

Inspector General

United States
Department of Defense



Joint Follow-On Evaluation of the Equipment Status of
Operation Iraqi Freedom Forces

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Acronyms and Abbreviations

FOB	Forward Operating Base
MNF-I	Multi-National Forces – Iraq
MTOE	Modified Table of Organization and Equipment
OIF	Operation Iraqi Freedom
ONS	Operational Needs Statement
TOE	Table of Organization and Equipment
TPE	Theater-Provided Equipment



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
ARLINGTON, VIRGINIA 22202-4704

September 25, 2008

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION,
TECHNOLOGY, AND LOGISTICS
UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND
READINESS
COMMANDER, U.S. CENTRAL COMMAND
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Joint Follow-On Evaluation of the Equipment Status of Operation Iraqi Freedom
Forces (Report No. D-2008-133)

We are providing this report for information and use. No written response to this report was required, and none was received. Therefore, we are publishing this report in final form.

We appreciate the courtesies extended to the staff. Please direct questions to Mr. Timothy E. Moore at (703) 604-9068 (DSN 664-9068) or Ms. Andrea L. Hill at (703) 604-9183 (DSN 664-9183). The team members are listed inside the back cover.

A handwritten signature in cursive script, reading "Donald A. Bloomer", is positioned above the typed name.

Donald A. Bloomer
Deputy Director
Joint and Overseas Operations



Results in Brief: Joint Follow-On Evaluation of the Equipment Status of Operation Iraqi Freedom Forces

What We Did

The overall objective was to determine whether forces deployed to Iraq in support of Operation Iraqi Freedom had the equipment to conduct their missions. Specifically, we evaluated whether the units fulfilling combat missions had the proper equipment in accordance with mission requirements. This evaluation was conducted in conjunction with the Multi-National Force – Iraq Inspector General.

What We Found

We conducted this evaluation from December 2007 through August 2008 in two parts. Part one was collecting data through an on-line survey to be completed by logistical personnel who would have direct knowledge of the unit's equipment readiness. Part two was conducting sensing sessions, or group interviews, with combat battalions, aviation squadrons, and either combat support or combat service support battalions.

We found that units deploying to Iraq generally had the required equipment to conduct their missions. Units deployed with the equipment listed on their Modified Table of Organization and Equipment, and they assumed possession of the appropriate theater-provided equipment to accomplish their missions. Because of this, we are not making any recommendations in this report.

Client Comments

We provided a draft of this report on August 22, 2008. No written response to this report was required, and none was received. Therefore, we are publishing this report in final form.



Soldiers Conducting Military Operations in Iraq

Photo Courtesy of MNF-I

Table of Contents

Results in Brief	i
Introduction	1
Objective	1
Background	1
Finding. Status of Equipment	2
Appendices	
A. Scope and Methodology	7
Prior Coverage	8
B. Multi-National Force – Iraq Directive	9
C. Equipment Status Questionnaire	10

Introduction

Objective

The objective was to determine whether forces deployed to Iraq in support of Operation Iraqi Freedom (OIF) had the equipment to conduct their missions. Specifically, we evaluated whether the units fulfilling combat missions had the proper equipment in accordance with mission requirements. See Appendix A for a discussion of the evaluation scope and methodology and prior coverage related to the evaluation objective.

Background

This joint evaluation follows on an earlier DoDIG report to assess whether forces deploying to Iraq in support of OIF were equipped in accordance with mission requirements and were receiving adequate sustainment.

In December 2007, the Multi-National Force-Iraq (MNF-I) Chief of Staff issued a memorandum that directed the MNF-I Inspector General to conduct a follow-on evaluation, in conjunction with the DoD Office of Inspector General, on the equipment status of forces deployed in the MNF-I area of operation (see Appendix B). The Chief of Staff directed that the evaluation focus on determining whether forces deployed to Iraq in support of OIF had the necessary equipment to accomplish their mission. Further, the focus was primarily on ground and air combat units and the adequacy of the pre-positioned equipment and the sustainability of combat support and service support units.

Multi-National Force – Iraq

MNF-I leads U.S. and Coalition personnel from 26 countries who are working with the Iraqi government to develop critical security and governance capabilities.

In partnership with the Iraqi government, MNF-I conducts full-spectrum counter-insurgency operations to isolate and neutralize former regime extremists and foreign terrorists. In addition, MNF-I organizes, trains, and equips Iraqi security forces to create a security environment that will permit the fulfillment of the U.N. Security Council Resolution 1546 process on schedule. Resolution 1546 is a comprehensive resolution on Iraq, which endorsed the establishment of the interim government and the holding of democratic elections and determined the status of the multi-national force and its relationship with the Iraqi government as well as the role of the United Nations in the political transition.

Finding. Status of Equipment

Operation Iraqi Freedom Forces generally had the necessary equipment to conduct their missions. Units deployed with the equipment listed on their Modified Table of Organization and Equipment (MTOE) and assumed possession of theater-provided equipment (TPE) that was appropriate for their mission.

Equipment Background

Army Equipment

A Table of Organization and Equipment (TOE) sets the mission, organizational structure, personnel, and most of the equipment requirements for a military unit. A TOE is the basic guide for developing units. The commander of a major Army command may modify the standard TOE for the units under his command, resulting in an MTOE. This is an authorization document that prescribes the modifications to the basic TOE. It provides specific units or groups with the necessary flexibility to adapt to changing missions, capabilities, organization, personnel, and equipment. The MTOE authorizes the reorganization of a specific unit to meet the requirements of the command to which the unit is assigned. An MTOE published by the Department of the Army is the official authorization document for the military units and is the authority for the property on hand in the organization. Military planners expect a military unit to deploy with, at a minimum, the equipment listed in its TOE.

Theater Provided Equipment

TPE is equipment that was originally deployed with units and was left in-theater for follow-on forces or was purchased and remains in-theater for issue to units as they enter the theater. At the start of OIF, the Army created the TPE concept to conserve transportation resources and expedite unit deployments into theater. TPE is permanent theater equipment that has been identified, collected, and positioned forward to offset equipment deployment requirements, fill shortages, fill the Army-approved Operational Needs Statement (ONS) or to fill Mission Essential Equipment Lists validated by the Coalition Forces Land Component Command¹. If equipment is designated as TPE, it remains in-theater for the subsequent OIF rotation of multiple commands.

Evaluation Approach

We conducted this evaluation, in conjunction with the MNF-I Inspector General, in two phases. In phase one, the units completed an on-line survey jointly developed by DoD IG and MNF-I Inspector General, "Status of Equipment Questionnaire," for data collection. We provided this survey to brigade combat teams for further dissemination to subordinate units for completion. We requested that logistical personnel having direct knowledge of the unit's equipment readiness status, shortages, and the condition of the equipment

¹Coalition Forces Land Component Command is a multinational land force that on order conducts land operations across the U.S. Central Command area of responsibility.

complete the on-line survey. We also requested that personnel completing the survey include not only combat units, but also combat support and combat service support units.

During phase two of the evaluation, in conjunction with MNF-I Inspector General, we used an information-gathering technique and conducted sensing sessions, which are group interviews. We requested interviews or sensing sessions with logistics personnel. We conducted 27 sensing sessions with company- and battalion-level personnel from combat battalions, aviation squadrons, and combat service support battalions.

Equipment Requirements

Predeployment Site Survey

OIF Forces generally had the necessary equipment to conduct their missions. This was accomplished with the aid of the predeployment site survey. The incoming commanders and their staff generally conducted a predeployment site survey approximately 90 days before deployment. The incoming commander and staff would meet with the unit they were replacing to further determine the mission they would sustain. Additionally, depending on the mission, the incoming commanders would assess what equipment they needed to bring and what equipment would be provided in-theater. Several units, for example the Marine Corps 1-7 Infantry Battalion at forward operating base (FOB) Al Asad, and the 307th Brigade Support Battalion at FOB Adder, conducted predeployment site surveys to ensure they had the necessary equipment to conduct their missions.

On-line Survey

To determine if units had the equipment necessary to conduct their missions, logistics personnel having direct knowledge of the unit's equipment readiness status, shortages, and the condition of the equipment completed an on-line survey. See Appendix C for the "Status of Equipment Questionnaire."

We received 740 responses to the survey from 87 battalion- and squadron-sized units. We sorted the responses to determine which units had equipment shortages. An analysis of the data determined that none of them reported having critical equipment shortages. We then used the data collected from the survey during the sensing sessions to validate the reliability of the survey.

Table 1. Survey Responses by Rank

<u>Rank</u>	<u>Number of Personnel</u>
Civilian	2
Enlisted	278
Warrant Officers	46
Officers	414
Total	740

Sensing Sessions

To further determine if units had the equipment necessary to conduct their missions, we conducted 27 sensing sessions with 16 Army and Marine Corps units that included both battalion- and company-level personnel. These personnel included Army executive officers, company commanders, platoon sergeants, and supply sergeants. Personnel from the Marine Corps included commanders, executive officers, supply officers, logistics officers, an operations officer, an aviation supply officer, an aircraft maintenance officer, an armory chief, company commanders, company executive officers, a platoon commander, an ordnance chief, maintenance chiefs, an operations chief, a flight line chief, and a flight surgeon.

Table 2. Participation in Sensing Sessions by Rank

<u>Rank</u>	<u>Personnel</u>
Enlisted	108
Warrant Officers	27
Officers	102
Not Provided	<u>9</u>
Total	246

During these sensing sessions, we asked a series of questions regarding unit equipment. Specifically, we asked whether the unit had the proper quantities and quality of weapons, body protection, communication gear, vehicles, and maintenance and replacement parts necessary to accomplish their mission. According to their responses, personnel did not identify any mission-critical shortages of equipment.

Additionally, during the sensing sessions with battalion-level units, we asked personnel if they deployed with the equipment on their MTOE and if the TPE was sufficient to meet their mission requirements. Of the 16 units:

- 12 deployed with the equipment on their MTOE and assumed possession of TPE that sufficiently met their mission requirements. For example, the 307th Brigade Support Battalion, located at FOB Adder, had a mission to perform distribution, maintenance, combat health support, and command and control. The battalion deployed with 271 weapons² from the MTOE and assumed possession of 25 additional weapons from the TPE.
- Three units did not specify during the sensing sessions that they deployed with the equipment on their MTOE or that TPE was sufficient. However, those battalion-level personnel stated that they had the necessary equipment to conduct their missions.

²The 307th Brigade Support Battalion includes seven companies. The number of weapons was for four companies: Headquarters and Headquarters Company, Distribution Company (Alpha Company), Field Maintenance Company (Bravo Company), and the Medical Company (Charlie Company).

- One unit, the 104th Military Police Battalion, had the necessary equipment to conduct its mission at the time of our visit; however, it did not assume possession of TPE nonlethal weapons.

According to personnel, the 104th Military Police Battalion, deployed to FOB Bucca, are tasked with the housing and transfer of detainees as FOB Bucca is the primary detainee facility in Iraq. The nonlethal weapons shortage was corrected through the ONS process³, and the equipment provided to the battalion will become TPE and be passed on to the next battalion.

Summary

We conducted this joint evaluation with MNF-I Inspector General, who was directed by the MNF-I Chief of Staff to follow up on our DoD IG Report No. D-2007-049, “Equipment Status of Deployed Forces Within the U.S. Central Command,” January 25, 2007, report on the status of equipment provided to forces deployed to Iraq in support of OIF. We found between December 2007 and April 2008 that units deployed with the equipment on their MTOE and assumed possession of the appropriate TPE to conduct their missions. Therefore, we are not making any recommendations in this report.

³The ONS process is used to document the urgent need for a materiel solution to correct a deficiency or to improve a capability that impacts upon mission accomplishment.

Appendix A. Scope and Methodology

We conducted this follow-on evaluation from December 2007 through August 2008 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the evaluation to obtain sufficient, appropriate evidence to provide a reasonable basis for our finding and conclusion based on our evaluation objective. We believe that the evidence obtained provides a reasonable basis for our finding and conclusion based on our evaluation objective.

We reviewed data collected electronically through Microsoft SharePoint software to obtain a general understanding of the equipment status before our site visits and sensing sessions. The survey resulted in 740 individual responses from logistics personnel in 87 battalion- and squadron-sized units. We collected, analyzed, and reviewed a combination of testimony and documentation.

Between January and March 2008, we met with and conducted sensing sessions with battalion- and company-level personnel to determine whether forces deployed to Iraq in support of Operation Iraqi Freedom have the equipment to conduct their missions. The personnel were from the following:

- U.S. Army 104th Military Police Battalion,
- 384th Military Police Battalion,
- 391st Military Police Battalion,
- 705th Military Police Battalion,
- 203rd Brigade Support Battalion,
- 626th Brigade Support Battalion,
- 3-6 Field Artillery Battalion,
- 4-10 Cavalry Battalion,
- 769th Engineering Battalion,
- 307th Brigade Support Battalion,
- Air Regiment 5-158,
- Task Force 106,
- U.S. Marine Corps 1-7 Infantry Battalion,
- 323rd Infantry Battalion,
- Marine Heavy Helicopter Squadron 361st, and
- Marine Aviation Logistics Squadron 16.

Use of Computer-Processed Data

We did not extensively use computer-processed data to perform this evaluation. To provide a basic understanding of the equipment status across the theater, we requested that battalions provide feedback via an electronic survey conducted with Microsoft SharePoint software. The survey resulted in 740 individual responses from 87 battalion- and squadron-sized units. We did not assess the reliability of the computer-processed data. However, we conducted sensing sessions and gathered data from several of those same units that participated in the on-line status of equipment survey and determined that the computer-processed data were reliable.

Use of Technical Assistance

We received technical assistance with the Microsoft SharePoint software from the Multi-National Forces-Iraq Computer Information Systems Camp Victory FORCE SharePoint Administrator to perform this follow-on evaluation.

Prior Coverage

During the last 5 years, the Department of Defense Inspector General (DoD IG) has issued two reports discussing whether forces deployed to Iraq in support of Operation Iraqi Freedom have the equipment to conduct their missions. Unrestricted DoD IG reports can be accessed at <http://www.dodig.mil/audit/reports>.

DoD IG

DoD IG Report No. D-2007-049, "Equipment Status of Deployed Forces Within the U.S. Central Command," January 25, 2007.

DoD IG Report No. D-2007-010, "The Army Small Arms Program That Relates to Availability, Maintainability, and Reliability of Small Arms Support for the Warfighter," November 2, 2006.

Appendix B. Multi - National Force – Iraq Evaluation Directive



REPLY TO
ATTENTION OF

HEADQUARTERS
MULTI-NATIONAL FORCE – IRAQ
BAGHDAD, IRAQ
APO AE 09342-1400

MNF-I COS

26 December 2007

MEMORANDUM FOR INSPECTOR GENERAL, MULTI-NATIONAL FORCE - IRAQ

SUBJECT: Directive to Evaluate the Equipment Status of Forces Deployed in Support of OPERATION IRAQ FREEDOM.

1. You are directed to conduct a Joint-Evaluation of Equipment Status of Forces Deployed in the MNF-I AO in conjunction with DoDIG, to determine whether units in direct support of OIF, were equipped in-accordance-with their mission requirements and are receiving adequate sustainment; looking specifically into combat units having the necessary equipment to accomplish their missions.
2. Your evaluation will focus on the following objectives:
 - a. Determine whether forces deployed to Iraq, in support of OPERATION IRAQ FREEDOM, have the necessary equipment to accomplish their missions, in accordance with mission requirements.
 - b. Primarily focus on both ground and air combat units and include the adequacy of pre-position equipment and the sustainability of combat support and service support units.
3. You are authorized to request support from the MNF-I Staff and subordinate headquarters to accomplish this evaluation.
4. You are authorized unlimited access to MNF-I activities, organizations, and information sources to prepare and conduct this evaluation.

FOR THE COMMANDER:

J. M. Paxton, JR.
Maj Gen, USMC
Chief of Staff

Appendix C. On-Line Equipment Status Questionnaire



Multi National FORCE Iraq



Special Staff

Inspector General
Equipment Status Questionnaire : [New Item](#)

Save and Close | [Go Back to Survey](#)

1. What is your service?

2. What is your Rank? *

3. What Division and BCT/RCT are you attached to?
If other, please specify MND-Central, MND-North, MNF-W etc. *

Specify your own value:

4. What Battalion/Squadron (or other equivalent size unit) are you attached to within your BCT (RCT)? *

5. What was your Deployment Arrival Date? *

Enter date in M/D/YYYY format.

6. What guidance/policy did you follow when preparing to deploy?

- Lessons Learned
- DoD Regulation
- CRC
- Specify your own value:

7. Check the lists of equipment you used when preparing to deploy?

- Mission Essential Equipment List (MEEL)
- Modified Table of Organization and Equipment (MTOE)
- MTOE plus formula
- Unit Deployment List
- Other

Other:

8. What process did your unit use to deploy mission essential equipment to your unit prior to or after deployment?

- MEEL via Equipment Common Operating Picture (ECOP)
- MTOE plus formula via ECOP
- Other Process (Explain)
- Specify your own value:

9. Was everything that was required for your mission, on the pre-deployment list (If No, briefly explain)?

- Yes
- No (Explain)
- Specify your own value:

10. Were there any shortages in equipment (Vehicles, Weapons, Organizational Equipment, Personal Equipment)? If yes, please briefly specify equipment shortage.

- Yes (Explain)
- No
- Specify your own value:

11. Did your unit submit any Operational Needs Statements (ONS) prior to deployment?

- Yes
- No
- N/A

12. Did you submit an Operational Needs Statements (ONS) after deploying?

- Yes
- No

13. Did you have any information from the unit you were replacing about equipment they were leaving behind?

- Yes
- No

14. What was the condition of the equipment you were left with?

- Brand new
- Used but well maintained
- Used but poorly maintained
- Used Approaching end of useful life
- Not maintained and poor condition
- Not usable

15. Have you provided feedback on the process and equipment needed to complete your mission?

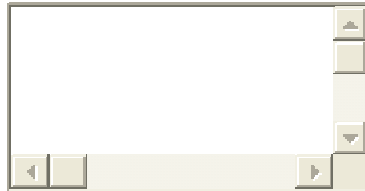
- Yes (Explain)
- No
- Specify your own value:

16. Have any missions been cancelled or delayed due to not having proper equipment?

Yes

No

17. Please remember to scroll to the top of the page, and choose "Save and Close" to save and submit this survey. Furthermore, do you have any remarks you wish to include about equipment status? These can be explanations to any questions above, any specific recommendations or requirements you may have or general observations you wish to include with this survey.



* indicates a required field

Team Members

The Department of Defense Office of the Deputy Inspector General for Auditing, Joint and Overseas Operations prepared this report. Personnel of the Department of Defense Office of Inspector General who contributed to the report are listed below.

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Inspector General Department of Defense

