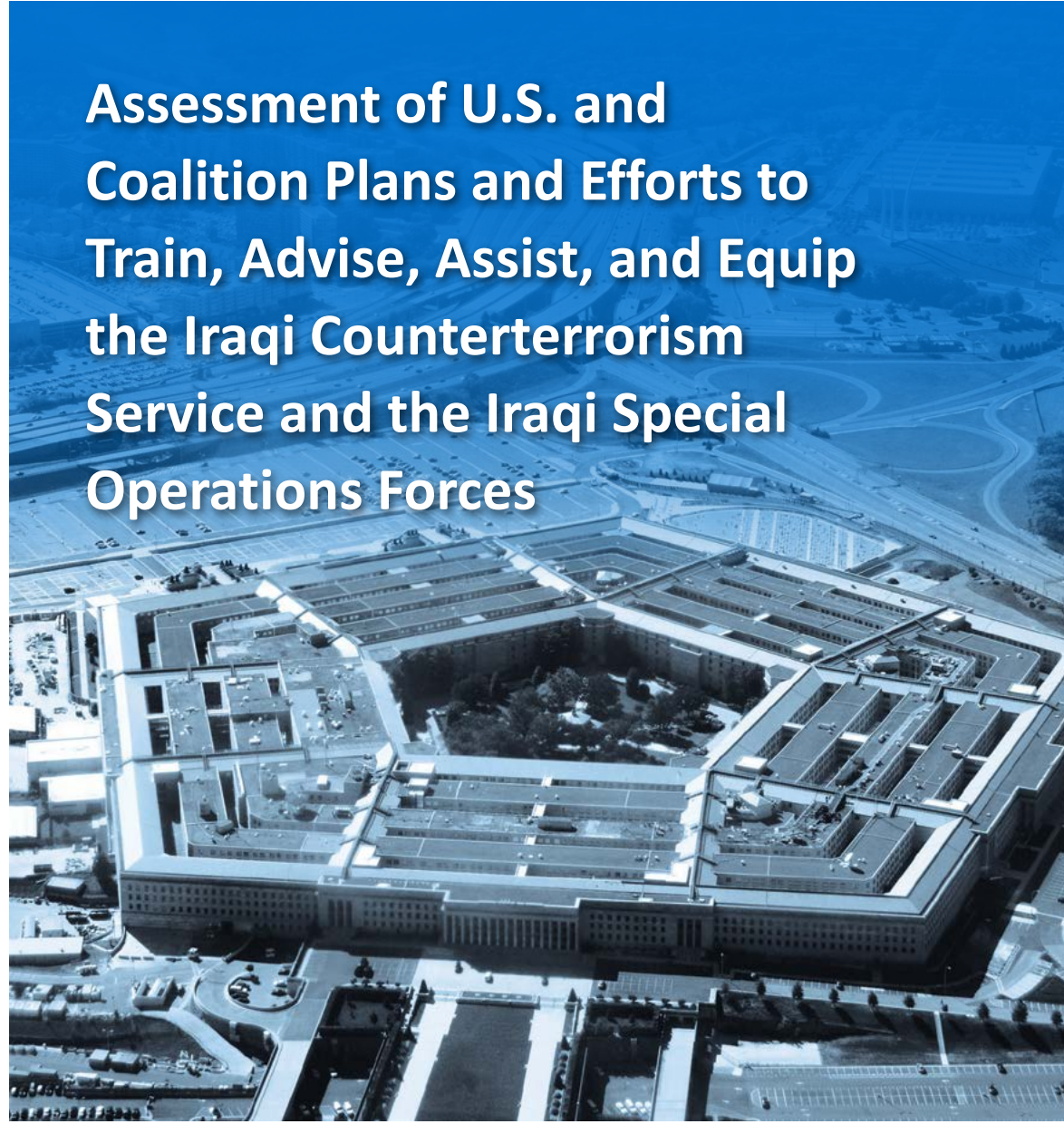




INSPECTOR GENERAL

U.S. Department of Defense

APRIL 19, 2017



Assessment of U.S. and Coalition Plans and Efforts to Train, Advise, Assist, and Equip the Iraqi Counterterrorism Service and the Iraqi Special Operations Forces

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Results in Brief

Assessment of U.S. and Coalition Plans and Efforts to Train, Advise, Assist, and Equip the Iraqi Counterterrorism Service and the Iraqi Special Operations Forces

April 19, 2017

Objective

To assess U.S. and Coalition efforts to train, advise, assist, and equip the Iraqi Counterterrorism Service (CTS) and the Iraqi Special Operations Forces¹ in support of operations against the Islamic State of Iraq and Syria.

Findings

We found that U.S. Forces used the Iraq Train and Equip Fund procurement process to equip the CTS for combat operations in accordance with the provisions in the FY 2015 National Defense Authorization Act and title 10 of the United States Code.

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

- U.S. and Coalition advisers had difficulty in drawing equipment from CTS warehouses to provide adequate training to CTS recruits at the CTS training command, called the Academia.
- Training courses developed by the U.S. and the Coalition did not contain well-defined standards of evaluation for CTS trainees.
- CTS trainees did not receive live-fire training on all weapon systems they were expected to use in combat.

¹ For the purposes of this report, all Iraqi counterterrorism and special-operations units are called the CTS, unless otherwise noted.

Recommendations

We recommend that:

- Commander, Combined Joint Special Operations Task Force–Iraq, in coordination with Chief, Office of Security Cooperation–Iraq, advise and assist the Commander, Iraqi Counterterrorism Service, to develop a plan establishing release authority for Counterterrorism Service equipment and supplies that will specifically improve the responsiveness of the logistic support necessary for CTS training.
- Commander, Special Operations Training Command–Iraq, in coordination with Iraqi Counterterrorism Service Academia leadership, develop and incorporate objective and measurable training evaluation criteria and standards for all tasks trained in Academia programs of instruction.
- Commander, Special Operations Joint Task Force–Operation Inherent Resolve, in coordination with the Iraqi Counterterrorism Service Academia, identify all training requirements to support live-fire of the AT-4, M-72, and SPG-9 weapons by Academia trainees and develop the training programs of instruction to support these requirements.
- Commander, Combined Joint Special Operations Task Force–Iraq, in coordination with Chief, Office of Security Cooperation–Iraq, other Coalition partners, and Iraqi Counterterrorism Service Academia leadership, develop and implement a resource plan to provide the weapons, ammunition, and range facilities necessary to support the programs of instruction for live-fire training on the AT-4, M-72, and SPG-9 weapons by Academia trainees.²

² The AT-4 and M-72 are lightweight disposable man-portable shoulder-fired rockets, and the SPG-9 is a Soviet-era recoilless rifle. While the SPG-9 can be manually transported, because of its weight it is typically mounted to a vehicle via a tripod. The CTS uses those weapons to target insurgents and to detonate improvised explosive devices.



Results in Brief

Assessment of U.S. and Coalition Plans and Efforts to Train, Advise, Assist, and Equip the Iraqi Counterterrorism Service and the Iraqi Special Operations Forces

Recommendations (cont'd)

- Commander, Special Operations Joint Task Force–Operation Inherent Resolve, in coordination with Chief, Office of Security Cooperation–Iraq, and Commander, Iraqi Counterterrorism Service, develop a plan for improving the refit process for the Iraqi Counterterrorism Service. (The discussion related to this recommendation is in the classified annex to this report, Appendix C.)

Management Comments and Our Response

The Deputy Commanding General, Special Operations Joint Task Force–Operation Inherent Resolve, responding for management, agreed with our recommendations. However, management’s comments did not fully address the specifics of the recommendations to:

- develop a plan establishing Counterterrorism Service release authority for its equipment and supplies (Recommendation B);
- identify requirements to support training exercises for Academia trainees on the AT-4, M-72, and SPG-9 weapons and establish a related program of instruction (Recommendation D.1); and
- develop a plan for improving the refit process for the Iraqi CTS (Recommendation E [Classified]).

Because management comments did not fully address the recommendations, these recommendations are unresolved and remain open. To close these recommendations, we request the Deputy Commanding General, Special Operations Joint Task Force–Operation Inherent Resolve provide:

- a description of coordination efforts with CTS leadership to expedite equipment release authorization from the CTS warehouses,
- a copy of the Programs of Instruction that incorporate objective and measurable training-evaluation criteria and standards that are being used to train CTS soldiers on the use of the AT-4, M-72, and SPG-9 weapons, and
- a description of planned U.S. and Coalition activities designed to help the CTS leadership mitigate the communications problems between CTS headquarters and the Academia in order to improve the refit process for the Iraqi CTS.

We request the Deputy Commanding General, Special Operations Joint Task Force–Operation Inherent Resolve address the recommendation specifics by May 10, 2017 (30 days from the final report).

Please see the Recommendations Table on the next page for the status of the recommendations.

Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Commander, Special Operations Joint Task Force–Operation Inherent Resolve	D.1, E (See classified Appendix C.)		
Commander, Combined Joint Special Operations Task Force–Iraq	B		D.2
Commander, Special Operations Training Command–Iraq		C	

Please provide Management Comments by May 10, 2017.

Note: The following categories are used to describe agency management’s comments to individual recommendations.

- **Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** – OIG verified that the agreed upon corrective actions were implemented.





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

April 19, 2017

MEMORANDUM FOR COMMANDER, SPECIAL OPERATIONS JOINT TASK FORCE–OPERATION
INHERENT RESOLVE
COMMANDER, COMBINED JOINT SPECIAL OPERATIONS TASK FORCE–IRAQ
COMMANDER, SPECIAL OPERATIONS TRAINING COMMAND–IRAQ

SUBJECT: Assessment of U.S. and Coalition Plans and Efforts to Train, Advise, Assist, and
Equip the Iraqi Counterterrorism Service and the Iraqi Special Operations Forces
(Report No. DODIG-2017-074)

We are providing this report for review and comment. We found that U.S. Forces were able to use the Iraq Train and Equip Fund procurement process to equip the Iraqi Counterterrorism Service (CTS) in accordance with federal law. However, we also identified areas for improvement concerning CTS trainee instruction, training resources, and advise-and-assist activities. We conducted this assessment from March 2016 to February 2017 in accordance with the “Quality Standards for Inspections and Evaluations,” published by the Council of Inspectors General on Integrity and Efficiency.

We considered management comments on a draft of the report when preparing the final report. DoD Instruction 7650.03 requires that recommendations be resolved promptly. Comments from the Deputy Commanding General for Special Operations Joint Task Force–Operation Inherent Resolve addressed Recommendation C; therefore, that recommendation is resolved. However, Recommendations B, D.1, and E were partially addressed and are considered unresolved. We consider Recommendation D.2 closed. We request that the Deputy Commanding General provide additional comments for these unresolved recommendations by May 10, 2017.

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

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

Stanley E. Meyer ADIG
for Kenneth P. Moorefield
Deputy Inspector General
Special Plans and Operations



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Introduction

This is the fourth report in an ongoing series of Department of Defense Office of Inspector General (DoD OIG) assessments concerning U.S. and Coalition support to the Iraq Security Forces (ISF) as a part of Operation Inherent Resolve. These assessments addressed U.S. and Coalition efforts to train, advise, assist, and equip the Iraqi Army, the Iraqi Sunni Popular Mobilization Forces (classified report), and the Kurdish Security Forces.

Objective

To assess U.S. and Coalition efforts to train, advise, assist, and equip the Iraqi Counterterrorism Service (CTS) and the Iraqi Special Operations Forces (ISOF)³ in support of operations against the Islamic State of Iraq and Syria.

Background

Islamic State of Iraq and Syria

The group known variously as ISIS, ISIL (Islamic State in Iraq and the Levant), Islamic State, or DAESH (the Arabic acronym for ISIS) is a derivative of al Qaeda in Iraq.⁴ While ISIS shares an ideological outlook with its predecessor, it has adopted a different strategy. Al Qaeda was primarily focused on carrying out high-profile, large-scale terrorist attacks, while ISIS is fighting more like a conventional army, capturing and occupying territory stretching from the outskirts of Aleppo, in Syria, to Tikrit and Mosul in Iraq.

In January 2014, militants affiliated with the terrorist organization known as al Qaeda in Iraq (later known as ISIS) seized the town of Fallujah in Iraq's Anbar province, and in June 2014, they captured Iraq's second largest city, Mosul. In the following months, ISIS successfully took control of the cities of Ramadi and Hit, along with the Iraqi air base at Qayyarah.

In December 2015, Iraqi forces, led by the CTS, conducted successful counteroffensive operations against ISIS, clearing the town of Ramadi. During the following year, with the aid of U.S.-led Coalition airstrikes, CTS units successfully led operations to liberate Hit, Fallujah, and Qayyarah. Beginning in October 2016, the CTS has also participated in the ongoing offensive operations to free Mosul.

³ For the purposes of this report, all Iraqi counterterrorism and special operations units are called the CTS, unless otherwise noted.

⁴ For the purposes of this report, this group is called ISIS.

Iraq Train and Equip Fund

In November 2014, President Obama outlined a comprehensive strategy to degrade and defeat ISIS consisting of nine lines of effort.⁵ The DoD is responsible for two lines of effort: denying ISIS safe haven and building partner capacity.

To advance those two lines of effort, the National Defense Authorization Act (NDAA) for FY 2015⁶ established the Iraq Train and Equip Fund (ITEF). Through ITEF, the DoD received both the authority and \$1.6 billion in funding to train, advise, assist, and equip the ISF, which includes the Iraqi Army, Kurdish Security Forces, the CTS, and tribal and local security forces. In December 2015, the “Consolidated Appropriations Act, 2016,”⁷ appropriated \$715 million more for ITEF.

The objectives of the ITEF program are to:

- deny ISIS safe haven by creating Iraqi forces that complement the U.S. and Coalition air campaign,
- halt ISIS’s advance in Iraq,
- go on the offensive and roll back ISIS territorial gains, and
- restore the country’s territorial integrity.

ITEF resources support the DoD’s overall concept of operations in Iraq, which includes a multi-layered approach to fill urgent equipment shortfalls plus training needs and deficiencies in the ISF. This concept is designed to ensure that the Government of Iraq (GoI) remains in the lead in countering ISIS in Iraq and shares the cost of creating and sustaining Iraqi security forces.⁸

Train, Advise, Assist, and Equip Mission

The primary support provided by ITEF is directed to training, advising, assisting, and equipping the ISF.

Train

Training involves the employment of Coalition training forces to generate Iraqi offensive capability to conduct counterattacks against ISIS. The training program covers both individual skills and unit training. It is modularized to enable short-notice changes to programs of instruction as necessary, based on the high operational tempo of Iraqi units.

⁵ The White House, Office of the Press Secretary, “FACT SHEET: The Administration’s Strategy to Counter the Islamic State of Iraq and the Levant (ISIL) and the Updated FY 2015 Overseas Contingency Operations Request,” November 7, 2014.

⁶ Public Law 113-291, “Carl Levin and Howard P. ‘Buck’ McKeon National Defense Authorization Act for Fiscal Year 2015,” Section 1236, December 19, 2014.

⁷ Public Law 114-113, “Consolidated Appropriations Act, 2016,” December 18, 2015.

⁸ Section 1236 Report: Department of Defense Plan for Authority to Provide Assistance to Counter the Islamic State in Iraq and the Levant.

The CTS training organization, known as the Academia, consists of three separate subordinate organizations: 1st School, 2nd School, and refit. The 1st School focuses on basic training and selection for special operations, the 2nd School focuses on CTS-specific training (for example, medic and deep-reconnaissance courses), and the refit⁹ organization supports unit-specific training and re-equipping of CTS units returning from the field.

Advise and Assist

The overall goal for U.S. and Coalition advise-and-assist teams is to improve operational planning, communication, intelligence coordination, and targeting—all in support of Iraqi-led ground operations.

Equip

As a part of the equipping mission, the U.S. and Coalition partners work with the GoI to define and assess critical equipment requirements so that Iraqi security force units can prevail in the counter-ISIS fight. See Finding A for a more detailed description of the ITEF equipping process.

Iraqi Counterterrorism Service

After the overthrow of Saddam Hussein in 2003, and the subsequent disestablishment of the standing Iraqi Army and the Baath Party, U.S. and Coalition Forces recognized the need to develop an Iraqi counterterrorism capability that could locate and eliminate terrorist threats and help more broadly in security operations in Iraq. In 2003, U.S. Army Special Forces in Iraq created the Iraqi Counterterrorism Force (ICTF). The U.S. modeled the ICTF after the U.S. Special Operations Forces and trained the ICTF to U.S. Special Forces standards.

The ICTF operated as an independent unit until May 2004, when U.S. Central Command directed the merger among the ICTF and the 36th Iraqi Civil Defense Corps Battalion to create the Iraq Special Operations Forces Brigade.

In October 2006, Iraqi Prime Minister Nouri al-Maliki further expanded this organization to three ISOF brigades and approved the creation of the CTS. U.S. Special Operations Forces trainers and advisers have been continuously affiliated with the CTS from its beginning in 2003 to the present, under the authorities of either title 10 or title 22 of the United States Code.¹⁰

⁹ “Refit” is not a doctrinal term within the U.S. military. Refit activities conducted by CTS units at the Academia have included the replacement of personnel and equipment due to recent battle losses, the repair and refurbishment of equipment and weapons, the collection of after-action reports from recent combat operations, and the conduct of any specialized individual or collective training, based on recent lessons learned and future missions.

¹⁰ The Department of Defense administers the security-cooperation activities authorized by title 10, and the Department of State administers security-assistance activities authorized by title 22.

Today the CTS is an independent, quasi-ministerial-level organization, separate from the Iraqi Ministry of Defense and the Ministry of Interior, reporting directly to the authority of the Prime Minister. The CTS has a three-tiered organizational structure, which includes CTS headquarters, the Counterterrorism Command, and three ISOF brigades. Consistently regarded by U.S. officials as Iraq's premier fighting force, the CTS has been at the forefront of many operations to retake ISIS-captured territory.

The CTS continues to produce battlefield victories; however, the light infantry, combined arms, and urban-combat missions (all of which the CTS now conducts in the counter-ISIS campaign) are outside the scope of its intended purpose. Originally the CTS conducted operations at the company level and below as a counterterrorism special-operations¹¹ force. Now it is engaged at the battalion level and above, conducting conventional combined arms¹² operations, requiring the integration of artillery, close air support, and close coordination with other ISF units.

Coalition Command Structure

These seven U.S. and joint commands support the CTS:

- **United States Central Command (USCENTCOM)** is a unified command responsible for planning and conducting U.S. military activity in a region consisting of 20 countries from Northeast Africa, across the Middle East, to Central and South Asia, including Iraq. USCENTCOM's overall mission is to direct and enable military operations and activities with allies and partners to increase regional security and stability in support of enduring U.S. interests. USCENTCOM determines whether equipment requirements can be met with Coalition contributions or other authorities, and is the final authority as to whether equipment requirements meet the criteria for ITEF funding.
- **Combined Joint Task Force–Operation Inherent Resolve (CJTF-OIR)** is a subordinate command of USCENTCOM. CJTF-OIR was established in October 2014 to counter ISIS's takeover of territory in Iraq and Syria. Its mission is to militarily defeat ISIS in the Combined Joint Operations Area¹³ by, with, and through regional partners—to enable whole-of-Coalition governmental actions to increase regional stability. CJTF-OIR conducts the ITEF review board and determines whether to buy equipment with ITEF funds.

¹¹ Special operations are military operations requiring unique modes of tactical techniques, equipment, and training, often conducted in hostile or politically sensitive environments. Special operations are characterized as time-sensitive, clandestine, low visibility, or having a high degree of risk.

¹² Combined arms is the application of infantry, mobile projected firepower, offensive and defensive fires, and engineering capabilities to defeat enemy ground forces and to seize, occupy, and defend land areas.

¹³ An area of land, sea, and airspace in which a joint-force commander conducts military operations to accomplish a specific mission.

- **Special Operations Joint Task Force–Operation Inherent Resolve (SOJTF-OIR)**, a subordinate command of CJTF-OIR, is responsible for helping CJTF-OIR and ISOF brigades in submitting equipment requests to the ITEF review board.
- **Combined Joint Special Operations Task Force–Iraq (CJSOTF-I)** is a subordinate command of SOJTF-OIR. Its mission is to conduct combined full-spectrum special operations by, with, and through the ISF in a Coalition context. CJSOTF-I sets conditions to enable ISOF as a component of the ISF to conduct offensive operations to reestablish Iraqi borders, retain key terrain, and generate combat power for increased regional security and stability. CJSOTF-I provides advisers to CTS brigades and subordinate battalions to assist with the planning of operations, to coordinate Coalition support and fires, to provide necessary training, and to identify and order weapons and equipment.
- **Special Operations Training Command–Iraq (SOTC-I)** is a subordinate command of CJSOTF-I. Its mission is to coordinate all CJSOTF-I training assets to be used to the maximum effect in support of the current and future fight. SOTC-I is responsible for developing programs of instruction (POIs) and supporting CTS training within the Iraqi CTS Academia.
- **Office of Security Cooperation–Iraq (OSC-I)** operates under Chief of Mission (Department of State) authority but is administered by DoD personnel. The mission of OSC-I is to conduct security-cooperation and security-assistance activities that strengthen the U.S. strategic partnership with Iraq and facilitate the development of a sustainable ISF.
- **1st Theater Sustainment Command (1st TSC)** is a subordinate command of United States Army Central Command.¹⁴ Its mission is to execute operational sustainment support; to conduct Coalition/joint reception, staging, onward movement, redeployment, and retrograde; and to re-posture forces, material, and sustainment infrastructure to support ongoing operations throughout the USCENTCOM area of responsibility. The 1st TSC is responsible also for transporting and divesting¹⁵ all CTS equipment.

¹⁴ U.S. Army Central Command is responsible for planning, coordinating, and employing land forces within the USCENTCOM area of responsibility.

¹⁵ The 1st TSC defines divestiture as the permanent transfer of U.S. Government-provided equipment to appropriately vetted ISF personnel.



Finding A

U.S. Forces Used the Iraq Train and Equip Fund Procurement Process to Equip the Iraqi Counterterrorism Service for Combat Operations

U.S. Forces used the ITEF procurement process to equip the CTS for combat operations.

U.S. Forces procured equipment for the CTS in accordance with ITEF provisions in the FY 2015 NDAA and divested that equipment to a vetted CTS official, in accordance with ITEF authorities.

As a result, the CTS has been equipped to fight ISIS, and U.S. officials achieved visibility and accountability of U.S.-funded CTS procurements until the equipment was delivered to the CTS.

Discussion

Although the GoI procures some CTS equipment by using the traditional DoD Foreign Military Sales process, the main funding source of CTS equipment is the Iraq Train and Equip Fund.¹⁶ ITEF, in contrast with the Foreign Military Sales process, was designed to provide a quick source of funding that the DoD could use to fulfill immediate train-and-equip needs in the current fight against ISIS.

Section 1236 of the FY 2015 NDAA, as amended, specifies that funding shall provide assistance for the purpose of defending Iraq from the threat posed by ISIS and that, before receiving assistance, fund recipients must be appropriately vetted for associations with terrorist groups or with the Government of Iran. In addition, section 362, title 10, United States Code, prohibits the use of DoD funds for assistance to a foreign security force that has committed a gross violation of human rights. The statute requires that the DoD work in coordination with the Department of State to investigate any credible information relating to human-rights violations by potential fund recipients (known as Leahy vetting).¹⁷

¹⁶ Traditional FMS requires that partner nations use their own funds to buy defense articles from the U.S.; however, ITEF is considered a “pseudo” FMS program in which U.S. appropriations are used to fund equipment purchases for eligible partner nations.

¹⁷ The vetting requirement in 10 U.S.C. § 362 is known as “Leahy” vetting due to Senator Patrick Leahy’s authorship of the Leahy Law on Human Rights in 1997.

In prior DoD OIG assessments, U.S. Forces reported having difficulty in executing the requirements of the NDAA and 10 U.S.C. § 362 as they apply to ITEF-funded equipment. U.S. officials responsible for equipping the Sunni Popular Mobilization Forces¹⁸ did not appropriately or consistently vet recipients of ITEF equipment and U.S. officials advising and assisting the Kurdish Security Forces¹⁹ were unable to accurately track ITEF-procured equipment from initial request to its ultimate delivery to Iraqi officials.

In contrast, we found that U.S. officials responsible for equipping the CTS through the use of ITEF had clearly documented the process across commands, applying standard operating procedures to ensure consistency, adherence to statutory requirements for vetting, and accountability of equipment while under U.S. control. The result was that SOJTF-OIR, CJSOTF-I, and 1st TSC were able to execute the ITEF process in order to procure and provide equipment requested by the CTS.

ITEF Equipment-Request Process

Officials from SOJTF-OIR reported that the equipping process begins when a subordinate task force from CJSOTF-I helps its partnered ISOF brigade to assess current equipment requirements and to generate a formal equipment request. CJSOTF-I forwards the request to SOJTF-OIR, where it is developed into an ITEF request packet and submitted to the ITEF review board.

The ITEF review board consists of members from different components within CJTF-OIR and serves as the approval authority for all ITEF request packets. An official from USCENTCOM described the ITEF process, stating that, to approve a request packet, the board must determine that:

- a need exists,
- the need cannot be filled in a more cost-effective way, and
- the equipment has not already been provided in a previous request.

Officials from 1st TSC reported that the ITEF review board provided benefits to the ITEF-funded equipping process by rejecting the requests that did not demonstrate an operational requirement to counter ISIS, as required by statute. They gave the example of a request for riot gear for the Iraqi Police to help settle civil unrest. The board rejected this request, stating that settling civil unrest was not an operational requirement to defeat ISIS.

¹⁸ Report No. DODIG-2016-055 (Classified), "U.S. and Coalition Efforts to Train, Advise, Assist, and Equip Iraqi Sunni Popular Mobilization Forces," February 29, 2016.

¹⁹ Report No. DODIG-2017-033, "Assessment of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq," December 16, 2016.

Officials from CJTF-OIR said that one of their challenges is the sourcing of the requested equipment, which can delay the ITEF process. They explained that this process can take from 3 to 12 months, often dependent on the speed at which the sourcing DoD agency was able to locate an equipment supplier. An official from the CJTF-OIR Partner Force Development Cell stated that, after considering this time lag, they leveraged their existing relationships with known suppliers and began recommending purchase of their equipment directly to the DoD sourcing agency. This practice allowed the sourcing agency to locate suppliers more rapidly, and it ultimately decreased the total time consumed by the ITEF equipping process.

U.S. Vetting Requirements

The DoD is responsible for vetting section 1236 fund recipients for terrorist or Iranian associations, and the Department of State is responsible for vetting fund recipients for human-rights violations. Officials from SOJTF-OIR and CJSOTF-I provide biographical data about CTS leadership to the appropriate DoD and Department of State offices to obtain information on those individuals' possible participation in activities prohibited by section 1236 and the Leahy Law. Only those individuals who clear both the section 1236 and Leahy vetting processes are permitted to sign for and accept ITEF-funded equipment. Officials from SOJTF-OIR and CJSOTF-I did not identify the vetting process as an impediment to training and equipping the CTS.

ITEF Equipment Divestiture

The 1st TSC's Forward Logistics Element (FLE) is responsible for divesting ITEF equipment to the approved CTS units. For divestiture to occur, a vetted CTS official is required to sign a U.S. requisition and invoice form, an Iraqi issuance/receipt form, and a memorandum of assurance.²⁰ Officials from 1st TSC and the FLE commented that the FLE keeps paper copies of all divestiture paperwork to document the transfer of ITEF-procured equipment to the CTS. The FLE further explained that, when a CTS unit receives equipment that requires serial-number accountability, additional documentation, listing the serial numbers of the equipment, is prepared for the divestiture package.

The team reviewed samples of the U.S. and Iraqi transfer records documenting equipment divestiture, and, although we were unable to observe ITEF-procured equipment being used by CTS units involved in actual combat operations, we saw various types of U.S.-procured ITEF equipment in the CTS warehouses. Examples included night-vision goggles, M-2 and M-249 machine guns, protective vests, AT-4 launchers, engines for high-mobility multipurpose wheeled vehicle, rifle-cleaning kits, and various types of ammunition.

²⁰ The memorandum of assurance states that the vetted individual received human-rights training, and that they would not violate the law of armed conflict.



Figure 1. ITEF-procured equipment in CTS warehouses. (Clockwise from bottom left: AT-4 launchers and rockets, high-mobility multipurpose wheeled-vehicle engines, and rifle-cleaning kits)
Source: DoD OIG.

ITEF Equipment Visibility

The director of the 1st TSC Equipping Cell confirmed that they had greater visibility²¹ and accountability over ITEF equipment procured for the CTS than equipment procured for other ISF units.²² Two different commands are responsible for administering the ITEF equipment-procurement process for the CTS and for the ISF at large. 1st TSC affirmed that ITEF equipment bound for the CTS is in the possession and under the control of U.S. personnel until divestiture to a vetted Iraqi CTS official. SOJTF-OIR confirmed that they have complete visibility of ITEF requests and equipment throughout the entire supply chain. Once the implementing agency assigns a case number to the request, SOJTF-OIR is able to use Defense Security Cooperation Agency and 1st TSC tracking systems to track the receipt of CTS equipment in Kuwait, transportation to Iraq, and ultimate divestiture to a vetted CTS official, ensuring that the equipment reached the CTS.

²¹ Joint Publication 4-0, “Joint Logistics,” 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?

²² Although the ITEF process was successful in providing needed equipment to the CTS and accounting for it while under U.S. control, a previous DoD OIG report [DoDIG-2016-134 (FOUO)] identified deficiencies in 1st TSC’s processes for accountability while under U.S. control of equipment procured for the entire ISF via the ITEF.

We reviewed samples of the tracking documentation used by 1st TSC, including an example of a Letter of Offer and Acceptance, which details the items to be supplied, the ITEF case number, and for whom the items are sourced (in this case, the CTS). We also reviewed 1st TSC's ITEF equipment tracker, which details the ITEF case number, the DoD sourcing agency, dates when the equipment arrived and left the U.S. port of embarkation, and transportation status. This, combined with the divestiture documentation maintained by the FLE, provided a comprehensive picture of U.S. Force's visibility of ITEF-funded procurements.

Conclusion

Using interviews conducted and documents reviewed, the OIG Assessment Team determined that, consistent with statutory requirements, U.S. Forces were able to execute the ITEF procurement process to equip the CTS for combat operations and to maintain accountability over the equipment while under U.S. control.



Finding B

Difficulty in Drawing Equipment and Supplies From the Counterterrorism Service Warehouses Has a Negative Impact on the Ability to Provide Adequate Training to Counterterrorism Service Recruits

SOTC-I officials had difficulty in drawing equipment and supplies from the CTS and Middle Factory (Class IX)²³ Warehouses.

The highly centralized approval process, coupled with a general reluctance by CTS officials to release equipment and supplies, caused the CTS logistics system to be slow to respond to supply requests.

The inability to draw equipment and supplies on a timely basis has had a negative effect on the capacity to provide adequate training to CTS recruits.

Discussion

U.S. and Coalition officials from SOTC-I reported that they were unable to obtain adequate equipment and supplies in a timely manner from CTS warehouses to support the training of CTS recruits. That occurred because the CTS headquarters staff centrally controlled all equipment and supplies for the CTS Academia, which is the CTS institutional training command. The CTS Director of Operations, a two-star general, retained approval authority for all equipment and supplies within the CTS. Further, one Iraqi official stated that the CTS Commanding General retained approval or release authority above the Director of Operations on some major end items and critical capabilities²⁴ within the CTS inventory. That approval process delayed the release of supplies. SOTC-I advisers stated that they were sometimes compelled to conduct training courses without all the required equipment and supplies.

U.S. and Coalition officials from SOTC-I expressed frustration with their inability to obtain adequate equipment and supplies required to support CTS training, even though the Iraqi-approved course POI identified these items as mandatory training elements. During a tour of the CTS warehouse facilities, however, the DoD OIG assessment team observed stockpiled quantities of ammunition, body armor,

²³ Class IX supplies are all repair parts and components, including kits, assemblies, and material power-generator subassemblies (repairable and nonrepairable) required for all equipment, along with dry batteries.

²⁴ A critical capability is a crucial enabler essential for accomplishment of the specified objective.

weapons-cleaning kits, and weapons lubricant (oil). However, our assessment interviews and fieldwork revealed difficulties in SOTC-I advisers' ability to get these supplies and equipment released from the CTS warehouse. In turn, this led to shortages in equipment and supplies released to the Academia, which were required to conduct training and refit at the Academia, including first-aid kits, ammunition, body armor, vehicles, and weapon-cleaning supplies.

[L]ogistics can have a profound effect on morale and combat effectiveness

– *Marine Corps Doctrinal Publication 4, “Logistics”*

U.S. Logistics Doctrine

U.S. military logistic doctrine highlights the importance of an effective logistic system. For example, Marine Corps Doctrinal Publication 4, “Logistics,” states:

- If logistics sets the limits, it follows that one of our key objectives must be to ensure that limits imposed by logistics do not inhibit effective operations.
- If the objective is simply to maximize efficiency in our logistic system, we would probably use a pure pull system, filling requirements only in response to specific supply requests. Command and control would be highly centralized in an effort to ensure positive control of all assets at all times.
- The command and control procedures, organizations, and support structure that aid logisticians in their work must provide flexible tools that aid, rather than hinder, rapid and responsive problem solving.
- Efficiency does not become an end unto itself. Effectiveness should always be the defining feature of our logistics system.

The centralized control of the CTS warehouses is contrary to U.S. best practices and impedes CTS training. During the team’s tour of the CTS warehouse, we found a significant amount of weapons-cleaning oil, which was one of the supplies identified as a critical shortage at the Academia and in the field. When the SOTC-I adviser asked if he could be issued a can of lubricant for training use, he was

told that it required the approval of the two-star CTS Director of Operations. Due to discussions with U.S., Coalition, and CTS officials and team observations made at the CTS warehouse facilities, we concluded that the operation of the CTS logistics system, because it is so highly centralized and controlled, limits effective training operations.

Impact of CTS Logistics System on Training

Conducting training without the required equipment and supplies negatively affects the ability of CTS soldiers to complete the Academia programs of instruction and also impedes their likely performance in combat. For example, Academia advisers did not have adequate weapons-maintenance supplies on hand during training courses, and, consequently, CTS trainees may not learn how to properly maintain their weapons. That in turn may put them at an increased risk of having an inoperable or malfunctioning weapon during combat.

An example of related U.S. doctrine that highlights the importance of weapons maintenance is Marine Corps Reference Publication 3-01B,²⁵ which says, “If the M9 service pistol is to be effective, it must be maintained in a state of operational readiness at all times; therefore, maintenance of the M9 service pistol is a continuous effort. A clean, properly lubricated, well-maintained pistol will fire when needed.” Further, U.S. Army Field Manual 3.22²⁶ says, “Proper maintenance contributes to weapon effectiveness as well as unit readiness.” This guidance about weapon maintenance can and should be applicable to those weapons used by CTS recruits and soldiers, regardless of the specific type of weapon.

Having weapon-maintenance supplies available at the Academia is important for training CTS soldiers on proper weapons maintenance, increasing their combat effectiveness on the battlefield.

Conclusion

The CTS logistic processes are inadequate to enable flexible and sufficient support of effective Academia training programs. If the supply problems are addressed, the increased training effectiveness will improve unit readiness and the combat effectiveness of the CTS, both individually and organizationally.

²⁵ MCRP 3-01B, “Pistol Marksmanship,” November 25, 2003.

²⁶ FM 3-22.68, “Crew-Served Machine Guns 5.56-mm and 7.62-mm,” July 2006.

Recommendation, Management Comments, and Our Response

Recommendation B

Commander, Combined Joint Special Operations Task Force–Iraq, in coordination with Chief, Office of Security Cooperation–Iraq, advise and assist the Commander, Iraqi Counterterrorism Service, to develop a plan establishing release authority for Counterterrorism Service equipment and supplies in warehouses that are specifically required to improve the logistic support necessary for Counterterrorism Service training.

Special Operations Joint Task Force–Operation Inherent Resolve Comments

Deputy Commanding General, SOJTF-OIR, responding on behalf of CJSOTF-I, agreed with the recommendation. He stated that there is an ongoing collaboration between the Iraqi warehouse, the Middle Factory, their contracted Foreign Military Sales team, and the Operational Detachment Alpha personnel (OSC-I) to put into place a more organized system to enable cataloging and accurate inventory. The emphasis is to continue the cataloging and supply requests using a consolidated Excel spreadsheet; however, the CTS is having difficulty keeping the supply requests and inventories in Excel files.

Our Response

Management’s comments partially addressed the recommendation. We commend the efforts of Iraqi CTS, SOJTF-OIR, and OSC-I personnel to help the CTS improve warehouse inventory accuracy by organizing and cataloging their equipment and supplies. However, the issue of requiring high-level approval authority for release of equipment and supplies from the CTS warehouse still exists. We request a description of coordination efforts with CTS leadership to expedite equipment release authorization from the CTS warehouses by May 10, 2017. This recommendation is unresolved and remains open.

Finding C

Iraqi Counterterrorism Service Trainees Were Not Evaluated Against Established Training Standards in Many of the Programs of Instruction Taught by the Special Operations Training Command–Iraq

CTS trainees at the Iraqi Academia were not evaluated against well-defined training standards for many programs of instruction taught by SOTC-I.

That occurred because the training standards and the evaluation criteria were not adequately defined for 13 of the 17 courses developed by SOTC-I.

Therefore, none of the CTS commanders, the Academia, and the SOTC-I advisers had an accurate assessment of the trainees' capabilities and potential combat effectiveness after the training was provided.

Discussion

The Academia is the organization within the Iraqi CTS responsible for the selection and initial training of CTS recruits. The Academia is also responsible for the refit activities of the soldiers and tactical units within the CTS.

The mission of SOTC-I, as a subordinate unit of Combined Joint Special Operations Task Force–Iraq, is to coordinate all combined Coalition training efforts in support of the CTS's current and future operations.

SOTC-I personnel have worked collaboratively with their Iraqi Academia counterparts to identify, develop, and provide relevant training for current and future operations. In coordination with CTS officials, SOTC-I was largely responsible for developing the POIs and supporting CTS training within the Academia, modeled after the U.S. Special Operations Forces and trained to U.S. Special Forces standards. Senior CTS and Coalition officers acknowledged the positive benefits of those relationships, and they attributed CTS battlefield success to the training provided at the Academia by U.S. and Coalition partners.



Figure 2. The Chairman of the Joint Chiefs of Staff, General Dunford, USMC, observes CTS sniper training
Source: Photograph courtesy of the Department of Defense Media.

CTS Programs of Instruction Lacked Training Standards

Although those training efforts have been integral to the CTS's recent success, one criteria associated with certain POIs. We reviewed the POIs for all 17 SOTC-I-developed courses, which ranged from basic knowledge and field craft courses, such as the Operator Readiness and Operator Training courses, to advanced tactics courses, such as the Commando course. We determined that 13 of the 17 courses did not have sufficient training standards or evaluation criteria associated with the identified training tasks. Specifically, a deficient POI typically lacked either a clearly defined task or a measure of performance against an established training criteria.

Only four of the POIs we reviewed identified explicit training activities and specific criteria by which to measure trainees' performance. The remaining POIs listed only broad tasks and vague performance measures that did not provide an effective means for evaluation of CTS trainees' abilities.

Without well-defined training standards, the training results could not be adequately evaluated. Consequently, it could not be assumed that CTS graduates of the Academia's training courses were capable of performing the tasks for which they were trained.

U.S. Doctrine for Evaluation Standards

We used U.S. military doctrine on evaluation standards to inform our assessment of the CTS programs of instruction.²⁷ According to the Chairman of the Joint Chiefs of Staff (CJCS) Manual 3500.03E,²⁸ the fundamental purpose of assessing training is to determine which organizations within the command are able to perform at the level required to meet the task standard or standards, and which missions the command is trained to accomplish. Also, CJCS Guide 3501²⁹ details the following benefits of evaluating training against established standards:

1. It provides the structure that allows commanders to view the level of training proficiency in their command against requirements.
2. It allows commanders to make judgments on their commands' ability and confidence to accomplish assigned missions.
3. It provides the necessary feedback to adjust or improve training shortfalls and deficiencies (individual and collective) within the command.

This evaluation aids and informs operational commanders about the proficiency and capability of their command. In the case of CTS, an accurate evaluation of training would inform the CTS leadership about their commands' capabilities and potential limitations in the counter-ISIS battles and campaign.

By providing feedback to the training institution, training evaluations enable the institution to make informed adjustments to and improvements in the training curriculum. Establishing POI standards for all courses would enable SOTC-I, in coordination with the Iraqi Academia and CTS commanders, to interpret the effectiveness and efficiency of the training curriculum and to make necessary adjustments and improvements to produce better trained CTS soldiers.

²⁷ Although the CTS and its schoolhouse, the Academia, are not subject to U.S. military doctrine, SOTC-I used U.S. doctrine to develop and standardize the courseware that it provided to CTS trainees. Therefore, we used U.S. doctrine as the primary reference material during our evaluation of U.S. and Coalition train, advise, assist, and equip efforts in support of the CTS. Given the ground-combat nature of the counter-ISIS efforts in Iraq, we relied mainly on Joint, U.S. Army, and U.S. Marine Corps doctrine and training publications as our reference sources.

²⁸ CJCS Manual 3500.03E, "Joint Training Manual for the Armed Forces of the United States," April 20, 2015.

²⁹ CJCS Guide 3501, "The Joint Training System: A Guide for Senior Leaders," May 5, 2015.

All training must be evaluated. Otherwise the training time is wasted.

– U.S. Army Doctrine Reference Publication 7-0,
“Training Units and Developing Leaders”



Figure 3. CTS student consults training notes during sniper marksmanship training
Source: Photograph courtesy of the Department of Defense Media.

Conclusion

The Academia curriculum and SOTC-I POIs did not consistently provide training standards to enable a meaningful evaluation of CTS trainees’ performance. Therefore the CTS unit commanders, the Academia, and SOTC-I did not have a sufficiently comprehensive assessment of the effectiveness of the training provided to CTS recruits and, therefore, their capacity to perform the trained tasks in combat.

Recommendation, Management Comments, and Our Response

Recommendation C

Commander, Special Operations Training Command–Iraq, in coordination with Iraqi Counterterrorism Service Academia leadership, develop and incorporate objective and measurable training-evaluation criteria and standards for all tasks trained in Academia programs of instruction.

Special Operations Joint Task Force–Operation Inherent Resolve Comments

Deputy Commanding General, SOJTF-OIR, responding on behalf of SOTC-I, agreed with the recommendation. He stated that SOTC-I has incorporated standardized rubrics within 3 of 16 POIs and will continue to update the remainder in conjunction with the CTS Academia in the coming months.

Our Response

Management’s comments were responsive to the recommendation and we consider the recommendation to be resolved, but remains open. We will close this recommendation when we receive a copy of the CTS Academia POIs that incorporate objective and measurable training-evaluation criteria and standards for all tasks trained in Academia programs of instruction.



Finding D

Iraqi Counterterrorism Service Trainees and Soldiers Do Not Receive Live-fire Training on All Weapon Systems That They Will Use in Combat

Iraqi CTS trainees and soldiers do not receive live-fire training on the AT-4, M-72, and SPG-9³⁰ weapons which they are expected to use in combat.

This lack of live-fire training occurred because SOTC-I and the CTS did not include any training module or live-fire training on those specific weapon systems within any of its POIs.

The lack of training and familiarity with those weapons could produce soldiers who are not able to accurately and effectively employ their weapons. In addition to limiting CTS soldier's combat effectiveness, this may increase the risk of friendly fire casualties and other collateral damage to nearby facilities and equipment, due to the firing characteristics of those weapons.

Discussion

During our fieldwork, a senior Iraqi CTS officer identified a lack of live-fire training on the AT-4, M-72, and SPG-9 weapons for CTS soldiers before combat. The official explained that soldiers often do not fire those weapons until they do so in combat. To determine the validity of the concerns raised, our team reviewed the current Academia curriculum and SOTC-I programs of instruction about those weapon systems. Our review showed that the current curricula and POIs did not include live-fire training exercises for the AT-4, M-72, or SPG-9, nor any other type of training methods (such as dry-fire or simulated firing) for these weapons systems.

³⁰ The AT-4 and M-72 are lightweight disposable man-portable shoulder-fired rockets, and the SPG-9 is a Soviet-era recoilless rifle. While the SPG-9 can be manually transported, because of its weight it is typically mounted to a vehicle via a tripod. The CTS uses those weapons to target insurgents and to detonate improvised explosive devices.

In later interviews with SOTC-I personnel, none of them expressed having recalled any previous conversation with Iraqi CTS leadership in which live-fire training for those weapons was identified as an issue or discussed as a priority operational requirement. Since this training was not identified as a requirement, neither the Academia nor the SOTC-I had developed a training curriculum or procured the resources (weapons, simulators, range facilities, and ammunition types and quantities) necessary to conduct such training. SOTC-I personnel also confirmed that the Academia had restricted range-training opportunities because of competition for access among the multiple Iraq Security Force training populations. This, coupled with inadequate resources, contributed to the lack of live-fire training for CTS recruits on the AT-4, M-72, and SPG-9.



Figure 4. Iraqi Counterterrorism Service live-fire training
Source: Photograph courtesy of the Department of Defense media.

U.S. Training Doctrine

We reviewed applicable U.S. military doctrine and reference publications about the potential risk or negative effect associated with the absence of live-fire training.³¹

Marine Corps Reference Publication 3-0C³² states:

The unique benefit of live-fire training is that it gives Marines a chance to apply the general skills learned in simulators and other types of training in a realistic operational environment.

Live-fire training experiences help to span the gaps between the abstract subject matter learned in the classroom, the physical and mental skills learned in the safe and controlled environment of a simulator, and the stressful and dangerous environments into which Marines will have to deploy their weapons.

Live-fire training represents the best opportunity to prepare Marines to perform well in hostile and dangerous environments.

Army Regulation 350-1³³ says that training on simulators and sub-caliber ranges is encouraged before qualification, but does not replace the requirements for live fire qualification and Army Pamphlet 350-38³⁴ states that a holistic and realistic approach to training that includes live fire is needed to fully prepare soldiers.

Also, Army Technical Manual 3-23.25³⁵ states the following about live-fire training on these weapons:

Sub-caliber training launchers enable soldiers to practice applying the fundamentals of marksmanship but do not fully prepare soldiers for the blast effects of live munitions. Those blast effects can affect a soldier's accuracy, and designated marksmen should become accustomed to those effects so that they can place accurate fire.

Soldier accuracy deteriorates after experiencing the blast effects of the initial round. Firing assessments show that blast anticipation after firing the initial round causes the firer to concentrate more on blast effects than on the target. That can be overcome if soldiers are given opportunities to fire more shoulder-launched munitions and to do so at a greater frequency.

The absence of live-fire training results in a lack of familiarity with weapon characteristics and the distraction from blast effects, which may produce less accuracy when trainees take part in combat operations.

³¹ Although the CTS and its schoolhouse, the Academia, are not subject to U.S. military doctrine, SOTC-I uses U.S. doctrine to develop and standardize the programs of instruction provided to CTS trainees. Therefore we used U.S. doctrine as the primary reference material during our evaluation of U.S. and Coalition train, advise, assist, and equip efforts. Given the ground-combat nature of the counter-ISIS efforts in Iraq, we relied mainly on U.S. Army and U.S. Marine Corps doctrine and training publications as our criteria.

³² MCRP 3-0C, "Operational Training Ranges Required Capabilities," May 29, 2009.

³³ Department of the Army Regulation 350-1, "Army Training and Leader Development," August 19, 2014.

³⁴ Department of the Army Pamphlet 350-38, "Standards in Training Commission," October 6, 2015.

³⁵ FM 3-23.25, "Shoulder-Launched Munitions," September 2010.



Figure 5. AT-4 live-fire training
Source: Photograph courtesy of the U.S. Marine Corps.

When shoulder-launched munitions (such as the AT-4 and M-72) are fired, propellant gases exit from the back of the launcher with tremendous force. The resulting back blast (see Figure 5) can damage equipment or seriously injure personnel who are too close to the rear of the launcher. CTS soldiers unfamiliar with the firing characteristics and dangers associated with shoulder-fired munitions unnecessarily increase the risk of casualties from back blast as well as other collateral damage to nearby facilities and equipment. Although it may not be feasible for every CTS soldier to live-fire those weapons while in training, it would be useful to expose CTS soldiers, even as observers, to limited live-fire exercises. Preferably, however, if a soldier is to be assigned a weapon, he should receive live-fire training on its use.

Conclusion

Based on our review of Academia curriculum, SOTC-I POIs, and U.S. military reference publications, we concluded that the Iraqi CTS soldiers may not be fully prepared to employ the AT-4, M-72, and SPG-9 weapons in combat. That could make them less effective, putting the success of combat engagements at risk. Lack of live-fire training could also increase the risk of friendly casualties from back blast, as well as other collateral damage to nearby facilities and equipment.

Recommendations, Management Comments, and Our Response

Recommendation D.1

Commander, Special Operations Joint Task Force–Operation Inherent Resolve, in coordination with the Iraqi Counterterrorism Service Academia, identify all training requirements to support live-fire of the AT-4, M-72, and SPG-9 weapons by Academia trainees and develop the training programs of instruction to support these requirements.

Special Operations Joint Task Force–Operation Inherent Resolve Comments

Deputy Commanding General, SOJTF-OIR agreed with the recommendation. However, he stated that the CTS Academia's current range facilities at Area IV in Baghdad do not have the Surface Danger Zone adequate enough to allow for live-fire of the AT-4, M-72, and SPG-9 weapon systems. Additionally, he stated that the Academia does not have the ability to transport CTS trainees to other Iraqi bases that have the range facilities necessary to support the firing of these weapons. He also noted that other techniques, such as dry-fire, simulated firing, and weapons manipulation drills are conducted by the CTS Academia as a work-around to hands-on live firing.

Our Response

Management's comments partially addressed the recommendation. CTS soldiers are expected to use the AT-4, M-72, and SPG-9 weapons in combat. However, we did not identify any POI requirements for training on those weapons, either by live-fire or some other training technique. The command reported that live-fire is not feasible and they are using other training techniques to train on these weapons. We request a copy, by May 10, 2017, of the POIs that incorporate objective and measurable training-evaluation criteria and standards that are being used to train CTS soldiers on the proper use of these weapons. This recommendation is unresolved and remains open.

Recommendation D.2

Commander, Combined Joint Special Operations Task Force–Iraq, in coordination with Chief, Office of Security Cooperation–Iraq, other Coalition partners, and Iraqi Counterterrorism Service Academia leadership, develop and implement a resource plan to provide the weapons, ammunition, and range facilities necessary to support programs of instruction for live-fire training on the AT-4, M-72, and SPG-9 weapons by Academia trainees.

Special Operations Joint Task Force–Operation Inherent Resolve Comments

Deputy Commanding General, SOJTF-OIR, responding on behalf of CJSOTF-I, stated that the response to Recommendation D.1 also applies to Recommendation D.2.

Our Response

Since management comments responding to Recommendation D.1 indicated that live-fire training on the AT-4, M-72, and SPG-9 weapons is not a feasible option, there is no requirement to develop and implement a resource plan to provide the weapons, ammunition, and range facilities necessary to support programs of instruction for live-fire training by Academia trainees. Therefore, we consider this recommendation closed.

Findings E and F

Findings E and F are discussed in Appendix C, which is a classified annex of this report.



Appendix A

Scope and Methodology

We initiated this assessment to evaluate DoD's ongoing programs and efforts to enhance the capability of the Iraqi Counterterrorism Service and the Iraqi Special Operations Forces to conduct operations against ISIS.

We conducted this assessment from March 2016 to February 2017 in accordance with the "Quality Standards for Inspections and Evaluations," published in January 2012 by the Council of Inspectors General on Integrity and Efficiency. Those standards require that we plan and perform inspections and evaluations to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings, conclusions, and recommendations. We believe that the evidence obtained was sufficient and appropriate to provide a reasonable basis for our findings, conclusions, and recommendations based on our assessment objectives.

We conducted research and site visits within the U.S. from March to July 2016, and we conducted site visits in Kuwait and Iraq during July 2016.

Scope

We limited our assessment to U.S. and Coalition programs involving the train, advise, assist, and equip efforts to the Iraqi CTS and its subordinate ISOF brigades.

Methodology

To achieve our objectives we reviewed:

- National Defense Authorization Acts,
- Chairman of the Joint Chiefs of Staff guides and manuals,
- DoD joint publications,
- U.S. Service training doctrine and manuals,
- Special Operations Training Command–Iraq programs of instruction,
- Operational reports and after-action assessments,
- DoD equipment records and transfer documents, and
- reports and studies from outside agencies.

We met with representatives from the following organizations:

- U.S. Central Command,
- U.S. Special Operations Command,
- Combined Joint Task Force–Operation Inherent Resolve,
- Special Operations Joint Task Force–Operation Inherent Resolve,
- Office of Security Cooperation–Iraq,
- Combined Joint Special Operations Task Force–Iraq,
- Special Operations Training Command–Iraq,
- Special Operations Task Force–West, and
- Iraqi CTS Headquarters and Academia.

Use of Computer-Processed Data

We did not rely on computer-processed data to support or materially affect any of our findings, conclusions, or recommendations.

Use of Technical Assistance

We did not use technical assistance in conducting this evaluation.

Appendix B

Prior Coverage

During the last 5 years the Government Accountability Office, the Special Inspector General for Iraq Reconstruction, and the DoD Office of Inspector General have issued several oversight reports that are significant within the context of the objective of our assessment.

Unrestricted DoD OIG reports can be accessed at www.dodig.mil.

Unrestricted GAO reports can be accessed at www.gao.gov.

Unrestricted, archived Special Inspector General for Iraq Reconstruction reports can be accessed at www.sigir.mil.

Government Accountability Office

Report No. GAO-16-386, “Counterterrorism: DoD Should Enhance Management of and Reporting on Its Global Train and Equip Program,” April 18, 2016

That report evaluated DoD’s Global Train and Equip program efforts and made two recommendations to DoD about its management and reporting processes to ensure its timely completion of required assessment reporting to Congress.

Report No. GAO-11-760, “Iraq and Afghanistan—Actions Needed to Enhance the Ability of Army Brigades to Support the Advising Mission,” August 2, 2011

That report evaluated and provided recommendations to the U.S Army about the organizing and augmentation of the Brigade Combat Teams conducting advisor missions in Iraq and Afghanistan.

Special Inspector General for Iraq Reconstruction

Report No. SIGIR-11-004, “Iraqi Security Forces: Special Operations Force Program is Achieving Goals, but Iraqi Support Remains Critical to Success,” October 25, 2010

That report found the ISOF to be capable of executing independent operations, that it had a mutually supportive relationship with USSOF, and that its training doctrine and organization were sound. It also identified two areas of concern: First, the extra-constitutional movement of the ISOF from the Ministry of Defense to the Office of the Prime Minister raises concerns about how the force will be used in the future. Second, uncertain GoI support as evidenced by the lack of a dedicated budget, poor logistic and recruiting support, and the irregular payment of specialty pay create concerns about the GoI’s commitment to sustain the force.

Department of Defense Office of Inspector General

Report No. DODIG-2017-033, "Assessment of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip the Kurdish Security Forces in Iraq," December 16, 2016

This report identified issues in the logistic and supply chains that support the equipping of the Kurdish Security Forces.

Report No. DODIG-2016-134, "The Army Did Not Implement Effective Controls to Maintain Visibility and Accountability of Iraq Train and Equip Fund Equipment (FOUO)," September 14, 2016

That report evaluated whether the U.S. Army had effective controls for processing and transferring ITEF equipment to the Government of Iraq.

Report No. DODIG-2016-055, "U.S. and Coalition Efforts to Train, Advise, Assist, and equip Iraqi Sunni Popular Mobilization Forces (Classified)," February, 29, 2016

That report evaluated the extent to which U.S. and Coalition Force efforts to train, advise, assist, and equip Tribal Resistance Forces have enabled their combat effectiveness and successful integration into the Iraqi National Security Forces.

Report No. 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

That report evaluated the effectiveness of DoD and U.S. Central Command and Coalition plans, operations, and resources to train, advise, and assist the Iraqi Army to initiate and sustain combat operations to defeat ISIS.

Report No. 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

That report identified systemic challenges and problem areas, with related lessons learned, in the U.S. and Coalition efforts to develop partner-nation security forces to include training and equipping of partner-nation security forces and advisory assistance in support of partner-nation security forces and ministries.

Report No. DODIG-2012-063, "Assessment of the DoD Establishment of the Office of Security Cooperation," March 16, 2012

That report found that the establishment of the OSC-I was on track to meet its full operational capability. It also reported that the DoD conducted security-cooperation activities without proper planning, did not communicate OSC-I's future role with key stakeholders, and did not establish standard operating procedures for the OSC-I to adequately manage its major functions with respect to the U.S. Mission to Iraq.

Report No. DODIG-2011-001, "Assessment of U.S. Government Efforts to Develop the Logistics Sustainment Capability of the Iraq Security Forces," November 17, 2010

That was the third in a series of reports on the development of logistics capability within the Iraqi Security Forces. The report found that the U.S. forces had made significant progress in developing the logistics-sustainment capability of the ISF when compared with their assessments of similar focus in 2007 and 2008.

Appendix C

Findings E and F (classified)

Management Comments

Special Operations Joint Task Force–Operation Inherent Resolve



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

SOJTF-OIR DCG

12 MARCH 2017

MEMORANDUM THRU United States Central Command-Inspector General (CC-IG),
MacDill AFB, FL 33621-5101

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

SUBJECT: Draft Report Command Response to DoD Inspector General Report No. DoDIG-2016-DOOSP0-01 11.000, Assessment of U.S. and Coalition Plans/Efforts to Train, Advise, Assist, and Equip the Iraqi Counterterrorism Service and the Iraqi Special Forces, 17 February 2017.

1. Reference. (U//~~FOUO~~) DoD Inspector General Report No. DoDIG-2016-DOOSP0-0111.000, "Assessment of U.S. and Coalition Plans/Efforts to Train, Advise, Assist, and Equip the Iraqi Counterterrorism Service and the Iraqi Special Forces."
2. (U) Purpose. Provide the command response to DoDIG recommendations B, C, D.1., D.2., E of the subject report (above reference). The architecture of the memorandum includes DoDIG recommendations followed by the command response for each recommendation.
3. (U//~~FOUO~~) Recommendation B.
 - a. (U) Commander, Combined Joint Special Operations Task Force -Iraq (CJSOTF-1), in coordination with Chief, Office of Security Cooperation – Iraq (OSC-1), advise and assist the Commander, Iraqi Counterterrorism Service (CTS), to develop a plan establishing release authority for Counterterrorism Service equipment and supplies in warehouses that are specifically required to improve the logistic support necessary for Counterterrorism Service training.
 - b. (U) Command response. CONCUR.
 - c. (U) Discussion. A plan to establish release authority has been established. This plan is a more organized system has been put in place to allow for cataloguing and accurate inventory. This "system" is an ongoing collaboration between the Iraqi warehouse, middle factory, our contracted FMS team and our ODAs. Largely, the ODA supervise the cataloguing and accountability piece while the Iraqis continue to work towards an accountability system through excel spreadsheets. The real emphasis at this time is to

UNCLASSIFIED//~~FOUO~~

Special Operations Joint Task Force–Operation Inherent Resolve (cont'd)

UNCLASSIFIED//~~FOUO~~

IRCS

SUBJECT: Draft Report Command Response to DoD Inspector General Report No. DoDIG-2016-DOOSPO-0111.000, Assessment of U.S. and Coalition Plans/Efforts to Train, Advise, Assist, and Equip the Iraqi Counterterrorism Service and the Iraqi Special Forces, 17 February 2017.

continue the cataloguing and supply requests using a consolidated excel spreadsheet that can be manipulated by multiple parties. CTS are having a lot of difficulty keeping the supply requests and inventories in excel files.

4. (U//~~FOUO~~) Recommendation C.

a. (U) Commander, SOTC-1 in coordination with Iraqi CTS Academia leadership, develop and incorporate objective and measurable evaluation criteria and training standards for all tasks trained in Academia programs of instruction (POI).

b. (U) Command Response. CONCUR.

c. (U) Discussion. POIs have been created to ensure standardized training. SOTC-1 in partnership with OSC-1 validates all POIs before seeking Academia validation and implementation. At this time SOTC-1 has incorporated standardized rubrics within 3 of the 16 reviewed POIs and will continue to update the remainder in conjunction with Academia in the coming months.

5. (U//~~FOUO~~) Recommendation D.

a. (U) D1. Commander, SOJTF-OIR-1, in coordination with the Iraqi CTS Academia, identifies all training requirements to support live fire of the AT-4, M-72, and SPG-9 weapons by Academia trainees, and develop the training programs of instruction to support these requirements.

b. (U) Command Response. CONCUR

c. (U) Discussion. This response is multi-faceted:

1). CTS Academia is located within the boundaries of the greater Baghdad International Airport (BIAP) in an area known as Area IV. The range facilities in Area IV do not have the Surface Danger Zone (SDZ) adequate enough to utilize these weapon systems.

2). CTS Academia does not have the ability to transport students (classes sizes range between 450 -500 trainees) to other Iraqi bases that have the ability to support the firing of these weapons. The nearest facility that can accommodate these weapon systems is the Besmaya Training Facility east of Baghdad.

3). The current priority for the Iraqi Army is the liberation of Mosul. CTS units are the vanguard for this effort. All equipment purchased through the Iraqi Training & Equipping Fund

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Special Operations Joint Task Force–Operation Inherent Resolve (cont'd)

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SUBJECT: Draft Report Command Response to DoD Inspector General Report No. DoDIG-2016-DOOSP0-0111.000, Assessment of U.S. and Coalition Plans/Efforts to Train, Advise, Assist, and Equip the Iraqi Counterterrorism Service and the Iraqi Special Forces, 17 February 2017.

(ITEF) Program is used to bolster and refit CTS units on the battlefield; therefore, there are not enough "live" systems to be allocated for CTS Academia.

4). Of note, it is also not uncommon for U.S. trainees not to be able to conduct live fire on weapons they will utilize in combat. In cases where live fire is not possible, other techniques such as: dry fire, simulated firing, and weapons manipulation drills are conducted. This constant practice and repetition is designed to build a "muscle memory" in the proper handling and employment of the weapons. This true and tried method of instruction is also conducted by CTS Academia as a work-around to hands-on live firing.

d. (U) D2. Commander, CJSOTF-OIR-1, in coordination with the Chief, OSC-1, other Coalition partners, and Iraqi CTS Academia leadership develop and implement a resource plan to provide the weapons, ammunition, and range facilities necessary to support to programs of instruction for live-fire training in the AT-4, M-72, and SPG-9 weapons by Academia trainees

e. (U) Command Response. CONCUR

f. (U) Discussion. The discussion from D1 also applies to this response. Specifically, the use of other training techniques such as dry fire, simulated firing and weapons manipulation drills that will help the trainees become more familiar with the systems.

6. (U//~~FOUO~~) Recommendation E.

a. (U) Commander, SOJTF-OIR-1, in coordination OSC-1 and Commander, Iraqi CTS, develop a plan for improving the refit process for the Iraqi CTS.

b. (U) Command Response. CONCUR.

c. (U) Discussion. Currently, we are effectively partnered with CTS in the field and are able to receive their plans for refit training and are able to deconflict resources and facilities as required. The refit process is not the problem, communication between CTS HQ and CTS Academia was the issue. Many times CTS Academia would not know which unit and how many soldiers would be available for refit until they actually arrived at Area IV. Due to the limited facilities in Area IV, the competition between unit refit training and individual formal school training often lead to cancelled or postponed training.

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Special Operations Joint Task Force–Operation Inherent Resolve (cont'd)

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7. (U) The point of contact for this memorandum is [REDACTED] SOJTF-OIR (Iraq) Deputy Chief of Plans, [REDACTED]



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BRIGADIER, GBR
Deputy Commanding General

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Acronyms and Abbreviations

1st TSC	1st Theater Sustainment Command, U.S. Army Central
CJCS	Chairman of the Joint Chiefs of Staff
CJSOTF-I	Combined Joint Special Operations Task Force–Iraq
CJTF-OIR	Combined Joint Task Force–Operation Inherent Resolve
CTS	Iraqi Counterterrorism Service
FLE	Forward Logistics Element
GoI	Government of Iraq
IA	Iraqi Army
ICTF	Iraqi Counterterrorism Force
ISF	Iraqi Security Forces
ISIS	Islamic State of Iraq and Syria
ISOF	Iraqi Special Operations Forces
ITEF	Iraq Train and Equip Fund
NDAA	National Defense Authorization Act
OSC-I	Office of Security Cooperation–Iraq
POI	Program of Instruction
SOJTF-OIR	Special Operations Joint Task Force–Operation Inherent Resolve
SOTC-I	Special Operations Training Command–Iraq
USCENTCOM	U.S. Central Command



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