

# OVERSEAS CONTINGENCY OPERATIONS

## *Iraq Resource Summary*

(\$ in thousands)

Appropriations (1)	FY 2010 Actual	FY 2011 CR	FY 2012 Request
<b>Administration of Foreign Affairs</b>			
<b>State Programs</b>	1,726,558	1,052,846	3,229,455
Diplomatic & Consular Programs Ongoing Operations	1,726,558	1,052,846	3,229,455

(1) FY 2010 and FY 2011 levels are illustrative.

### *Program Description*

The U.S. Mission in Iraq is dedicated to supporting a sovereign, stable, and self-reliant Iraq that can offer a voice of moderation and democracy in the Middle East and significantly advance U.S. interests in the region. Iraq remains critical to U.S. national security, and the Department of State and USAID have a unique opportunity to build on the great gains won by soldiers and diplomats over the past seven years, and ensure that Iraq emerges as a strategic partner of the United States and a force for stability.

U.S. national security goals in Iraq will be met through a comprehensive, integrated strategy aimed at mitigating crisis and promoting development through economic assistance, provincial outreach, and a continuing commitment to Iraq's security through the State Department-managed programs. These programs will help Iraq build institutions that can bear the weight of the demands of an open society - from fair voting booths to just courtrooms to free newsrooms. They will help advance peaceful solutions to internal ethno-sectarian divisions and assist Iraq in developing productive ties with its neighbors while maintaining its own sovereignty. The Department and its interagency partners will foster economic development by assisting Iraq's re-entry into the world oil sector and the global economy. These goals will be achieved by enhancing connections between the political, economic, and social fabric of the country through robust engagement by embassy branch offices (EBOs), consulates, and the embassy in Baghdad.

Many U.S. Government agencies and every functional bureau of the Department are involved in advancing these goals in Iraq. The next three to five years will be crucial and this effort will continue to require significant U.S. personnel and resource commitments to sustain the mission. In FY 2012, the Department will operate the U.S. Embassy in Baghdad, consulates general in Basrah and Erbil, and temporary EBOs in Mosul and Kirkuk, with supporting aviation facilities in Basrah, Erbil, and Baghdad. This presence, coupled with a corresponding engagement strategy, will further the United States' long-term relationship with Iraq as a primary partner in the Middle East.

The U.S. Government's work in Iraq over the past year has contributed to Iraq progress. During that period the U.S. Mission provided assistance and support for the "free and fair" March 7, 2010, parliamentary elections in which 12 million Iraqis (a 62 percent turnout) took part, and subsequently facilitated negotiations between the largest vote-getting blocs, enabling them to forge agreements that led directly to the formation of a new, inclusive and democratic Iraqi government. A successful, prosperous

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Iraq will create opportunities for U.S. business investments and contribute to regional stability in the future.

### *Performance*

The American and Iraqi people share a common goal of an Iraq that is sovereign, stable and self-reliant. For this to occur, governance at all levels in Iraq must be politically stable, demonstrably effective, and accountable to its people. The U.S. is engaged in promoting peaceful elections and transitions of power, and the resolution of territorial issues through the process of negotiations. Training efforts foster improved responsiveness and transparency in the actions of local authorities, and the strengthening of the judiciary within the country. These are all necessary, but not sufficient, requirements for a successful transition to Iraqi self-rule.

<b>STRATEGIC GOAL: GOVERNING JUSTLY AND DEMOCRATICALLY</b>						
<b>Strategic Priority</b>	Good Governance					
<b>Indicator</b>	Stable, Effective, and Accountable Governance in Iraq as measured by World Bank Governance Indicators of: Political Stability; Government Effectiveness; Rule of Law, and; Control of Corruption, respectively (scale range from approximately -2.5 to +2.5).					
FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2010 Result	FY 2010 Target	FY 2011 Target	FY 2012 Target
-2.81; -1.67; -2.04; -1.45	-2.69; -1.41; -1.87; -1.48	-2.33; -1.26; -1.83; -1.38	Data available in late 2011	-2.49; -1.01; -1.67; -1.46	-2.39; -0.86; -1.57; -1.41	-2.30; -0.83; -1.50; -1.38
New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating	Data Not Yet Available, No Rating			
Impact	FY 2010 result and rating not yet available to determine impact. U.S. assistance in these areas has resulted in marked improvement along all of these indicators.					
Methodology	Extensive information on the methodology of the World Bank Governance Indicators may be found on their web site ( <a href="http://info.worldbank.org/governance/wgi/sc_chart.asp">http://info.worldbank.org/governance/wgi/sc_chart.asp</a> ).					
Data Source and Quality	The World Bank compiles and publishes annual indicators in its World Bank Governance Indicators. Each indicator is based on multiple sources and surveys, which are weighted on accuracy and level of completeness. The indicators are based on calendar year, and published in September of the following year. The World Bank provides detailed backgrounds notes online describing the data collection and statistical analysis methods. These methods have been thoroughly researched and professionally analyzed.					

The sustainable return and reintegration of refugees and internally displaced persons is an indication that Iraq is becoming increasingly secure and stable. As these Iraqis reintegrate into society, they also contribute to economic growth and development. Many displaced Iraqis cite security conditions as a key factor in their decision to return to their original communities. Data suggests that returnees have felt much safer in their locations of return in 2009 and 2010 than in previous years and will thus likely stay and reintegrate. Successful returns may encourage other displaced Iraqis to return as well, though a variety of security, political, economic and social factors impact overall returnee rates.

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STRATEGIC GOAL: PROVIDING HUMANITARIAN ASSISTANCE						
<b>Strategic Priority</b>	Protection, Assistance, and Solutions					
<b>Indicator</b>	NEW APP INDICATOR: Percentage of internally displaced persons and refugee returnees surveyed who responded that they feel safe in their location of return					
FY 2007 Result	FY 2008 Result	FY 2009 Result	FY 2010 Result	FY 2010 Target	FY 2011 Target	FY 2012 Target
9.1 percent	65.2 percent	80.9 percent	80.4 percent [Baseline]	[Baseline Year]	82 percent	84 percent
New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating	New Indicator, No Rating			
<b>Impact</b>	Positive perceptions of safety among returnees likely contribute to sustained return and reintegration and may spur additional returns.					
<b>Methodology</b>	International Organization on Migration (IOM) conducts in-depth needs assessment interviews with returnees in cooperation with the Ministry of Displacement and Migration and local authorities. Since 2007, IOM has included a question on perceived safety in its interviews and reports.					
<b>Data Source and Quality</b>	Surveys conducted by the IOM and the Government of Iraq. Data reporting has recently been clarified. Prior and current year results have been verified and validated.					

### *Justification of Request*

The FY 2012 OCO request for D&CP Iraq Operations is \$3.230 billion, an increase of \$1.503 billion above the FY 2010 comparable level (including the FY 2010 supplemental). These D&CP funds are primarily associated with deploying, securing, and supplying the Department's civilian presence at the embassy and provincial locations in an extremely high-threat environment.

### **Mission Operations and Logistics Support: \$598,616,000 including 3 positions**

The request sustains ongoing embassy operations previously funded from the FY 2009 supplemental and is in addition to the FY 2010 OCO level of \$118.4 million.

Operations and Basic Life Support (BLS): \$266.1 million: Funding is requested for increased logistics costs related to the new facilities and personnel in Baghdad. This uptick is critical given the increasing responsibilities the Department will assume. Significant increases above FY 2010 and FY 2011 levels are projected following completion of new facilities and the negotiation of new contracts for support services, particularly for Logistics Civil Augmentation Program (LOGCAP) or successor contract. The Department will likely not benefit from the same economies of scale in the current DOD contract. Many of these expenses represent support tasks that were previously provided by the military at these facilities to include a broad range of medical and other life support services. It also includes increases to the embassy and offshore support units to provide the additional management and oversight of the numerous support contracts necessary to operate the embassy in the post-DOD environment. Funding is requested by the Department for BLS costs in Baghdad for all U.S. agencies other than USAID and DOD and other national security agencies.

Within the Bureau of Democracy, Human Rights, and Labor, \$0.5 million is requested for three new Program Officer positions that will oversee the implementation of over 55 Iraq programs totaling \$330

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million. These positions will oversee large numbers of sensitive democracy and human rights programs that require monitoring and oversight.

Baghdad Master Plan: \$332.0 million: The Department is consolidating support facilities from nearby DOD bases to sites in the vicinity of the embassy compound. These facilities include housing, office space, and life support infrastructure such as maintenance shops/offices and upgrades to telephone, power, water, hospital, fire and dining facilities, as well as site security and road improvements. The improvements are necessary in order to accommodate the growth of both State, primarily the Office of Security Cooperation-Iraq and International Narcotics and Law Enforcement, and non-State agencies (for example the Defense Attaché Office), and complete the consolidation of U.S. Government activities in Baghdad so that other leased properties can be returned to the Government of Iraq.

### **Security Operations: \$1,318,923,000**

As a result of the military-to-civilian transition, Diplomatic Security is being called upon to take on an extraordinarily broad security mission in Iraq to support the expansion of the U.S. Mission whose security is directed by Chief of Mission (COM) and executed by the Regional Security Officer (RSO). A significant portion of this mission will entail assuming highly complex and resource intensive security functions, which are critical to the protection of U.S. personnel and facilities by the end of 2011. This requires a significant level of personnel, equipment, and a commensurate commitment of resources for Diplomatic Security to succeed in this undertaking. The requested increase of \$1.319 billion would be in addition to the comparable FY 2010 OCO level of \$163.2 million, for a total of \$1.482 billion.

A \$1.4 million increase is requested to support the tactical radio program and the installation and consolidation of a wide range of vehicular related systems ranging from communications equipment to electronic countermeasures for new and replacement vehicles in Iraq. These radios and systems are necessary to provide over the horizon communications and to properly equip the Fully Armored Vehicles and Mine Resistant Ambush Protected (MRAPs) vehicles necessary to safely move COM personnel in Iraq. This request supports a specific maintenance program to support at least fifty heavy armored vehicles that are necessary in the event of evacuations in high threat situations, medical evacuations under fire, Quick Reaction Force intervention in attack scenarios or transporting diplomatic staff in periods of elevated threat would all be impossible without MRAPs.

\$16.9 million of the requested increase is required to cover a wide range background investigations and vetting capabilities. Iraqi employees of the Mission are required to obtain a positive polygraph examination prior to being granted unescorted access to COM personnel and facilities. Increased vetting requirements for locally engaged staff are needed because credible law enforcement and security records either are in question, or non-existent. This request includes salaries, benefits, equipment, and travel for three polygraph subject matter expert Personal Service Contractors has been included in the request. Without the increase in support to the polygraph program, the Embassy would not have the capability to properly screen and employ sufficient numbers of locally engaged staff. In addition to polygraph examinations, new and periodic background investigations are required on personnel working for the Department and are needed to support Embassy operations.

\$111.3 million of the increase is requested to support countermeasure efforts. They cover both Physical Security Programs and Security Technology. Within the request for Physical Security Programs, life cycle replacements of Armored Vehicles (AVs) is formulated by using the Department Regulations (14 FAM 432.2 employee to vehicle ratio) and the present 3 year life cycle for AVs in a Contingency Operation Post. The total 2012 requested AV funds will replace approximately one third of the right-sized AV fleet at Post. An increase for Special Protective Equipment (SPE) is requested to support the annualized cost of SPE needs at the Embassy. It also covers new physical security upgrades to

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Department of State compounds in Baghdad and provides funding necessary to transport the equipment and ammunition securely to the Embassy once the U.S. military ammunition supply points are removed from the country. For items covered under Security Technology, funding is requested for the continued maintenance and life cycle replacement of Mobile Video; Electronic Countermeasures; Technical Security Systems Equipment; Unmanned Aerial Systems for route reconnaissance; Sense and Warn systems that provide early warning of indirect fire at Department of State controlled sites; and identification and badge issuance requirements for each of the Department of State sites, all of which was previously provided by DOD.

\$573.6 million of the requested increase is for Overseas Protective Operations that support the addition of new static security requirements under the Baghdad Embassy Security Force (BESF) Task Order in Baghdad locations such as Camp Olympia, Prosperity, Meadowlands and Sather airbase (Baghdad International Airport – BIAP). It also recognizes the annualized cost of Baghdad security resulting from the transition to World Wide Protective Services contract from the Worldwide Personal Protective Services II contract and the establishment of Local Program Management Office (LPMO) task order, which requires management staffing. The overall increase amount takes into account a reduction in Tallil Task Order requirements in 2012 as well as reductions in BESF equipment and guard operations in Al-Hillah due to the suspension of operations at the Regional Embassy Office (REO). Funding to implement a Surveillance Detection program and increase support staff within the Diplomatic Security program office to support contract management and oversight, including travel, ammunition, and protective security equipment are also included in the request.

For the last six years, the Bureau of Diplomatic Security (DS) has been an integral part of the Blue Force Tracker (BFT) Program with DOD. The program is critical to the life safety of COM personnel by allowing the RSO to monitor their location within three meters and respond to any incident with pinpoint accuracy. This critical technology provides Department personnel with the confidence to travel into highly dangerous areas, knowing there is an over-watch and a reaction capability to help them at the push of a button. \$9.4 million of the requested increase supports the annual costs of contract personnel, life-cycle equipment, travel and software to support the BFT program in Iraq. The Blue Force Tracking Operational Networked Environment (BFT ONE) is an extensive and continuing upgrade to BFT that focuses on new hardware, software, and network architecture. Ongoing upgrades include in-depth security for mobile operations, three-dimensional geospatial imagery, and the ability to overlay analytic products onto maps thereby improving the situational awareness of DS analysts and the RSO.

\$606.3 million of funding is requested to cover life support requirements for both DS U.S. Direct Hires and the Department funded security contractors, recognizing the increased cost to provide food, fuel, medical and other life support services in the absence of the U.S. military presence.

### **Information Technology: \$1,760,000**

Bandwidth: \$1.8 million: This request is over the \$6.6 million base and supports additional bandwidth associated with the increased reliance on the COM maintained network in Baghdad.

### **EBO/Interim Consulate Operations: -\$416,402,000**

The net reduction reflects one time start-up costs for the EBOs and interim consulates as well as the phasing out of operating costs related to the Provincial Reconstruction Teams (PRTs) within the FY 2010 comparable OCO level of \$1.438 billion, for a net funding level of \$1.022 billion.

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Salaries: -\$49.4 million: Represents an anticipated reduction in the cost of salaries and benefits related to the reduced number of U.S. Direct Hire (USDH) Foreign Service (4) and '3161' employees (95) associated with the transition from 16 PRTs to two EBOs and two consulates.

IT Support: -\$21.0 million: The reduction recognizes the annual ongoing operating cost for computers, internet, telephones, radios, and associated contract support after discounting initial investment costs related to the build out of the IT architecture at the EBO's and interim consulates. This ongoing operations and maintenance is essential to preserving the initial investment in IT infrastructure made during the transition from DOD to the Department.

Operations and Support: -\$6.5 million: The request reflects a reduction in funds needed for annualized Operations and Maintenance costs for two EBOs and two consulates. It also covers general support requirements including Basic Life Support (BLS) at each site. The reduction from FY 2010 enacted levels reflects the phasing out of the PRT operations and one-time start up costs for the provincial sites covered in the FY 2010 Supplemental.

EBO/Interim Security Operations: -\$339.5 million: The decrease from the comparable FY 2010 OCO level of \$1.165 billion reflects the reduction in start up costs associated with security operations, equipment purchases (such as helicopters) and infrastructure requirements related to security, such as overhead cover. While still funded by DS, cost savings have also been realized by transitioning from directly funding previous aviation task orders to paying for services provided through the Department's Office of Aviation (INL/A).

The reduced level of \$825.8 million for security at the EBO's and consulates still supports the following:

- Full year costs of the protective security details and static guard personnel for the consulates and EBOs, explosive ordnance disposal units, and vehicle recover teams at the D&CP funded sites throughout the country.
- Contract personnel that operate the MRAPs and for the operation of the secure ground transportation between Sather Air Base (located at the Baghdad International Airport) and the embassy compound, commonly referred to as the "Rhino Run."
- Maintains surveillance detection programs established at two EBOs and at one of the consulates that were initially funded with FY 2010 supplemental funds and supports the maintenance of protective security equipment.
- The procurement and secure transportation of ammunition and special protective equipment to the various State controlled locations once the U.S. military ammunition supply points are removed from the country is covered in the request.
- The continued maintenance and life cycle replacement of Mobile Video; Electronic Countermeasures; Technical Security Systems Equipment; Unmanned Aerial Systems for route reconnaissance; Sense and Warn systems that provide early warning of indirect fire at Department of State controlled sites; and identification and badge issuance requirements for each of the State sites.
- Annualized costs to operate the Blue Force Tracker Program in support of the EBOs and Consulates.