

Contracting for the Iraqi Security Forces

Testimony by  
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Chairman Meehan, Representative Akin, and other distinguished Members of the Committee, thank you for the opportunity to discuss the Department of State's efforts to assist the Coalition and the Government of Iraq in developing capable civilian security forces that serve the people of Iraq, respect human rights, and operate in accordance with the rule of law. It is also my pleasure to review the steps my Bureau has taken to improve contract management and oversight of these efforts.

Creating an effective police force in Iraq is a difficult task under any circumstance given the size of the country and scope of the mission. The broader security challenges, including the involvement of international terrorist networks like al Qaida, the rise of ethnic militias and insurgent groups, and inter- and intra-ethnic conflict have made this difficult task even harder. The tragic deaths of 17 American police advisors and many other security personnel are testament to the challenges and risks we face.

In spite of this, U.S. Central Command's (CENTCOM) Civilian Police Assistance Training Team (CPATT) has – with assistance from the Department of State, Justice, Homeland Security, other agencies and international partners – trained more than 135,000 Iraqi Police Service personnel, more than 24,000 National Police Service personnel, and more than 28,000 border guards responsible for 17 border crossings and ports of entry. CPATT has also trained smaller numbers of Iraqi criminal investigators, intelligence professionals, and dignitary protection personnel. CPATT has met and exceeded all of its basic training goals, but more must be done. Specifically, the Coalition and the Government of Iraq must continue to develop the skills, integrity, and credibility of these forces. This will be a long process, as peacekeeping missions in the Balkans and elsewhere have demonstrated that building a competent and responsible police organization is a complex process that can take a decade or more.

## **Organization and Responsibilities**

The Department of State drew upon its previous experience with peacekeeping operations in Haiti, Bosnia, and Kosovo to support the Coalition Provisional Authority's and the Multi-National Security Transition Command-Iraq's (MNSTC-I) efforts to reconstruct Iraq's police and civilian security institutions. To respond to the dynamic situation on the ground in Iraq, we used contractors to provide expertise and logistical support to establish and conduct large and complex programs in difficult,

hazardous environments. We also employed the help of other U.S. agencies, especially the law enforcement, advisory, and training entities of the Department of Justice. Two offices within the Department of Justice's Criminal Division, the International Criminal Investigative Training Assistance Program (ICITAP) and the Overseas Prosecutorial Development and Training (OPDAT), play key roles in implementing U.S. foreign policy in Iraq.

Due to the security situation, the sheer scale of the task, and in order to ensure unity of effort, the President issued National Security Presidential Directive 36 (NSPD 36) on May 11, 2004. This Directive assigned the mission of organizing, training, mentoring, and equipping Iraq's security forces, including police, to CENTCOM. CENTCOM established MNSTC-I to manage this effort and created CPATT to train and equip Iraqi police and other civilian security forces.

Since CPATT assumed responsibility, the Department of Defense has transferred \$1.5 billion to the Department of State's Bureau for International Narcotics and Law Enforcement Affairs (INL) to provide a range of support, including:

- 690 International Police Liaison Officers (IPLOs), for which we have contracted with DynCorp International. IPLOs perform primarily assessment, training, and mentoring functions in the field along side Coalition military counterparts.
- 192 International Police Trainers (IPTs), for which the Department of Justice's ICITAP, funded through an interagency agreement with INL, has contracted with Military Professional Resources Inc. (MPRI). These trainers are primarily providing assistance to Iraq's police training academies.
- 143 Border Enforcement Advisors, 20 of which are provided by ICITAP through its MPRI contract and funded through an interagency agreement with INL, and 123 of which are provided through an INL task order with DynCorp.
- Support for the above personnel inside Iraq, including equipment and body armor, housing, construction of forward operating bases

and camps, meals, transportation, security, and IT and medical support all provided through a contract with DynCorp.

- Operation and maintenance of the Jordan International Police Training Center (JIPTC), a facility created with help from our international partners and designed for basic training to large numbers of Iraqi police recruits. INL has utilized a bilateral agreement with the Government of Jordan; personal service providers and other contracts for management personnel; contracts with DynCorp International, Civilian Police International (CPI), Selrico, and al-Wasita to operate JIPTC; and an interagency agreement with the Department of Justice's ICITAP to provide trainers. Since opening in November 2003, JIPTC has graduated more than 54,000 Iraqi police, over 50,000 of which were new recruits who completed an 8-week basic training course. At the Government of Iraq and CPATT's request, the basic training program at JIPTC ended in February 2007 and has shifted entirely to police academies within Iraq.

INL has also utilized several interagency agreements with the Departments of Justice, Treasury, Homeland Security and their law enforcement branches – including with the Federal Bureau of Investigations, the U.S Drug Enforcement Administration, the Bureau of Alcohol Tobacco and Firearms, U.S. Marshals, and other agencies which provide specialized training to Iraqi forces.

### **Contract Management and Oversight**

CPATT and MNSTC-I continue to set the overall requirements for the civilian security development mission in Iraq and the Multi-National Forces-Iraq exercises operational control over the IPLOs and IPTs that INL supplies to the mission. However, the Department of State is responsible for managing and overseeing our contracts with service providers and for monitoring our agreements with interagency partners.

We have cooperated closely with the Special Inspector General for Iraq Reconstruction, the State Department Inspector General's Office, and the Government Accountability Office (GAO), as well as undertaken our own assessments, asset verifications, and audits to identify problems and weaknesses in funding and contract oversight, performance evaluation and

management. Numerous measures to improve our management and oversight capacities have already been undertaken and we are constantly exploring ways to be more effective.

The urgency and scale of requirements in Iraq has often outstripped our staffing and oversight capabilities both domestically and in the field, particularly in the early stages. Security challenges have also impeded the ability of our staff to travel throughout Iraq. Recognizing that our staffing had not kept pace with the three-fold increase in assistance being implemented by INL – from \$956 million in FY2002 to nearly \$3 billion in FY2007 – we have added 64 permanent positions to perform program, financial, and contract management functions. To support our Iraq program specifically, we recently obtained approval to increase permanent INL staffing at Embassy Baghdad from four to twenty people – nineteen of whom will be directly involved in either contract or program management and oversight (four are Contract Officer Representatives). Due to security risks and the need to minimize staffing at Embassy Baghdad, we established the bulk of our contract management support division domestically for INL programs in Iraq and Jordan – as well as for Afghanistan – which consists of 15 personnel. We are also expanding our Washington-based Iraq program staff.

We have strengthened internal controls as well, such as inventory oversight and regular performance reporting on property management. Statements of work have been improved to make them more detailed and to provide specific contractor requirements and performance standards; and we have made several improvements to internal controls for validating and approving payments with contractors generally. We are in the process of establishing complete invoice files and are actively reconciling all past payments made since the inception of our contracts in Iraq and Jordan, as well as Afghanistan. This is an intensive process which includes the review of an estimated 2 million pages of supporting documentation covering roughly \$2.5 billion in contracts and will require approximately 10 full-time staff members an estimated three years to complete. INL is making every effort to recover any overpayments or payments inconsistent with contract terms and conditions.

The Department of State is committed to promoting competition among contractors to ensure that the American taxpayer gets the best value possible for their money. Last year, we competed our support contract for

JIPTC and we just finished competition of a task order for 123 border advisors for Iraq. The process of competing our task order for most of the personnel and related support provided through INL in Iraq is expected to be finished this summer. Our existing competitively awarded contracts with DynCorp International, Civilian Police International (CPI), and Pacific Architects and Engineers (PA&E) each have ceilings of approximately \$20 billion over their five year terms. They will expire in early 2009 and the Department of State has begun work to initiate a new competition.

### **The Way Forward**

The Department of State and INL are proud contributors to the U.S. Government's efforts with the Government of Iraq and international partners to build civilian security institutions in Iraq. We are grateful for the dedicated service of thousands of police from all over the United States, who work daily in harsh and dangerous conditions to help make Iraq a safer, more stable country. The sacrifices they and their families make are honorable and praiseworthy – particularly those who have paid the ultimate price for their service.

INL relies on contractors to implement critical assistance efforts in Iraq and other crisis zones, but we recognize that it is our duty to ensure that these sizeable contracts are closely monitored, as American lives and tax dollars are at stake. We have made significant progress in recent months, but this effort will require constant improvement and vigilance.