OIG’s Office of Special Plans and Operations initiated this report in support of the Lead Inspector General’s oversight requirements for Operation Inherent Resolve. The initial objective of this project was to determine whether U.S. and Coalition goals, objectives, plans, guidance, operations, and resources to train, advise, assist, and equip the KSF in Iraq were operationally effective to initiate and sustain successful combat operations. While conducting fieldwork, we adjusted our initial objective to reflect the evolving operational situation including changing timelines for training and equipping the KSF. Our final objective was to assess U.S. and Coalition efforts to train, advise, assist, and equip the KSF to conduct operations against the Islamic State of Iraq and the Levant.

To satisfy our objective, we reviewed Federal laws, Joint Doctrine, and Department policies and instructions, including the National Defense Authorization Act, Joint publications, and the Security Assistance Management Manual, in addition to appropriate CENTCOM/CJTF-OIR plans and guidance.

Our team deployed to Kuwait and Iraq from November 30, 2015, to December 18, 2015, to visit the training and advising sites in and around Erbil, as well as to conduct interviews with U.S. and Coalition trainers and advisors. We were in Baghdad from December 3-6, 2015, in Erbil from December 7-10, 2015, and in Baghdad from December 11-12, 2015. We met with personnel from USCENTCOM, CJTF-OIR, CJFLCC-OIR, SOJTF-I, and OSC-I, in addition to Coalition trainers from the KTCC. We also met with officials from the Ministry of Peshmerga and spoke with KSF officers and soldiers.

The assessment chronology was as follows:

September to November 2015	Research and fieldwork in the United States
November 30 to December 18, 2015	Fieldwork in Kuwait and Iraq
December 16, 2015	Out-brief to CJTF-OIR
January to August 2016	Analysis, report writing, reviews
September 1, 2016	Draft report issued
September to October 2016	Management comments received
December 2016	Final report issued

**Limitations**

We limited our assessment to U.S. and Coalition-funded and international donation programs supporting the BPC and advise/assist programs for the KSF.

**Use of Computer-Processed Data**

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

**Use of Technical Assistance**

We did not require technical assistance to perform this assessment.

## Appendix B

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### Prior Coverage

The DoD OIG has published multiple reports with regards to training, advising, assisting, and equipping the Iraqi Security Forces, since OIR designation in October 2014. Unrestricted DoD OIG reports can be accessed at [www.dodig.mil](http://www.dodig.mil).

D2015-D00SPO-0213.000, "U.S. and Coalition Efforts to Train, Advise, Assist, and Equip Iraqi Sunni Popular Mobilization Forces," February 29, 2016 (CLASSIFIED)

DODIG-2015-177, "Assessment of DoD/USCENTCOM and Coalition Plans/Efforts to Train, Advise, and Assist the Iraqi Army to Defeat the Islamic State of Iraq and the Levant," September 30, 2015

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



# Management Comments

## U.S. Central Command



**UNITED STATES CENTRAL COMMAND**  
7115 SOUTH BOUNDARY BOULEVARD  
MACDILL AIR FORCE BASE, FLORIDA 33621-5101

13 Oct 2016

TO: ACTS-SCK-ITEF

SUBJECT: (U) Review DODIG D2016-D00SPO-0046.000 Draft Report

1. (U) The CCJ4-0 and CCJ4-D reviewed the IG assessment of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq.
2. (U) USCENTCOM CCJ4-O concurs with Finding C, that U.S. units lacked total visibility of U.S. transported equipment within the U.S.-managed supply chain to be supplied to the KSF
3. (U) CCJ4-O will continue to work with the 1TSC and CJTF-OIR to implement Logistic enterprise solutions to procure, provide in-transit visibility and divestiture of NDAA 1236 purchased items. USCENTCOM has directed the implementation and use of the Logistic Management Modernization Program (LMP). LMP provides the best automated solution to capture accountability of Iraq and Syria Train and Equip Fund (ITEP/STEP) equipment from procurement to divestiture.
4. (U) If you have any questions concerning contact my action officer [REDACTED]  
[REDACTED]

RIOS.WILLIE [REDACTED]

WILLIE RIOS III  
COL, US Army

Chief, J4-Operations

## Combined Joint Task Force–Operation Inherent Resolve



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DEPARTMENT OF DEFENSE  
COMBINED JOINT TASK FORCE - OPERATION INHERENT RESOLVE  
CAMP ARIFJAN, KUWAIT  
APO AE 09306

IRCS

16 September 2016

MEMORANDUM THRU Inspector General, United States Central Command (CCIG),  
7115 South Boundary Boulevard, MacDill Air Force Base, Florida 33621-5101

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

SUBJECT: Response to Draft Report D20165-D00SPO-0046.000, Assessment of U.S.  
and Coalition Efforts to Train, Advise, Assist and Equip the Kurdish Security Forces in  
Iraq

1. References:

- a. USCENTCOM OPORD 24, MOD 1 and MOD 2 (Para.1.C.2 & 3.C.1.C1)
- b. CJTF-OIR OPORD 16-01, MOD 1 (Para. 1.F.1, 1.F.2.A, 3.L.1.B.4 & 4.H)

2. Purpose. This memorandum is to provide a command response to recommendation D.1 in the DoD-IG Draft Report dated 1 September 2016 related to their assessments of U.S. and Coalition Efforts to Train, Advise, Assist and Equip the Kurdish Security Forces in Iraq.

3. Combined Joint Task Force – Operation Inherent Resolve (CJTF-OIR) appreciates the efforts and professionalism of the DoD OIG assessment team during the course of this project, and for the opportunity to provide comments and management actions addressing the recommendations.

4. The report recommendation directed to the Commander, CJTF-OIR, is labeled D.1: Commander, CJTF-OIR in coordination with the Combined Joint Force Land Component Command – Iraq (now CJFLCC-OIR), formalize and continue the current advise and assist missions being conducted in training development, logistics, and resource management.

5. The command response to recommendation D.1, coordinated between CJTF-OIR and CJFLCC, is concur with comment.

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## Combined Joint Task Force– Operation Inherent Resolve (cont'd)

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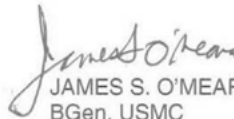
IRCS

SUBJECT: Response to Draft Report D20165-D00SPO-0046.000, Assessment of U.S. and Coalition Efforts to Train, Advise, Assist and Equip the Kurdish Security Forces in Iraq

a. CJTF-OIR and CJFLCC-OIR agree that the Advise and Assist (A&A) mission set with Kurdish Security Forces (KSF) should continue and evolve to meet current and future operational demands. The commands have taken actions to codify these roles and responsibilities. First, USCENTCOM (Reference a) and CJTF-OIR (Reference b) orders that define Iraq Security Forces (to include Kurdish Security Forces) and formalize the CJFLCC-OIR A&A mission to the KSF were updated in April 2016. The CJTF Operational Order (OPORD 16-01) specifically established a logistics A&A capability to monitor sustainment throughput and capabilities, and to deliver tactical logistics A&A and training.

b. Also in April, CJFLCC-OIR issued an OPORD (2016-101) to further formalize the A&A mission to the Ministry of Peshmerga (MoP) and KSF. The task has been assigned to an Infantry Brigade Combat Team (IBCT) with implementation delegated to an infantry battalion. This battalion commander is responsible for the A&A with the Peshmerga. This includes development of two trained brigades via the Kurdish Training Coordination Command (KTCC), where a tailorable set of training Programs of Instruction (POIs) is employed based on feedback from Coalition A&A and KSF leadership. The battalion commander is also responsible for combat equipping of the KSF as well as logistics support and resource management to the KSF. Additionally, CJFLCCOIR maintains an A&A presence at ministerial and KSF command levels, such as at the Joint Coalition Coordination Command (JCCC) and at the Kurdistan Region Security Council (KRSC), which serves to professionalize Kurdish administration. The A&A performed under this authority has formalized and improved the relationship with the MoP / KSF and set the stage for future operations.

8. Point of contact for this memorandum is [REDACTED]  
[REDACTED]  
[REDACTED]

  
JAMES S. O'MEARA  
BGen, USMC  
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2

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## Combined Joint Forces Land Component Command— Operation Inherent Resolve



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DEPARTMENT OF DEFENSE  
HEADQUARTERS,  
COMBINED JOINT FORCES LAND COMPONENT COMMAND-OPERATION INHERENT RESOLVE  
UNION III, IRAQ  
APO AE 09348

IRIZ-DCOS

16 SEP 2016

### MEMORANDUM THRU

Inspector General, United States Central Command, 7115 South Boundary Boulevard,  
MacDill Air Force Base, FL 33621-5101  
Chief of Staff, Combined Joint Task Force-Operation Inherent Resolve, Camp Arifjan,  
Kuwait, APO AE 09306

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

SUBJECT: CJFLCC-OIR Command Response to "Assessment of U.S. and Coalition Efforts to  
Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq" – Project No. D2016-  
D00SPO-0046.000 dated September 1, 2016 (Draft).

1. PURPOSE: Provide the command response to recommendations B.1 and B.3 on pages 23-25 of the DoD Inspector General Report.
2. Command Response: Finding B.1. CJFLCC-OIR acknowledges that sustainment of military capability including vehicles, weapons, and communications equipment is a long-term challenge for the Kurdish Security Forces (KSF). However, CJFLCC-OIR has been directed to train and equip elements of the Iraqi (to include Kurdish) Security Forces focused on the Mosul counter attack and the defeat of Da'esh, not to build long-term sustainment capability. The future challenge to develop KSF institutional self-sustainment, specifically the sustainment systems and the materiel support function, is beyond the current scope associated with the CJFLCC-OIR mission to defeat Da'esh.
3. Command Response: Finding B.3. Through its network of 'Advise and Assist' teams, CJFLCC-OIR maintains awareness of KSF unit combat capability status including the readiness state of ITEF sourced major equipment. However, as outlined in paragraph 2 above, the CJFLCC-OIR core responsibility remains the degradation and defeat of Da'esh. CJFLCC-OIR remains ready to coordinate with OSC-I in supporting their actions to maintain acceptable KSF equipment readiness.

  
DAVID L. DELLINGER  
COL, SF  
Deputy Chief of Staff

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# 1st Theater Sustainment Command



REPLY TO  
ATTENTION OF

DEPARTMENT OF THE ARMY  
1ST SUSTAINMENT COMMAND (THEATER)  
CAMP ARIFJAN, KUWAIT  
APO, AE 09366

ACTS-SCK-ITEF

12 October 2016

## MEMORANDUM FOR RECORD

SUBJECT: 1TSC Discussion on Draft DoD IG Proposed Report "Assessment of U.S. and Coalition Efforts to Train, Advise, Assist and Equip the Kurdish Security Forces in Iraq" (Project No. D2016-D00SPO-0046.000)

1. 1<sup>st</sup> Theater Sustainment Command (1TSC) essentially concurs with Finding C, that U.S. units lacked total visibility of U.S. transported equipment within the U.S.-managed supply chain to be supplied to the KSF.
2. Further, this memorandum identifies the measures taken by the 1TSC, Iraq Train and Equip Fund - Equipping (ITEF) Cell to correct deficiencies identified in the DoD IG Report "The Army Did Not Implement Effective Controls To Maintain Visibility and Accountability of Iraq Train and Equip Fund Equipment" (Report No. DODIG-2016-134).
3. Further, the subject report mentions coalition donations. Coalition donations are managed by USCENTCOM and the Combined Joint Task Force – Operation Inherent Resolve (CJTF-OIR). The CJTF-OIR J7 in conjunction with the 1TSC provides notification to the U.S. military personnel on the ground in Erbil to alert them to inbound donated cargo.
4. The following is a list of deficiencies from the report referenced in item # 2 above with corrective measures.
  - a. Item 4: Long-Term Inventory Management Solution
    - (1) Deficiency: Consider a long term solution such as utilization of an Army accountability and visibility system to track the status of all ITEF equipment.
    - (2) Corrective Actions: 1TSC is engaged with Combined Arms Support Command, Army Materiel Command, and United States Central Command CJ4 to develop an interim system of record that may become the enduring system of record.
  - a. Defense Logistics Agency (DLA) Logistics Management Program (LMP) is the proposed fix. We anticipate going live on or about 1 December 2016. LMP will allow goods receipt and total asset visibility regardless of where the material is initially delivered, thus eliminating any requirement for material to move through Kuwait first.

## 1st Theater Sustainment Command (cont'd)

ACTS-SCK-ITEF

SUBJECT: 1TSC Discussion on Draft DoD IG Proposed Report "Assessment of U.S. and Coalition Efforts to Train, Advise, Assist and Equip the Kurdish Security Forces in Iraq" (Project No. D2016-D00SPO-0046.000)

b. In addition to the implementation of LMP, the 1TSC ISF-E Cell is poised to incorporate updates to the Security Cooperation Information Portal (SCIP) to its business practices in an effort to further account for the materiel as it is provided to the Government of Iraq.

c. 1TSC in conjunction with the United States Army Security Assistance Command (USASAC) is currently engaged in the forensic research needed to properly account for all previously issued equipment and annotate that equipment within SCIP. All transfer documentation exists, however the collective summary is not currently captured in a single system of record. A full and holistic accounting of what has been issued to the KSF and other ISF units is expected to take months.

d. The incorporation of LMP and SCIP into the 1TSC ITEF process is reflected in the attachment.

3. The point of contact for this memorandum is the undersigned,

or

LAMBERT.DAVID.WAYNE.

DAVID W. LAMBERT

Lieutenant Colonel

Director, 1TSC ITEF Equipping Cell

## Office of Security Cooperation–Iraq



**OFFICE OF SECURITY COOPERATION**  
**U.S. EMBASSY-BAGHDAD**  
 6060 BAGHDAD PLACE  
 WASHINGTON, DC 20521-6060

OSCI-C

22 September 2016

MEMORANDUM THRU Inspector General, United States Central Command, 7115 South Boundary Boulevard, MacDill Air Force Base, FL 33621-5101

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

SUBJECT: OSC-I Command Response to DoD IG Recommendations

1. Reference Assessment of U.S and Coalition Efforts to Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq" dated September 1 2016, Project # D2016-D00SP0-0046.000. OSC-I was tasked to respond to two recommendations contained in the DoDIG report. The two recommendations were: OSCI, execute the sustainment requirements identified in the written plan recommended by the CJFLCC-Iraq; and that OSC-I formalize and expand the current advise and assist mission being done at the Ministry of Peshmerga.
2. OSC-I assesses Iraq Train and Equip Fund (ITEF) procurements and coordinates with CJFLCC to determine if ITEF requirements are only for the immediate fight or if there is potential long term sustainment needs. OSC-I conducts security assistance through Foreign Military Sales and Financing (FMS/FMF) requiring separate authorities. Requirements are determined with the Iraqi's in the form of a Letter of Request (LOR). OSC-I will remain closely tied to CJFLCC to meet as many identified requirements as feasible.
3. Advise and Assist is a specified mission set and tasked as part of CJFLCC's defeat ISIL activities. OSC-I uses its Security Sector Reform Group and Senior Advisory Group to determine future force structure requirements in coordination with the Ministry of Defense and Ministry of Peshmerga as directed by CENTCOM. This is not considered "Advise and Assist" but rather Security Cooperation. The Security Cooperation activities are formalized in the Country Security Cooperation Plan. Therefore, no further expansion or formalization is required with the Ministry of Peshmerga as all authorities are existent.
4. Point of contact for this memorandum is [REDACTED]

D. SCOTT MCKEAN  
 Major General, USA  
 Chief, Office of Security Cooperation-Iraq

## Acronyms and Abbreviations

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<b>ARCENT</b>	U.S. Army Central
<b>BPC</b>	Build Partner Capacity
<b>CJFLCC-OIR</b>	Combined Joint Forces Land Component Command–Iraq
<b>CJTF-OIR</b>	Combined Joint Task Force–Operation Inherent Resolve
<b>EOD</b>	Explosive Ordinance Disposal
<b>FLOT</b>	Forward Line of Troops
<b>Gol</b>	Government of Iraq
<b>IED</b>	Improvised Explosive Device
<b>ISF</b>	Iraqi Security Forces
<b>ISIL</b>	Islamic State of Iraq and the Levant
<b>ITEF</b>	Iraq Train and Equip Fund
<b>JCCC</b>	Joint Coalition Coordination Center
<b>KDP</b>	Kurdistan Democratic Party
<b>KRG</b>	Kurdish Regional Government
<b>KTCC</b>	Kurdistan Training Coordination Center
<b>MoD</b>	Ministry of Defense
<b>POI</b>	Program of Instruction
<b>PUK</b>	Patriotic Union of Kurdistan
<b>OSC-I</b>	Office of Security Cooperation–Iraq
<b>OSD</b>	Office of the Secretary of Defense
<b>RGB</b>	Regional Guard Brigades
<b>SAMM</b>	Security Assistance Management Manual
<b>SOJTF-I</b>	Special Operations Joint Task Force–Iraq
<b>TAA</b>	Train, Advise, and Assist
<b>TPA</b>	Total Package Approach
<b>TSC</b>	Theater Sustainment Command
<b>USCENTCOM</b>	United States Central Command

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