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Iraqi Federal Police

Advisor Guide



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Introduction to the Iraqi Federal Police Advisors Guide

As the U.S. Defense Department scales back operations in Iraq, one of the most significant questions that remains is whether the Iraqi security forces will be capable of maintaining civil order on their own. This manual was produced by the Joint Center for International Security Force Assistance (JCISFA) to help prepare deploying advisors, trainers, and partner forces that will work directly with Iraqi police. The intent is to provide a basic understanding of the country of Iraq and a solid understanding of the current organization and utilization of the Iraqi police. This manual also provides guidance on what it means to work "by, with and through" a counterpart, and includes observations and insights learned by your predecessors.

In a stable society, a key component to security is the police. While there has been significant progress in the development of the Iraqi police, there is still much work to be done. Historically, the Iraqi police have been held in lower public regard than other components of the security force infrastructure. The Iraqi public viewpoint toward law enforcement as an agency of public safety, security, and service to the community has been far different than law enforcement in most developed nations. Part of our job is to educate the Iraqi police, and the Iraqi population, about the important role police play in a society governed by the rule of law. Rule of law enables the framework for national sovereignty and provides restraints that serve as a check against abusive use of power. Without effective rule of law, we will never gain the security necessary for democratic institutions to be successful.

On September 1 2010, the operational name of our mission in Iraq will change to "Operation New Dawn" signifying that the U.S. military's combat role is drawing to a close, and emphasizing our governments evolving relationship with the Government of Iraq. In order for this transformation to lead to a successful conclusion, the Iraqi government must be able to protect its people. As advisors, trainers, and partners, our best efforts in preparing the Iraqi police, as a critical component of the Iraqi security forces, will be essential in ensuring that the still maturing government of Iraq endures following our departure.

The growth of the Iraqi police is still evolving; hence this handbook is also still evolving. I request the assistance of all who read and apply the knowledge in this handbook to help identify and correct errors, provide updated material, and add new material where you see gaps. Please visit the JCISFA website at <https://jcisfa.jcs.mil> to ask questions or provide comments on this or any other JCISFA handbooks.

Thank you for your devoted service and best of luck during your deployment.



ROBERT L. CASLEN, JR.
Lieutenant General, USA
Director, JCISFA

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In the future the FP Divisions are proposed have a fully manned Medical Company to support its subordinate units. In addition to the lack of command emphasis the major constraints to the medical system in the FP is a severe shortage of medical doctors in Iraq overall, and especially in the FP, leaving the organization with very little medical expertise or leadership as well as pay being more than 40% below MOD & Ministry of Health (MOH), restraining the recruiting of trained medical employees. 45

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Section 1: Iraq; History, Demographics and Government

Overview

This section gives a brief history of Iraq, basic demographics and languages that may be encountered and an overview of the Iraqi government. The Iraqi Federal Police (FP) is a microcosm of the nation of Iraq and is influenced by history and culture as much as any organization in the security forces. The government's roles in security and rule of law and how the FP interface with the numerous governing, justice and security agencies and outside the Ministry of Interior are important issues to be considered.

Description of Iraq

Land

The geography of Iraq is defined in terms of four main zones or regions: the desert in the west and southwest; the rolling upland between the upper Tigris and Euphrates rivers; the highlands in the north and northeast; and the alluvial plain through which the Tigris and Euphrates flow.



The desert zone, lying west and southwest of the Euphrates River, is part of the Syrian Desert, which covers sections of Syria, Jordan, and Saudi Arabia. The region, sparsely inhabited by pastoral nomads, consists of a wide, stony plain interspersed with rare sandy stretches. A wide pattern of wadis runs from the border to the Euphrates. Some wadis are over 250 miles long and carry torrential floods during the winter rains.

The uplands region, between the Tigris north of Samarra and the Euphrates north of Hit, is known as Al Jazira, and is part of a larger area that extends westward into Syria between the two rivers and into Turkey. Water in the area flows in deeply cut valleys, and irrigation is much more difficult than it is in the lower plain.

Much of this zone may be classified as desert.

The northeastern highlands begin just south of a line drawn from Mosul to Kirkuk and extend to the borders with Turkey and Iran. High ground and steppes give way to mountains ranging from 1,000 to nearly 4,000 meters near the Iranian and Turkish borders. Except for a few

valleys, the mountain area is suitable only for grazing in the foothills and steppes. There are large oil fields near Mosul and Kirkuk.¹

An alluvial plain begins north of Baghdad and extends to the Persian Gulf. Here the Tigris and Euphrates rivers lie above the level of the plain in many places, and the whole area is a river delta interlaced by the channels of the two rivers and by irrigation canals. Intermittent lakes, fed by the rivers in flood, also characterize southeastern Iraq. A large area just above the confluence of the two rivers at Al Qurnah and extending east of the Tigris beyond the Iranian border is marshland, known as Hawr al Hammar, the result of centuries of flooding and inadequate drainage. Much of it is permanent marsh, but some parts dry out in early winter, and other parts become marshland only in years of great flood.

Vegetation is scarce throughout Iraq as the southern, southwestern, and western parts of the country are enveloped in deserts. The country has few trees, except for the cultivated date, palm and the poplar,

The fauna in Iraq includes the cheetah, gazelle, antelope, hyena, wolf, jackal, wild pig, hare, and bat. Numerous birds of prey are found in Iraq, including the vulture, buzzard, raven, owl, and various species of hawk as well as other birds including the duck, goose, partridge, and sand grouse. Lizards are also fairly common.

Rivers

The Tigris flows from the mountains of southeastern Turkey through Iraq. Baghdad, the capital of Iraq, stands on the banks of the Tigris. The port city of Basra straddles the Shatt al-Arab.

The Euphrates is the longest and historically one of the most important rivers of Southwest Asia. The river originates in the Taurus Mountains and then flows through Syria and Iraq.

The Tigris unites with the Euphrates near Basra, and from this junction to the Persian Gulf the mass of moving water is known as the Shatt-al-Arab.

Climate

Average temperatures in Iraq range from higher than 48 °C (120 °F) in July and August to below freezing in January. Most of the rainfall occurs from December through April and averages between 4 to 7 inches annually. The mountainous region of northern Iraq receives much more precipitation than the central or southern desert regions.

¹ Helen Chapin Metz, ed. *Iraq: A Country Study*. Washington: GPO for the Library of Congress, 1988.

Roughly 90% of the annual rainfall occurs between November and April, most of it in the winter months from December through March. The remaining six months, particularly the hottest ones of June, July, and August, are dry.

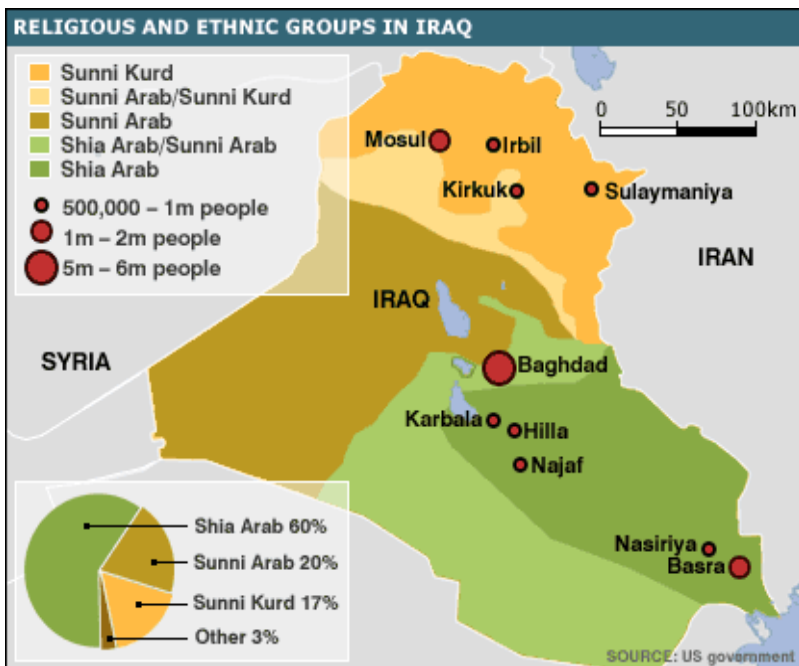
The summer months are marked by two types of wind phenomena. The southern and southeasterly *sharqi*, a dry, dusty wind with occasional gusts of more than 50 mph, occurs from April to early June and again from late September through November. It may last for a day at the beginning and end of the season but for several days at other times. This wind is often accompanied by violent dust storms that may rise to heights of several thousand meters and close airports for brief periods. From mid-June to mid-September the prevailing wind, called the *shamal*, is from the north and northwest. It is a steady wind, absent only occasionally during this period. The very dry air brought by this shamal permits intensive sun heating of the land surface, but the breeze has some cooling effect.

Population and Ethno-religious Breakdown

The 2009 estimates of Iraq’s population vary between 28 million and more than 31 million people. There has not been an accurate census in many years. Nearly 75% of the population lives in the region stretching southeast from Baghdad to Basra and the Persian Gulf.

Iraq is home to several ethnic groups, the most numerous being Arabic speaking people at between 75-80%, followed by Kurds at 15-17%. Iraqi Turkmen and Assyrians follow with other distinct minority groups including Armenians, Persians, Shabaks and Lurs.

Shia Islam is the predominant religion, followed by Sunni Islam and a Christianity minority. Small communities of Baha'is, Mandeans, and Yezidis also exist. Until 1948, there was also a 150,000 strong Jewish community but it has dwindled down to no more than a few today. Most Kurds are Sunni Muslim, with about 10% being Shia in central Iraq.



Language

Arabic is the most commonly spoken language. Kurdish, Iraqi Turkish and Syriac are spoken in the north, and English is the most commonly spoken and taught Western language.

History of Iraq

The country of Iraq has a rich and remarkable history going back to the foundation of civilization. The people of Iraq today are well informed and take great pride in their role in the history of the world. It is a common topic of discussion in many settings. Advisors should have a basic knowledge of not only ancient Iraqi history, but also of Iraq's ties to Islamic history and the modern history of the country.

Ancient History of Iraq

Iraq lies in what commonly referred to historically as the Fertile Crescent. Running through the heart of the country are the great Tigris and Euphrates rivers which fed and nourished the beginnings of civilization. For the first time farmers were able to produce crops in an abundance allowing people in society to develop concepts such as industry, government and religion instead of devoting themselves to subsistence and survival.

The nation of Sumeria arose in this area around 4000 B.C. The Sumerians developed irrigation canals, and the first known form of writing. Later civilizations in the region include the Chaldeans, Hittites, Assyrians and Babylonians. Over the centuries empires such as the Greeks, Romans, Parthians, Arabs, Mongols, Ottoman Turks, and the British controlled and conflicted over the region known as Mesopotamia. Iraq conspicuously and strategically lies at the crux of three continents, Asia, Africa, and Europe.

Mesopotamia and specifically the city of Baghdad were devastated by the Mongols in 1258. During the late 14th and early 15th centuries, sects of Turkmen ruled the area. Later, most of Iraq would become part of the Safavid Empire that arose in Iran in 1501. In the 16th century Iraq became a part of the Ottoman Empire lasting through the end of World War I.

Influence of Islam on Iraqi History

Islam came to Iraq from the Arabian Peninsula, where in A.D.610, Muhammad, a merchant of the Arabian town of Mecca, began to preach about a series of revelations granted him by God through the angel Gabriel. An ardent monotheist, Muhammad denounced the polytheism of the Meccans. Mecca's economy was based on a thriving pilgrimage to the numerous pagan religious sites in the area, earning him the hostility of the town's leaders. In A.D.622 accepted an invitation to settle with group of followers in what is now known as Medina. The move, or *hijra*, marks the beginning of the Islamic era and of Islam as a force in history. The Muslim calendar begins in A.D.622.

In Medina Muhammad continued to preach and eventually defeated his detractors in battle. His followers regarded his words as coming directly from God and after his death in A.D.632 compiled them into the Quran, the holy scriptures of Islam.

After Muhammad's death the leaders of the Muslim community consensually chose Abu Bakr, the Prophet's father-in-law and one of his earliest followers, to succeed him as the caliph (successor). Some favored Ali, Muhammad's cousin and the husband of his daughter Fatima, but Ali and his supporters recognized the community's choice. The next two caliphs were recognized by the entire community. When Ali finally succeeded to the caliphate in A.D.656 the governor of Syria rebelled. After the ensuing civil war, Ali moved his capital to present day Iraq, where he was later murdered, leading to the divisions of Shia and Sunni Islam.

Originally political, the differences between Sunni and Shia took on theological and metaphysical overtones as well. In principle a Sunni approaches God directly and there is no clerical hierarchy. Sunni imams are primarily a prayer leader and are usually men of importance in their communities, but they need not have any formal training.

In Shia Islam is the distinctive institution of Imamate, a much more exalted position than the Sunni imam. In contrast to Sunni Muslims, who view the caliph only as a temporal leader and who lack a hereditary view of Muslim leadership, Shia Muslims believe the Prophet Muhammad designated Ali to be his successor as Imam, exercising both spiritual and temporal leadership and that the rightful successor must be a descendant of Ali.

Modern History of Iraq

In the late 19th and early 20th centuries, the Ottoman Empire planned to construct a Baghdad Railway that would be under German control. The railway became a source of international tension because it would link Berlin to the Persian Gulf providing Germany with a connection to her colonies in Africa free from the influence of the British Navy. These tensions played a minor role in the origins of the First World War

The Ottomans allied with Germany in the war and Iraq became a secondary battleground for the British Empire. Emir Faisal, from of the ruling Hashemite family of Mecca, led an Arab revolt against the Ottoman sultan during the World War I with the advice and assistance of T. E. Lawrence, famously known as Lawrence of Arabia. After the war he obtained the throne of the newly formed nation of Iraq, under the influence of the British mandate. Although the monarch was legitimized and he was proclaimed King in 1921, nominal independence was only achieved in 1932, when the British mandateofficially ended.

King Faisal I was later succeeded by his son King Ghazi who unsuccessfully claimed Iraqi sovereignty over Kuwait as his most significant contribution. King Ghazi died in 1939 after crashing his racecar into a lamppost. His four-year old son King Faisal II was proclaimed king while Ghazi's brother, Abd al-Ilah acted as regent until 1953 when Faisal came of age.

In 1945, Iraq joined the United Nations and became a founding member of the Arab League. In 1948, Iraq and five other Arab countries fought a war against the newly-declared State of Israel. Iraq was not a part of the May 1949 cease-fire agreement. The cost of the war had a significantly negative impact on Iraq's economy.

The Hashimite monarchy was overthrown on 14 July 1958 under the leadership of Brigadier Abdul-Karim Qassem. King Faisal II and Abd al-Ilah were executed and their bodies displayed in public. The new government proclaimed Iraq to be a republic. Qassem soon withdrew Iraq from the pro-Western Baghdad Pact of the previous regime establishing friendly relations with the Soviet Union. He demanded the annexation of Kuwait and paved the ground for the Iran-Iraq war. It was also during Qassem's rule as Prime Minister that confrontation with the Kurdish minority began.

In 1961 Kuwait gained independence from Britain and Iraq immediately claimed sovereignty. Britain reacted strongly to Iraq's claim on Kuwait and sent troops to deter Iraq. Qassem was forced to back down and Iraq recognized the sovereignty of Kuwait 1963.

A period of considerable instability followed the failed confrontation with the British over Kuwait. Qassem was assassinated and the Ba'th Party took power. Nine months later a successful coup against the Ba'th government ousted them, but about five years later the Ba'th Party again took power in a 1968 revolution. Ahmad Hasan al-Bakr became president and chairman of the Revolutionary Command Council (RCC).

In July of 1979, Bakr resigned and Saddam Hussein assumed the offices of both President and Chairman of the Revolutionary Command Council. Under Saddam Hussein, the Sunni Arab minority dominated political and economic life. Hussein's territorial disputes with Iran led to an inconclusive and costly war with Iran from 1980 to 1988 which again devastated Iraq's economy and treasury. The war left Iraq with the largest military in the Persian Gulf, but with huge debts and an ongoing rebellion by Kurdish elements in the north.

In 1990 Iraq invaded Kuwait resulting in the Gulf War in which Iraq was quickly defeated by a U.S. led coalition that included for the first time other Arab nations warring against Arabs. United Nations economic sanctions were imposed and operations Northern and Southern watch, declared "air exclusion zones" north of the 36th parallel and south of the 32nd parallel. These sanctions continued until 2003.

In March 2003, the United States, with military aid from other nations, invaded Iraq. After another relatively quick victory by the coalition a violent insurgency formed against the occupation forces. Saddam Hussein was captured on December 13, 2003. On June 28, 2004, the occupation was formally ended by the U.S.-led coalition, which transferred power to an interim Iraqi government. In January of 2005 and again in January of 2008 successful parliamentary elections were held.

Organization and Security Roles of the Iraqi Government

Federal Government

The federal government of Iraq is defined under the current Constitution as an Islamic, democratic, federal parliamentary republic. The federal government is composed of the executive, legislative, and judicial branches, as well as numerous independent commissions.

The executive branch is composed of the President and the Council of Ministers.

The President of the Republic is the head of state, elected by two-thirds majority of the Council of Representatives and is limited to two four-year terms. The President ratifies treaties and laws passed by the Council of Representatives, issues pardons on the recommendation of the Prime Minister, and performs the "duty of the Higher Command of the armed forces for ceremonial and honorary purposes," according to the Constitution of Iraq. In essence, the President is a figurehead and has very little real power or authority.

The Council of Ministers is composed of the Prime Minister and his cabinet. The Prime Minister is the direct executive authority responsible for the general policy of the State and the commander-in-chief of the armed forces. He directs the Council of Ministers, and presides over its meetings and has the right to dismiss the Ministers on the consent of the Council of Representatives.

The cabinet is responsible for overseeing their respective ministries, proposing laws, preparing the budget, negotiating and signing international agreements and treaties, and appointing undersecretaries, ambassadors, the Chief of Staff of the Armed Forces, the Director of the National Intelligence Service, and heads of security institutions.

The legislative branch is composed of the Council of Representatives and a Federation Council. The Federation Council will be composed of representatives from the regions and the governorates that are not organized in a region. As at 2009, the Federation Council had not yet come into being.

The Council of Representatives is the main elected body of Iraq. Members are elected for terms of 4 years. The Constitution of Iraq defines the "number of members at a ratio of one representative per 100,000 Iraqi persons representing the entire Iraqi people."

The council elects the President of Iraq, approves the appointment of the members of the Federal Court of Cassation, the Chief Public Prosecutor, and the President of Judicial Oversight Commission on proposal by the Higher Juridical Council. Additionally the council approves the appointment of the Army Chief of Staff, and those of the rank of division commanders and above, and the director of the intelligence service, on proposal by the Cabinet.

The federal judiciary is composed of the Higher Judicial Council, the Supreme Court, the Court of Cassation, the Public Prosecution Department, the Judiciary Oversight Commission, and other federal courts that are regulated by law. One such court is the Central Criminal Court.

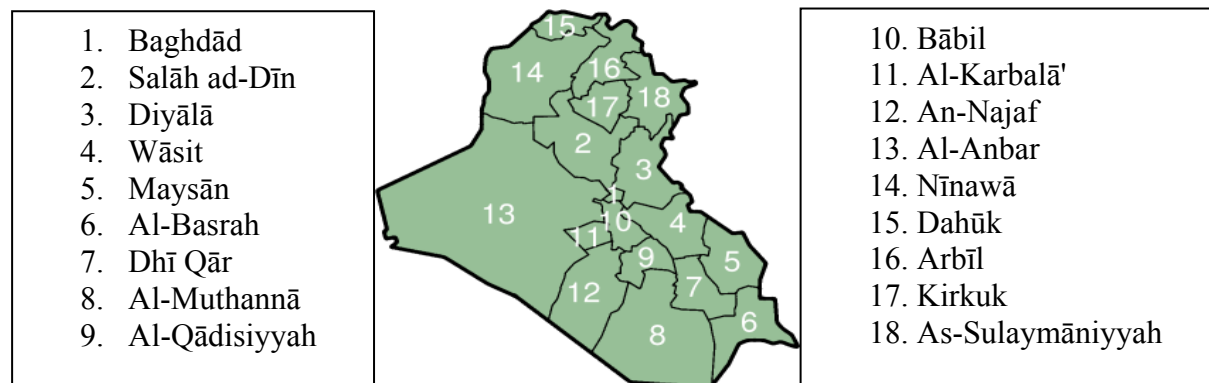
The Higher Judicial Council manages and supervises the affairs of the federal judiciary. It oversees the affairs of the various judicial committees, nominates the Chief Justice and members of the Court of Cassation, the Chief Public Prosecutor, and the Chief Justice of the Judiciary Oversight Commission, and drafts the budget of the judiciary.

The Central Criminal Court of Iraq is the main criminal court of Iraq. The CCCI is based on an inquisitorial system and consists of two chambers: an investigative court, and a criminal court.

The Supreme Court is an independent judicial body that interprets the constitution and determines the constitutionality of laws and regulations. It acts as a final court of appeals, settles disputes amongst or between the federal government and the regions and governorates, municipalities, and local administrations, and settles accusations directed against the President, the Prime Minister and the Ministers. It also ratifies the final results of the general elections for the Council of Representatives.

There are several independent commissions described in the constitution of Iraq. The High Commission for Human Rights, the Independent High Electoral Commission, and the Commission on Public Integrity are independent commissions subject to monitoring by the Council of Representatives. The Central Bank of Iraq, the Board of Supreme Audit, the Communications and Media Commission, and the Endowment Commission are financially and administratively independent institutions. The Foundation of Martyrs is attached to the Council of Ministers. The Federal Public Service Council regulates the affairs of the federal public service, including appointment and promotion.

Local Government



The basic subdivisions of Iraq are the autonomous regions and the governorates. Governorates are most commonly referred to as Provinces. Iraq is divided into 18 governorates (*muhafazah*). The governorates are further divided into districts (*qadhas*). Local elections for the governorates were held in the 2009 Iraqi Provincial elections on 31 January 2009. The constitutionally

recognized Kurdistan Autonomous Region includes parts of a number of Northern provinces, and is largely self-governing in internal affairs.

Iraqi Security Forces

The Iraqi Security Forces (ISF) are the military, paramilitary and civilian law enforcement entities that serve under the Government of Iraq for the protection and stability of the nation. The armed forces are administered by the Ministry of Defense (MOD), and the Iraqi Police Services are administered by the Ministry of Interior (MOI).

Ministry of Defense

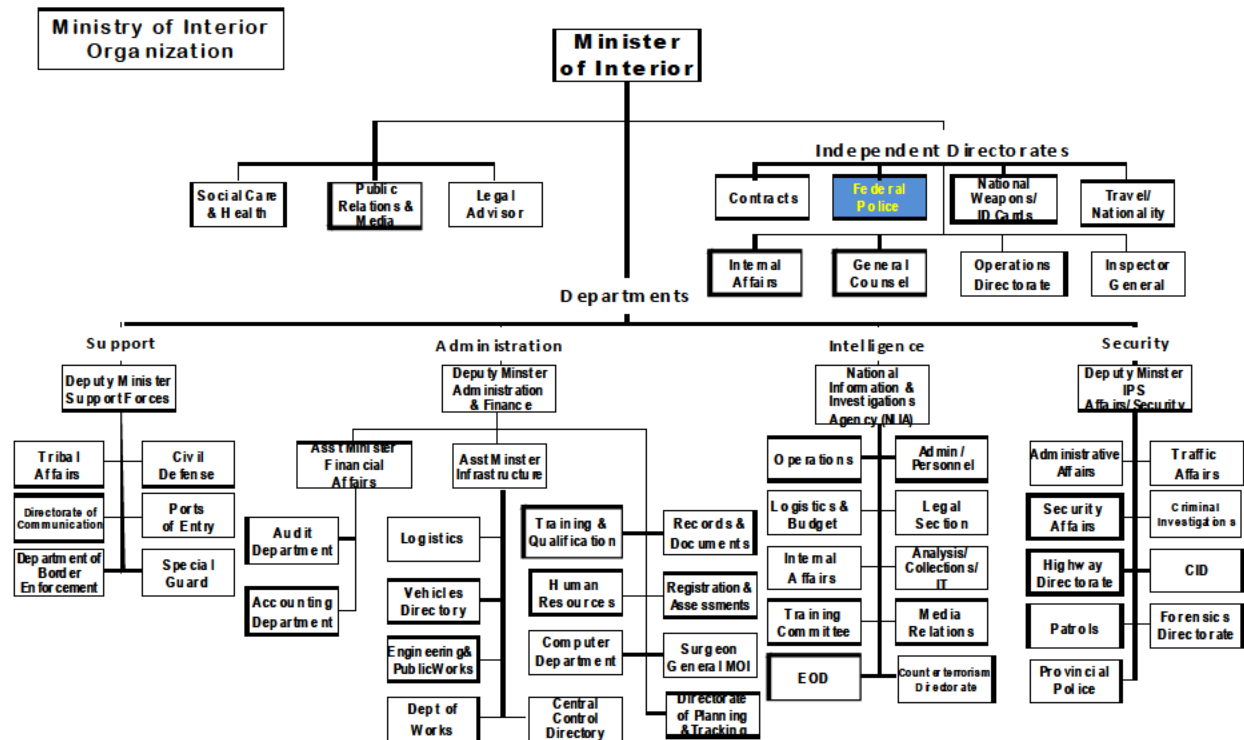
MOD forces are the army, the air force and the navy. The Iraqi Army is currently an objective counter-insurgency force positioned throughout the county to provide security and other services on a local level by using infantrymen on dismounted patrols. Eventually the Iraqi Army is meant to become a more traditional military force focused on defense against external threats to the nation. The Light infantry brigades are equipped with small arms, machine guns, RPGs, body armor and light armored vehicles. Mechanized infantry brigades are equipped with T-54/55 main battle tanks and BMP-1 infantry fighting vehicles. There are a number of T-72 main battle Tanks in the force and Iraq has ordered a number of U.S. made M1A1 Tanks for 2010 and 2011. The FP commonly works with and alongside the Army.

The Iraqi Navy is a small force with about 1,500 sailors and officers, including 800 Iraqi Marines. The forces are designed to protect shoreline and inland waterways infiltration. The navy is also responsible for the security of offshore oil platforms.

The Iraqi Air Force is designed to support ground forces with surveillance, reconnaissance and troop lift. The two reconnaissance squadrons use light aircraft, three helicopter squadrons are used to move troops and one air transportation squadron uses C-130 transport aircraft to move troops, equipment, and supplies. The Air Force is has about 3000 personnel, but is planned to grow nearly nine times larger by 2020.

Ministry of Interior

The Iraqi Ministry of Interior (MOI) is responsible for the overall internal security of Iraq. MOI commands a number of uniformed security forces, including the FP, Iraqi Police Service (IPS), and Department of Border Enforcement (DBE). MOI also runs the Iraqi Civil Defense Directorate (firefighters and emergency response organization). MOI also has criminal/domestic intelligence capabilities, and regulates Private Security Companies operating in Iraq.



As of: 1 November 2007

Federal Police Overview

The Federal Police (FP) is a paramilitary gendarmerie type force designed to bridge the gap between local policing and the army, allowing the MOI to project power across provinces and maintain law and order while an effective community police is developed. Although called police, the force has been trained primarily for military operations.

Originally the FP was the Iraqi Special Police with two separate organizations. The Special Police Commandos were organized to conduct counter-insurgency, cordon-and-search, and forced entry operations to gather intelligence and capture terrorists. The Public Order Division was to provide a national level rapid response police capability to counter large scale civil unrest and insurgency.

Because of frequent allegations of abuse and violent sectarian activities, the government of Iraq decided in the fall of 2006 to reform and retrain the Special Police forces. Both the Commandos and the Public order Division were disbanded and roughly 60% of the members were kept and retrained to form a new force. The National Police (NP) was then formed as police organization capable of performing criminal investigations as well as tactical operations. The National Police organized as an Independent Directorate of the MOI with a into a National Police headquarters



directly under the Minister of Interior and two national police divisions.

Under the command of LTG Hussain Al-Awadi, the National Police ranks grew to approximately 42,000 personnel, improved training and professionalism, worked to remove corruption, improved the ethnic and religious diversity in the ranks and implement a police code of ethics.

The Iraqi National Police re-designated as the *Federal Police* effective 1 August 2009. Aside from the name, there were no major changes to the structure or operations of the force.

Iraqi Police Service

The Iraqi Police Service (IPS) falls under the Security Department of MOI. The Police are administered at the provincial level and are generally called Iraqi Police or IPs. Each provincial police force has Patrol, Station, Traffic and Highway Patrol branches. The Patrol Police answer calls for assistance, take suspects into custody and deliver them to Police Stations for subsequent holding or release. The Station Police compile and maintain crime reports, respond to requests for assistance from the public and assist Investigative Judges in criminal cases. The Traffic Police have duties such as directing traffic, enforcing traffic laws, registering vehicles, and issuing driver's licenses. Provinces also have Highway Patrol Police who patrol the major highways, provide law enforcement and internal security along Iraq's highways. The IPS are recruited locally and are generally reflective of the demographic makeup of its neighborhoods.

Historically, Iraqi police do not have a good reputation. Because they were not essential to the [former] regime's survival, the Iraqi police were typically under-resourced and poorly paid, with the average policeman making around \$5 or less per month. Because of the poor pay and resources, police were not highly regarded and often supplemented their income through corruption. Though the police had a reputation among citizens for being able to maintain order, this security depended a great deal on their reputation for human rights abuse.² It should also be considered that the role of police in Iraq and the Arab societies is different than that of western police. Police in western society are generally proactive and work to *deter*, *detect* and *defeat* crime. Historically, Iraqi police have been more reactionary and respond to crime only after it has been committed.

The FP often work with the Iraqi Police because of overlapping geographical responsibilities, but it is a strained and difficult relationship. The FP generally view the IP as inferior within the MOI and as a security force. The chain of command is often not clear and the roles and responsibilities are seldom well defined. The FP view the IP as lazy and corrupt (often stemming from the historical perceptions) and are reluctant to actively work with or train them because commanders and staffs do not want to be held responsible for what the IPs do or fail

² *Tony Pfaff, Development and Reform of the Iraqi Police Forces, Strategic Studies Institute United States Army War College, January 2008*

to do. The IPs are often a scapegoat for the FP. Some of these views are founded in fact. There are lazy, corrupt and ineffective IPs.

However, there has not been the focus from the Iraqi Government or the Coalition Forces on the IPS that there has been on the Army and FP. They are not as well trained and equipped. Additionally, members of the IPS and their families were directly targeted by multiple insurgent groups during the sectarian violence and suffered significant casualties. Until the duties, responsibilities and chain of command become clear; and until the FP cooperate with and/or train them, the situation for the IPS will remain unchanged and it will provide little mutual benefit to the FP.

Department of Border Enforcement

Iraq's borders are controlled by the Department of Border Enforcement (DBE) and the Department of Ports of Entry (POE) collectively. The DBE operates over 40 border facilities. Organized into five regions, there are 14 land points of entry and more than 28,000 trained DBE personnel.

The DBE and the FP rarely conduct combined missions or operate together. Since both are elements of the uniformed MOI security forces it is possible for an officer to transfer between the two organizations, although not common.

Law and Justice

The current Constitution of Iraq was approved in a national referendum in October 2005 and stipulates the format of the republican government, and the rights, and responsibilities of the Iraqi people. The Constitution promises several civil liberties including freedom of speech, freedom of religion, freedom of peaceful assembly, freedom of expression, a free press, and a right to have a private life. All such personal liberties contain two main exemption clauses: the Iraqi Council of Representatives has the power to define what these freedoms mean, and that no freedom may conflict with Islamic morality. Islam is the official state religion, and no law may be enacted or enforced that violates "the undisputed teachings of Islam".

Rule of Law

The heart of having a successful government in Iraq and the ability of the military, and especially the police, to protect and serve the people is through the application and enforcement of the rule of law.

The rule of law means that the law is above everyone and it applies to everyone. Whether governor or governed, rulers or ruled, no one is above the law, no one is exempted from the law, and no one can grant exemption to the application of the law. This is a common concept in the U.S. and much of the developed world, but Iraq spent 30 years under the Saddam Hussein

regime where the rule of law or any rules that did not benefit the regime did not apply. The military and especially police were instruments of the regimes application, or lack of application when fitting, of the rules. Those rules contradicted the rule of law in every way. The government's police, commanders, and those in authoritative positions were above the law and/or exempted from it and could grant exemption to its application as they saw fit. It is a difficult concept to move beyond; not only for the police, but for the courts and corrections systems too.

Justice System

The Iraqi judicial system is based on the inquisitorial system similar to the French legal system. It is a system where part of the court is actively involved in determining the facts of the case. It is very different than the U.S. justice system which is an adversarial system where the role of the court is solely that of an impartial referee between parties. Additionally, the Iraqi legal system places more of an emphasis on testimonial evidence, usually from two or more witnesses, and less on forensic evidence.

Court System

The Central Criminal Court of Iraq (CCCI) consists of two chambers: an investigative court and a criminal court. In the Iraqi system the investigative court is actively involved in determining the facts of the case. Evidence is gathered by military and police forces and presented to an Investigative Judge (IJ). The IJs determine if there is evidence that a crime was committed and if the case will get a warrant and ultimately go to criminal court. The IJ in a sense is similar to a U.S. grand jury, but the IJs have wide and sweeping powers. It is up to the individual judge's discretion to decide on the standards of evidence and may vary by individual. Most judges will place weight in witness and victim statements as well as pictures and video evidence; and much less in science and forensics. The IJ is the part of the justice system that the FP will interact with the most, primarily the FP S2 because they are involved in the warrant process.

Warrant, Investigation and Trial

The Iraqi system is logical, but not a simple process. All forces (ISF and Coalition) are required to attain a warrant from an Iraqi Judge before any arrest or detention is made. Multiple officers must sign off on a warrant packet before it even reaches the IJ who issues the warrant. It is not necessarily a time sensitive process as officials may take time making sure everything is in order. Once the warrant is issued the security force may execute a raid to detain the suspect.

Once the warrant is executed and a suspect is arrested a detention order must be issued. Within 24 hours, the Investigate Judge holds a hearing to determine whether there is enough evidence to hold the detainee. The detention order must be renewed every two weeks until

the person is convicted or released. Judges are more likely to approve a detention order if they signed the warrant.

Once a judge determines there is enough information for a trial, an investigative hearing is held. Evidence is presented and the witnesses and accused may testify. Witnesses can testify anonymously because Iraqis have no right to confront their accusers, but the judge will usually want to have the testimony given to him in person. The judge will make a recommendation on the verdict and then forwards the case to the criminal court.

A three judge panel of the criminal court reviews the case, including the evidence and records of the testimony. They may question witnesses again, but they are not required to do so. Once they've concluded, the panel will render a verdict and impose a sentence, if appropriate.

The FP usually have little to do with the process after the detention order is issued unless a judge wants the testimony of a member of the FP, or they are transporting a witness to the court.

The FP generally have no significant interaction with the Iraqi corrections system.

Tribal System

The tribe is an extremely important factor in Iraq, even in a republic. The vast majority of Iraqi people identify themselves as members of one of the country's 150 tribes. Even those Iraqi citizens without a tribal background often turn to a neighborhood sheikh for representation or assistance with the government.

Tribes have always been, and continue to be, a stabilizing force within Iraq. Historically the tribes have fulfilled the functions of conflict resolution and resource management. This is a positive for the nation as a whole as tribal leaders are key in providing resolution to disputes and conflict. However, the tribal system and tribal law will often come into conflict with the rule of law, Iraq's federal justice system and the FP.

It is common for tribal leaders to solicit the FP, or judges, to release a detained suspect to them or to let the tribal leaders handle an incident that came under the scrutiny of the law. A FP Commander may come under intense pressure to consider to the tribes and tribal law in these instances. He is often a member of a tribe and this will have a great deal of influence on him. But he is an enforcer of federal law and obligated to serve the rule of law. The commander must be considerate and strike the right balance with the tribal leaders.

The FP must be considerate and interact positively with the tribes in their operational environment as well as be able to uphold the law of the republic. If the tribes are ignored the units will become ineffective and not have the trust or support of the people. If a sheikh is ignored he is shamed, and his legitimacy threatened. Often the commander will spend a great deal of time negotiating with the tribal leaders, but he does not cave to them and submit to

their wishes. He will often compromise and let the tribes handle situations where it is appropriate. The rule of law must be upheld, but the tribes are also important. The FP Commanders must find the right balance.

Section 2: Iraqi Federal Police Operations and Effects

Part I: Counterinsurgency (COIN) and the Role of Police

“Few military units can match a good police unit in developing an accurate human intelligence picture of their area of operation. Because of their frequent contact with the populace, police are often the best force for countering small insurgent bands supported by the local populace.”

FM 3-24 Counterinsurgency pg 6-19

Overview

This section outlines the fundamental counterinsurgency (COIN) principals found in FM 3-24 and applies these principals to the role of the Federal Police (FP) in the COIN environment. Success in COIN operations requires establishing a legitimate government that is supported by the people. Achieving this goal requires the host nation (HN) to render the insurgent irrelevant, uphold the rule of law, and provide a basic level of essential services and security for the populace. Key to all of these tasks is developing an effective HN security force.

The goal of policing in a COIN environment is to provide political legitimacy to the government through the population’s acceptance of authority. Since the police are best positioned to affect the population’s perception of the government on a daily basis, they become the frontline COIN force.

The Iraqi FP are presently employed to fight insurgents and militias and were originally designed to fill the gap between the local police and Iraqi military. The force has transitioned to establish security; enforce the rule of law; and fight organized crime. The principals of fighting organized crime and addressing criminal activities is not very different than fighting in a COIN environment. In fact much of the crime in Iraq is insurgent related; either in financing it or effects of it. The mission and operational set of the FP make it a natural counterinsurgency force.

Police as a Counterinsurgency Force

The primary counterinsurgency objective is to provide security and the rule of law to enable local institutions to grow and increase in effectiveness while decreasing the ability of the insurgency to execute operations. Because of their frequent contact with the populace, police are often the best force for countering small insurgent bands supported by and residing within the populace. However, in the case of larger and more mature insurgencies, the relatively small groups of local police are likely not adequate and will be ineffective and overwhelmed. A larger, more military oriented police force such as the FP may be more effective because these forces commonly are better equipped, trained at a higher level, and can draw from intelligence resources at the national level.

Additionally an organization like the FP can be given the mandate of working primarily as a counterinsurgency force, providing focus to the mission. The FP have the ability to mass forces in an area and then engage and defeat the threat. The trade off is that the FP are less likely and often less capable of providing the community policing functions as local police. The FP will often be seen as outsiders and the population may be less willing to cooperate and pass information on the insurgents as they would be to local police. In the more urban areas such as Baghdad the federal and local police overlap and are most effective working together.

Principal Adversaries of the Federal Police

Within the current operational environment, the FP face four principal adversaries that disrupt order within the community:

- Militias
- Insurgents
- Terrorists
- Criminals

Although four separate entities, these four elements are often interrelated. From 2004 to 2007 the principal adversaries of the FP were militias. These militias were part of the sectarian based insurgencies in Iraq. The largest and best example is the Jayesh al-Mahdi (JAM) militia headed by Muqtada al-Sadr. There were/are also other insurgent bands operating outside of the militias. In the summer of 2007 most of the militia groups were broken and the remnants formed splinter organizations, i.e. Special Groups from the remnants of JAM.

Terrorist organizations also operate within the environment. The largest example of this is Al Qaeda in Iraq (AQI). In the complex environment of Iraq, terrorist organizations may act in collusion with Militias or be adversaries of each other. It is also important to note that many of the FP leaders do not distinguish a difference between insurgents and terrorists, and do not recognize Iraq as having an insurgency problem, but only a terrorist problem.

The final category is the criminals, and should not be overlooked or dismissed. Many of the insurgent leaders were former criminals and a large portion of the insurgent group and militia members are criminals who are looking to get paid for their services. Additionally, many of the militia groups became organized criminals after 2007, or the splinter groups resort to criminal activity to finance insurgency operations.

The FP combat these adversaries either as para-military or as police, depending on the situation. The path to success against any and all of these enemies is through good intelligence that has to come from the population. Whether the FP is in a military or a police orientation, the intelligence gathering processes and the requirement to secure the environment and the populace remains key to success.

Police Effectiveness in the Spectrum of Conflict

As mentioned earlier, it depends on the level, maturity and size of the insurgency as to how effective a police force can be in counterinsurgency operations and will determine if the police unit acts as more of a military or police force . Effectiveness is also dependant on level of training, resources and intelligence the unit has. Every unit and every situation is different for many reasons.

Police advisors usually can help increase effectiveness in the following areas:

- Development of intelligence and sources
- Warrant based targeting within the rule of law
- Detainee operations
- Security operations planning
- Resource and logistics management

COIN Principal: Securing the Environment

Long term success in COIN depends on the people taking charge of their own affairs and consenting to government rule. The first step to gaining trust and confidence in the government is to provide a safe and secure environment for the populace to live and work. Initially this involves securing the populace and establishing / securing essential services.

Countering an insurgency requires a police force that is visible night and day. If the populace believes that insurgents and criminals control the streets it is impossible for the government to gain any credibility. The FP maintain a presence through checkpoints and patrols.

The purpose of the checkpoints is to secure key infrastructure or other sites thus assisting in creating a safe environment in the community. The FP in effect use the checkpoints as mini police stations. When the police at the checkpoints and on patrol are proactive and efficient in their duties and display competence and commitment, showing genuine interest in safety and security of the local population, they will contribute significantly to not only their own success, but to the legitimacy of the government.

COIN Principal: Winning the Support of the People

The FP must understand that winning the support of the people is a fundamental principal to their COIN fight and that it is a necessity to accomplish their mission. The police are the most visible agents of the government and are expected to protect the people from any and all elements that would do them harm and must be actively engaged and interact with the community. They must treat the people with respect and decency while maintaining authority and providing adequate security.

The support of the people is not a given for the police in Iraq. Corruption among police at all levels is a persistent problem. Police using their position for personal financial gain is relatively common. Acceptance of bribes from insurgent groups, criminals or even tribal leaders is also a problem. Additionally, the first forms of the FP were disbanded and reformed because of looking the other way during incidents of sectarian violence or even participation in the violence. It can be difficult for the people to trust the police and accept that they are there for the good of the people. This is especially true in Iraq where the police were used by Saddam Hussein to control the population and brutally crush dissent. The police were seen as corrupt and not as protectors. The Iraqi FP must go out of their way to prove themselves as stewards of security and protection.

The relationship between the police and the people should be mutually beneficial. The police protect and secure the population and the people give the police information on criminals and insurgents. The police can then convert the information into intelligence and actions to arrest the enemy or prevent the criminal acts can be taken further securing the population.

The police must understand how to get information from someone while protecting the person who is giving it to them from harm. The criminals or insurgents punish anyone giving up information that would stop one of their acts of violence. Protecting the people and families of those who choose to trust the police is very important.

Part II: The Iraqi Federal Police Organization and Structure

The following information is to assist the advisor in understanding the overall organization of the FP and how a typical unit will be organized and structured. Every unit will vary and the Brigades and Battalions are very much personality based and will differ based on the commander. Additionally, there are differences in units according to the situation and geographic location. It is the duty of each advisor to determine and work within these lines. However, there is a base model of FP organization and structure that the MOI intends to retain as the force is expanded.

Organization

Currently, the FP are comprised of four motorized divisions with 15 brigades, including a mechanized brigade and a sustainment brigade. There is currently a plan to expand to a fifth mechanized division and an overall strength of approximately 21 brigades and several special protection forces. The MOI plans to place a FP brigade in each Province by 2012.

Each fully formed Division commands four brigades, usually with three FP battalions and a Special Troops Battalion (STB). The Divisions also have a STB and a Commando or QRF battalion directly under their HQ. The QRF battalions are proposed to be Air Assault qualified in the future. Future proposals call for a Sustainment Brigade with a Sustainment Battalion, a Maintenance Battalion and a Motor Transport Battalion in each Division. A standard FP Battalion has four Police companies and a Recon Platoon. The Brigade STBs tend to be underdeveloped and undermanned at this time, but these battalions do contain the brigade

staff, maintenance and fuel support troops, a Commando company and the brigade security company.

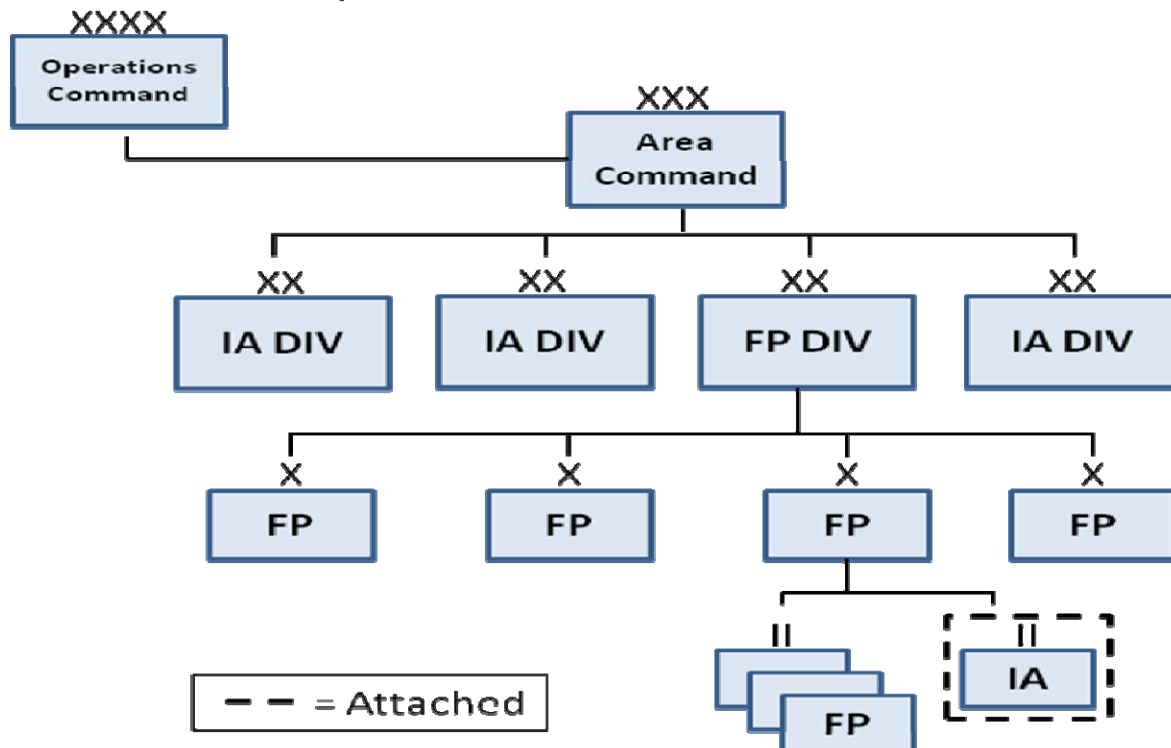
The brigades of 1st and 2nd Divisions are numbered 1 through 8 similar to the Iraqi Army. The 3rd Division Brigades are named in honor of an Iraqi hero or the region it is assigned. Other elements are in flux as the 4th and 5th Divisions are formed. For example the 1st Mech Brigade is proposed to be transferred to the planned 5th Mech Division and the planned Diyala Brigade may form under the 4th Division.

The Federal Police Command HQ retains control of the FP Sustainment Brigade, the supply depots and the training centers, as well as currently having command and control of the Mech Brigade. The Divisions in the field have an administrative and logistical relationship with the FP Command HQ, but operationally fall under the command and control of the Area Commands (equivalent to Corps echelon). The Area Commands fall under the regional Operations Commands. Ultimately they answer to the Iraqi Ground Forces Command (IGFC).

This command relationship often results in a combined Task Organization that deviates from the IFP standard order of battle. For example: An Area Command may be assigned two Iraqi Army (IA) Divisions and one FP Division. Further, a FP Battalion may be attached to an IA Brigade and vice versa.

It is important to note that the Area Commands are joint, so a FP Commander is eligible to command an Area Command and future plans call for the two Area Commands in Bagdad to be all FP.

Example Combined Command Structure



Iraqi Federal Police (IFP) Standard Order of Battle³

Federal Police Command Headquarters - Baghdad

IFP Basic Training Academy - Numaniyah
IFP Academy - Al Amarah
Sader Al-Kanat Training Academy
IFP Training School (Carabinieri Training)
IFP Al Muthanna Vehicle Supply Depot
IFP Supply Depot

IFP Sustainment Brigade

Sustainment Brigade Special Troops Battalion (Med Co and HQ Co)
Sustainment Battalion
Maintenance Battalion
Motor Transport Battalion

1st IFP Mechanized Brigade

1st Mechanized Brigade Special Troops Battalion
1st Mech Battalion
2nd Mech Battalion
3rd Mech Battalion
4th Mech Battalion

Diyala Brigade – Planned

Diyala Brigade Special Troops Battalion – Planned
1st Diyala Motorized Battalion – Planned
2nd Diyala Motorized Battalion – Planned
3rd Diyala Motorized Battalion – Planned

IFP Central Bank Protection Force – Planned

IFP Embassy Protection Force – Planned

IFP Antiquities/Ruins Security Force – Planned

1st Federal Police Motorized Division

1st Division Special Troops Battalion
1st (Seyafiyaa) Commando Battalion

1st Motorized Brigade

1/1 Brigade Special Troops Battalion
1-1/1 Motorized Battalion
2-1/1 Motorized Battalion
3-1/1 Motorized Battalion

2nd Motorized Brigade

2/1 Brigade Special Troops Battalion
1-2/1 (Wolf) Motorized Battalion
2-2/1 Motorized Battalion
3-2/1 Motorized Battalion

3rd Motorized Brigade

3/1 Brigade Special Troops Battalion
1-3/1 Motorized Battalion
2-3/1 Motorized Battalion
3-3/1 Motorized Battalion

4th Motorized Brigade

4/1 Brigade Special Troops Battalion
1-4/1 Motorized Battalion
2-4/1 Motorized Battalion
3-4/1 Motorized Battalion

³ Open source, current as of October 2009 and subject to change. Planned units are displayed in *italics*.

2nd Federal Police Motorized Division

- 2nd Division Special Troops Battalion
- 2nd (Unity) Commando Battalion
- 5th (Sword) Motorized Brigade
 - 5/2 Brigade Special Troops Battalion
 - 1-5/2 Motorized Battalion
 - 2-5/2 Motorized Battalion
 - 3-5/2 Motorized Battalion
- 6th Motorized Brigade
 - 6/2 Brigade Special Troops Battalion
 - 1-6/2 Motorized Battalion
 - 2-6/2 Motorized Battalion
 - 3-6/2 Motorized Battalion
- 7/2 (Lightning) Motorized Brigade
 - 7/2 Brigade Special Troops Battalion
 - 1-7/2 Motorized Battalion
 - 2-7/2 Motorized Battalion
 - 3-7/2 Motorized Battalion
- 8/2 (Falcon) Motorized Brigade
 - 8/2 Brigade Special Troops Battalion
 - 1-8/2 Motorized Battalion
 - 2-8/2 Motorized Battalion
 - 3-8/2 Motorized Battalion

3rd Federal Police Motorized Division

- 3rd Division Special Troops Battalion
- 3rd (Justice) (AAslt) Commando Battalion
- Al Askarian Motorized Brigade
 - Al Askarian Brigade Special Troops Battalion
 - 1st Motorized Battalion
 - 2nd Motorized Battalion
 - 3rd Motorized Battalion
- Knights Raider Light Brigade
 - Knights Raider Brigade Special Troops Battalion
 - 1st Battalion
 - 2nd Battalion
 - 3rd Battalion
- Abu Risha Light Brigade
 - Abu Risha Brigade Special Troops Battalion
 - 1st Battalion
 - 2nd Battalion
 - 3rd Battalion
- Al Mosuli Motorized Brigade
 - Al Mosuli Brigade Special Troops Battalion
 - 1st (Salah) Motorized Battalion
 - 2nd (Jalil) Motorized Battalion
 - 3rd Motorized Battalion

4th Federal Police Motorized Division

- 4th Division Special Troops Battalion - Forming
- 4th Division QRF Battalion - Planned*
- 1/4 (Basra) Motorized Brigade
 - 1/4 INP Brigade Special Troops Battalion
 - 1-1/4 INP Motorized Battalion
 - 2-1/4 INP Motorized Battalion
 - 3-1/4 INP Motorized Battalion
- Other 4th Division Brigades – Planned*

5th Mechanized Federal Police Division - Planned

- 5th Mechanized Division Special Troops Battalion - Planned*
- 5th Mechanized Division QRF Battalion - Planned*
- Other 5th Division Brigades – Planned*

Personnel

The FP is manned with para-military type soldiers called *Shurta (Police)*. It is common for leadership to call the Shurta *Jundee* (Arabic for soldier), especially if he has a previous army background. In the MOI the Shurta are considered employees, and do not sign enlistments as they do in MOD.

The requirements for employment in the FP are to apply for entry, be able to read and write, pass a physical and pass basic police training. Recruiting is usually held in drives in Baghdad and other larger cities. A part of the vetting process is examining the recruit for scars caused by bullets or knives and questionable tattoos (may indicate criminal or militia affiliation). These things indicate possible involvement in criminal or insurgent activity or past prison time. Recruits cannot have been a member of Sadaam Hussein's former Intelligence Agency, Special Forces or Sadaam's personal security detail.

There are background checks that are conducted, but the effectiveness of these checks can be questionable. The ability to read and write is stated a requirement, but many Shurta have entered the force without the ability. The vetting process has improved since prior to 2007. The FP senior command has placed a greater emphasis on quality over quantity. But it still has much room for improvement.

The ranks of the FP are Shiite dominated, but beginning in 2008 a new push to integrate Sunnis in order to diversify the force and shed its sectarian reputation was made. The lack of female Shurta is a persistent problem. There are very few, if any, women in the FP and any that are do not perform policing duties. This cultural issue is difficult for the FP to deal with. The conventional thought is that men protect women in the culture and not the other way around. Yet the FPs run into the problem of dealing with females in their daily tasks such as security voting sites or searching people at religious festivals.

Leadership

Officers have two methods to enter the FP. First, to have been prior commissioned officers of the old Iraqi Army (usually Military Academy graduates) or commissioned Police Officers in the previous regime. Second, to have a college degree, be accepted and pass a basic officer's academy. Most officer's in the second category work in specialized fields that are aligned with their college degree such as communications.

The majority of the Officer and senior NCO leadership of the FP were former army and may be limited on their knowledge of policing operations, but have significant experience managing and employing infantry forces. It is common to see a bias among the officers and within the Shurta against officers who were not previously professional military officers.

It must be considered that some of the officers are politically connected and reached their positions through nepotism. It is also an open secret that commands are "purchased." Although this comes across as very corrupt, it is their system and is also common in many

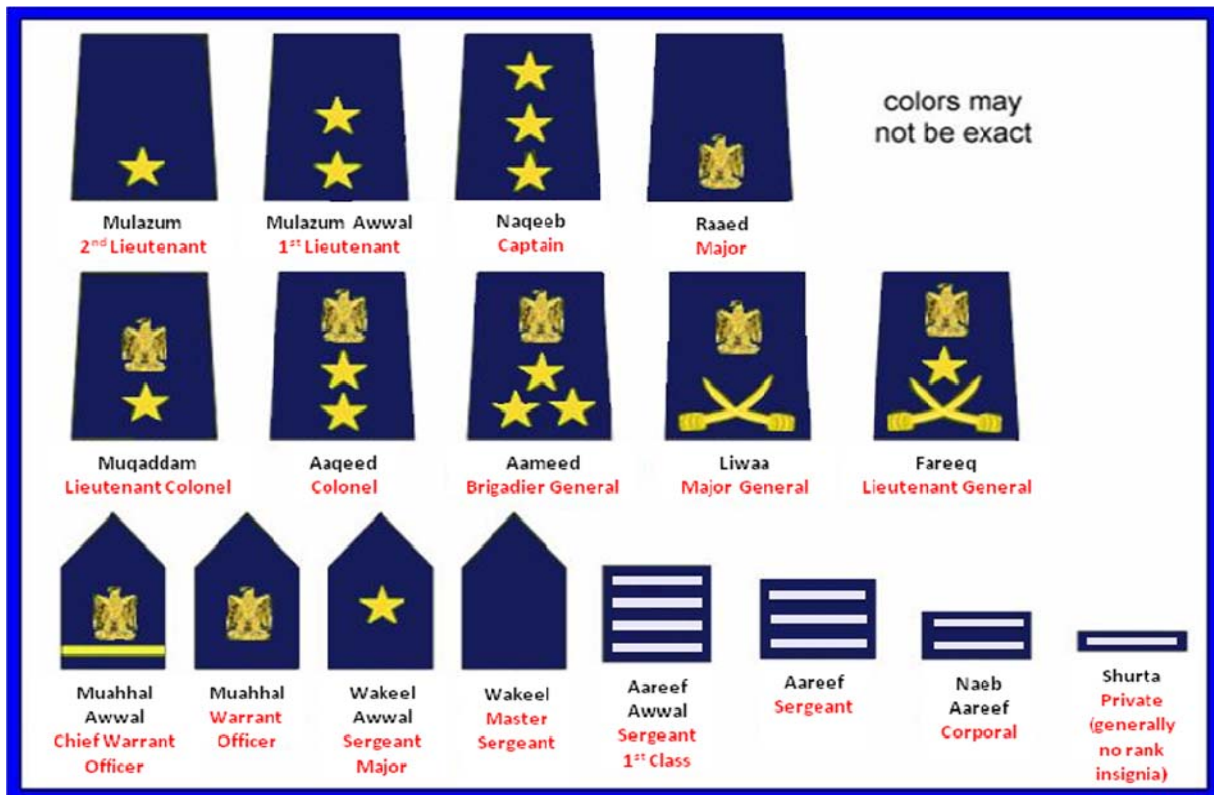
military forces outside of Iraq. The result, however, is a lack of consistent effective leadership with commanders ranging from proficient, to ineffective, to completely corrupt.

The NCO Corps is present, but holds very little true authority. Dependant on individual commanders, a sergeant major may hold a great deal of influence with the commander but it varies by unit and situation. A Shurta is promoted to Sergeant by time in service (four years) and not by merit or potential. The Company Sergeants (First Sergeant) are usually selected because of ability and other qualities.

Leadership positions within the units are generally rank heavy. Majors (Raaed) command companies (although Captains and Lieutenants can command), Colonels (Aqeed) command battalions and Brigadier Generals (Aameed) command brigades. There is usually a large number of Colonels at the brigade staff level.

Rank

Rank insignia for the FP is identical to that of the Iraqi Army except that shoulder boards are dark blue (or digi-blue). The rank is worn on the shoulder of the uniform.



The former military officers usually have gold stars while former police use white stars, however this designation is unofficial. It is rare for the enlisted Shurta, to include NCOs, to wear any rank insignia. It is also common to see a FP Sergeants Major and Warrant Officers wearing U.S. style Command Sergeant Major insignia on their collars.

FP Officers who have a red stripe on their rank are graduates of the Iraqi Command and General Staff College and outrank fellow officers of the same rank without the red stripe. The red stripe brings with it the denotation of —Staff (Rokum) to the titled rank. A FP Battalion Commander who is a LTC (Moquaddam), and has the red stripe on his rank is a Staff LTC (Moquaddam Rokum), outranks other LTC Battalion Commanders without the stripe. It is important to recognize the Rokum status when referring to an Officer's rank. The Rokum status is prestigious and is present in the Iraqi Army, FP, Border Police and local IP rank structure. An Iraqi Officer will maintain his Rokum status throughout his career, and it will represent his formal military education on the Iraqi staff process.⁴



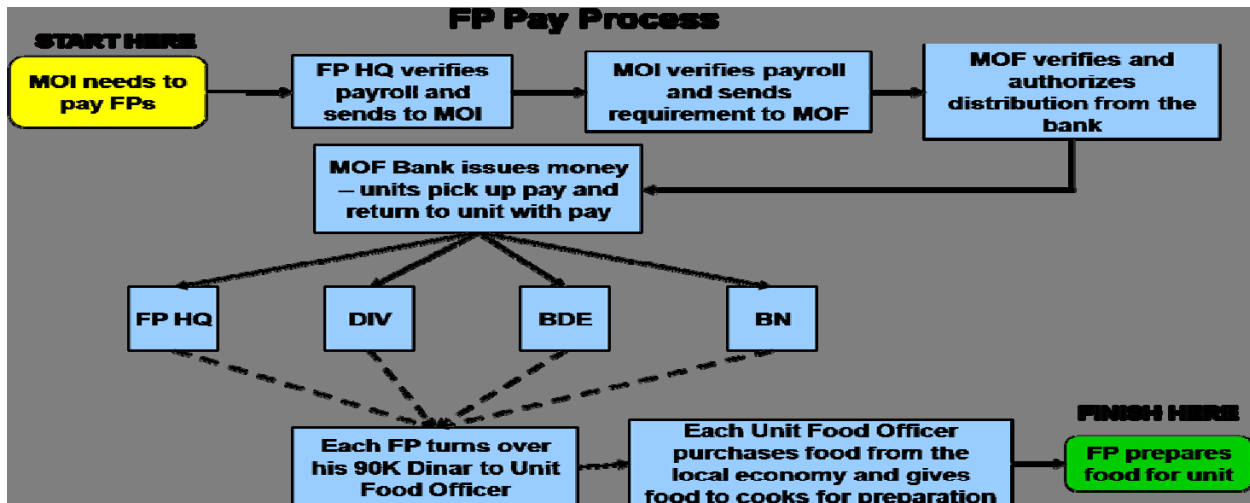
Pay and Food

The process of paying and feeding Shurta is very different than the systems used by U.S. Forces. It is essentially an analog system that is based on cash changing hands. Obviously there is a high possibility for corruption anytime cash is exchanged.

The basic process is personnel rosters are sent to the FP HQ by each unit. These rosters are verified by both the FPHQ and the MOI. The Ministry of Finance (MOF) allocates the money and each unit's Pay officer picks up the money. Each unit sets a date and time for payment distribution. There are no electronic transfers; all payments are cash.

Included in the pay is a 90 thousand Dinar (around \$78) monthly per Diem for food. Each Shurta turns over his 90K Dinar to the unit Food Officer where the money is combined and food is locally purchased. Each unit generally has a dining facility of some sort for the Shurta and a smaller one for the Officers. Personnel are employed as kitchen staff and prepare all meals. Unit (BN and higher) Commanders may also have their own kitchen staff that prepare their personal meals and chai as well as food for entertainment or meetings.

⁴ *How the Iraqi Army Operates*, Edition 1.2, JCISFA



The critical points for corruption in the process are with the records and the Per Diem. It is common to find that the units books are “cooked,” i.e. – nonexistent employees are carried on the rosters. At first glance this seems to be a prime example of personal corruption, but in some instances there are good intentions behind this. Some examples may be that the families of Shurta killed in the line of duty are being taken care of by carrying the deceased on the books and giving the families the pay. Other less charitable instances are a Commander using the money for bribes or simply enriching himself.

The 90K Dinars per diem is often used in a corrupt manner. Common examples are substandard food being purchased as a low price and pocketing the extra money or using some of the money to purchase fuel for the unit on the black market.

Equipment

Each FP unit is equipped by MOI based on a standardized and published MTOE. Generally the units are fairly well equipped with hardware and the FP has gone through several iterations of fielding for vehicles and uniforms. The major problem is that the end item is issued in compliance with the MTOE, but many units lack the subcomponents of an end item or have the inability to replace worn out parts or items and the inability to effectively maintain the authorized equipment. This often results in units or individuals purchasing their own equipment (often black market) or the unit using funds marked for food to purchase repair parts.

Communications

The FP rely on two means for primary communications; Motorola ICOM radios (or compatible models) and cellular telephones. There are very few tactical radio systems available and few if any subject matter experts available for maintenance and repair. The major challenge presented with this hardware is communications security.

It is very common for the FP leadership to carry several cell phones and is the principal means of communicating with other commanders and senior staff officers as well as with their Coalition forces partners and even the Advisors. Cell phones have the potential to be monitored and present a security risk as they could be captured and/or stolen and exploited by insurgents or criminals. Coalition Forces Electronic Countermeasure (ECM) devices also have a disruptive effect on the use of cell phones as communication. However, to the FP leadership the convenience of cell phones, and the fact that it is often the only means of communicating with each other, will outweigh the associated risks and complications.

Cell phones have become very accessible in Iraq and most of the Shurta have their own phone. This tends to be a double edged sword as it helps the enlisted members of the units stay in contact with the unit and their families; but on the negative side it can be at best a distraction and at worst an OPSEC breach. Most units have a stated policy that personal cell phones are not allowed to be used on duty, but the results of enforcement of this policy are mixed.



The ICOM radios are more secure because they have encryption capability but also have the risk of being monitored and exploited. The ICOMs are usually located with the checkpoint commanders and patrol leaders as well as at the operations headquarters of each echelon. Each echelon will have its assigned frequencies and net. The traffic on the radio can be very high at times, but it gives the benefit of increased situational awareness across the units. As with the other FP equipment there tends to be problems in maintenance and replacing parts and accessories, especially batteries. Communications suffers from the immature and often ineffective MOI supply system. Accountability can also be a problem.

The majority of staff to staff communication is conducted via staff couriers delivering reports to headquarters. The FP have made significant improvements in automation, but limit the use of computers to generating reports and briefings. Computer viruses are a major problem for the FP and tend to cripple their ability to network among units and headquarters.

Weapons

The FP are armed much more heavily than a traditional police force. The Shurta carry rifles and patrol vehicles are heavily armed. However, the FP are not as heavily armed as the Iraqi Army. Standard weapons include pistols, light and heavy machine guns, and assault rifles.

Most officers carry a Glock 19 (9mm) pistol in a hip holster. The Glock is the most common pistol used by both MOI and MOD. Some Officers and NCOs may carry a pistol that is personal weapon. The types these weapons vary.



The standard weapon for a Shurta is the AK-47. Most of these rifles are surplus from the former regime and the Iraqi government has redistributed. The level of maintenance varies from very good to poor depending on the unit and the skill of the individual armorer at that unit. Generally the rifles are not zeroed, but Shurta are assigned individual weapons. Accountability also varies from unit to unit, but is usually decent because individuals do not want to give up or lose their weapons.

The most common light machine gun used by the FP is the PK Machine Gun. The PKM fires belt fed 7.62x54mm ammunition from an open bolt. It has open sights similar to that of an AK. The maintenance of the PKM also varies among units. Muzzle awareness and safety are larger concerns with the PKM. The Shurta that carry the PKM rarely have any significant training with the weapon and are usually selected because of their body size. The PKM is common at the checkpoints, but is often employed incorrectly or ineffectively (i.e. – not oriented on high speed avenues of approach or on high ground supporting the position).

Many units use the DShK 12.7mm anti aircraft machine guns mounted to patrol trucks. The weapons are mostly previously captured or were discarded by the former Iraqi Army and most



are reconditioned or rebuilt by cannibalizing other discarded weapons. The DShK is usually mounted in the bed of a patrol vehicle and rigged with a gunner's seat mounted to the base of the weapon. There is very little training conducted with these heavy weapons and safety is a major concern. In most cases the gunner or the weapon are not capable of depressing or rotating the weapon to prevent "flashing" other personnel or vehicles. Additionally, the drivers will tend to drive at

high speeds and make erratic movements while the gunner is positioned behind the loaded weapon. Personnel should be extremely careful and vigilant when operating around these weapons.

There is a proposal to equip the FP with light 60mm mortars in the future, but it is unclear if it will be approved for a government force other than the army to have that type of weapon.

It is common for FP units to keep some captured weapons and ammunition if confiscated. This is authorized, but the unit is supposed to report any weapons retained. Often units will keep RPGs, which are not authorized by MTOE, to use for base defense. Sniper rifles are also often retained. The FP are NOT authorized to keep mortars, munitions or explosives. Those items are to be turned over to Iraqi EOD, or can be turned over to Coalition Forces for forensic exploitation.

Vehicles

The Iraqi FP use several types of vehicles ranging from pick-up trucks to armored vehicles. The FP use a blue and white paint scheme associated with police forces. Red and Blue police light bars are usually mounted on top of the vehicles.

The most common vehicles are pick-ups. These vehicles range from small Chevy LUVs and Ford Rangers, Ford F-150 and Chevy Silverado, to bigger models like the F-350. Most of the pickups are modified with fabricated steel plates on the doors and in the bed for small arms protection.

The FP are also equipped with a significant number of M1114 Armored HMMWVs which have been reconditioned and transferred from U.S. forces. The M1114 has armor on both sides as well as the bottom providing better protection than the “add on” armored pickups the FP use.

Another benefit is the weapons turret that provides a platform meant to hold and fire the weapon. However, the mounts usually have to be modified to hold the PKM type weapons of the FP. The M114s have also been painted in the blue and white police scheme of the FP. The major challenge is in maintenance. The FP have a training program established, but still are limited on certified and capable HMMWV mechanics.



U.S. forces partnered with the FP are able to help as far as maintenance training; however ordering parts is a significant problem. The U.S. forces use M1151 model HMMWVs, and although the vehicles look similar, especially to an Iraqi, the parts association is only 40% the same. The MOI is establishing a contract for M1114 parts but it is unclear how efficient the contract will be, how long it will last, and how it will fit with unit level field maintenance of the FP.

REVA armored vehicles are present usually at the Brigade HQ level. The Brigade will usually



have 10-12 of the vehicles. REVAs are a 4x4 personnel carrier that offers more protection against IEDs, RPGs and sniper fire than the ad hoc armored pick-ups. It can seat 10 passengers and is equipped with two hatches for light machine guns. Maintenance and parts replacement are a concern for these vehicles. It is common

for the vehicles to be static at important points such as bridge crossings but many units effectively use the vehicles for route clearance operations.

The Mechanized Brigade is equipped with the BRDM armored vehicles, mostly BDRM-2s. The Mech Brigade maintained the desert sand color scheme on the vehicles. The vehicles are often used to establish strong points and for route clearance.

Facilities

The FP occupy a variety of established facilities. Many are buildings and compounds that belonged to former regime MOI and MOD. Some facilities are abandoned factories or similar

locations. These types of facilities are generally tied into the city power grids and electricity is available, but they experience the rolling brown and blackouts common in the cities.

At the checkpoints the FPs often build plywood structures for shelter. These small buildings are austere but do provide shelter from the sun and wind. The Shurta live at the checkpoints so there are bunks and amenities such as portable stoves or hot plates to prepare food and make tea. Electricity is usually pirated into the shacks by an extension cord. Living and working at these checkpoints is difficult at best.

The living conditions are improved if the facility is a Joint Security Station (JSS). The biggest improvement is the consistent power that the Coalition Forces bring with their generators. The Iraqis may have generators of their own, but often lack the fuel to run them on a consistent basis. Still, living on a JSS is difficult for Iraqis and Americans alike.

Uniforms

The FP have adopted a uniform consisting of pixelated black and blue camouflage uniform similar to the U.S. Army Combat Uniform. The uniform includes a patrol cap, body armor and PASGT Kevlar helmet. Officers and Warrant Officers/Sergeants Major wear either a black or maroon beret (officially the black beret is for FP and the maroon for IA) with the Iraqi national eagle symbol affixed on the left side. The body armor tends to be a mix of camouflage patterns or solid black or tan colors. The Shurta required to wear body armor are issued a ballistic vest and have some form of plate insert. However, it is very rare to see the officers wear body armor due to machismo and cultural perceptions.

The Shurta usually wear desert combat boots. Officers may wear combat boots or shoes. There is no standard foot gear in the FP. Boots are a common item that FP troops (including officers) will request from their advisors or coalition force partners.



Many of the FP Shurta tend to wear excessive amounts of equipment. It is common to see a Shurta on a checkpoint wearing kneepads on his calves and knees, elbow pads, sunglasses and goggles on his helmet. Some will purchase modified uniforms with extra pockets and Velcro at their own expense. Flashlights and other accessories are common parts of the uniform. Shurta will often ask for batteries for their accessory equipment.

Systems

Work-Leave Schedule

The Iraqi Security Forces (both MOI and MOD) employ what to western standards is a very liberal work leave policy. Generally, a Shurta in the FP works for 21 days and is entitled to seven days of leave (FPs refer to the time off as *jasim* which roughly translates to vacation or time of rest). In some cases there are two key personnel that occupy one billet and share a weekon week-off schedule.

This schedule can be disruptive and frustrating to the advisor and coalition partners working with the FP, and causes some resentment. There are reasons for this policy that make cultural sense.

The Iraqis work what can be described as a firehouse schedule. They live at the HQ, or at the checkpoints, often in very austere conditions, for the entire time that they are on duty. Rarely does a Shurta work near their home and they do not see their families for the entire time they are on duty. With no centralized pay system or electronic payment into a bank account the Shurta have to return home to support their families and give them their pay. This system is similar to the old Iraqi Army system. It can be frustrating but is an established method and system that is an embedded part of the FP culture.

The FP doctors at the medical clinics are authorized to give Shurta's up to 3 days of sick leave. The Shurta are not authorized to leave the unit site area during sick leave.

Training

One of the biggest obstacles for the FP is training. Operations will always take precedence over training. Resourcing the training can also be difficult and is often a low priority or an entirely new concept.

The FP have three main national training centers. Basic Recruit Training (BRT) should take place at Numiniya training center south of Baghdad. Numiniya is also home to the FPs mortar training school. The second step of FP training is held at Solidarity in northern Baghdad. This



training is the FP specialty training course designed to take basic recruits and turn them into Federal Police. The 3rd training facility is the Federal Police Specialty Training Center at Camp Dublin on Victory Base Complex. The main training event at Camp Dublin is Special Unit Training run by the Italian Carabinieri (Italy's national police force) under the NATO training mission. The 12 week course provides training in Public Disorder, Law Enforcement, Investigations, Forensics, SWAT and Urban Operations. The course also focuses on leadership and train-the-trainer type of training.

The object of Carabinieri training is to professionalize the FP and increase the capabilities of entire battalions. Training units are pulled from operations and remain at the Camp Dublin site throughout the course. This does present challenges to the national command as these units have to be temporarily replaced in their area of operations and requires high level planning and coordination with the operations centers which maintain command and control of FP units while in their AO.

As the ISF gain more control over the security of Iraq, the focus of the FPs will continue to shift to training and professionalizing the force. The HQ FP Commander and staff are focused on training and will accept training from any source to better their organization.

Staff Systems

The Iraqi military was originally trained and heavily influenced by the British military, hence they are more comfortable with the British model of staff systems. The FP are organized and operate along the same lines as the Iraqi Army as far as systems and planning. The FP may be more centralized in execution and loose in the process of planning. It is important to understand the process that the FP Commander and staff will use in planning and how to engage within it.

Generally the FP staff officers will reject the highly structured Military Decision Making Process (MDMP) that American forces use and gravitate to the British Estimate Process, which is most similar to what they learned in the old Iraqi Army (especially Staff College graduates).

The British Estimate Process consists of seven components:

- 1) What is the enemy doing and why?
- 2) What have I been told to do and why?
- 3) What effects do I want to have on the enemy and what direction must I give to develop a plan?
- 4) Where can I best accomplish each action/effect?
- 5) What resources do I need to accomplish each action/effect?
- 6) When and where does each action take place in relation to each other?
- 7) What control measures do I need to impose?

As previously stated, the FP Commander and S3 tend to do all the planning in a vacuum and do not always involve the staff. They may use this process, but very loosely, or they may not use it at all.

The Iraqi staff systems are similar to the American systems but are influenced by culture and traditions (Arab, Iraqi, military) and differ in ways ranging from subtle to distinct. In the American system the staff is in place to help the commander make decisions and to control the unit while the commander commands. The Iraqis tend to be more compartmentalized in their duties and processes. Each officer and section has their own lane and are discouraged from

even inquiring about other's areas. The commanders tend to command and control their formations making all decisions. Unity of effort is viewed through a different lens than an American, but that does not diminish the need for efficient and effective staff systems and personnel.

Administration

The Administrative Officer (S1) is often considered just as important as the S3 and is often the same rank or possibly a higher rank than the S3. The S1 handles the human resource aspects of the units as well as being the officer that engages MOI and other government agencies. For example, the S1 may have to register the vehicles for the entire brigade at the Department of Traffic. Generally, the S1 is a very experienced, skilled and intelligent officer. Most S1s have a solid handle on personnel numbers and other administrative records. At brigade and higher levels there may be additional officers responsible for finance and mail.

Intelligence and Investigations

The most unique staff section and staff function that the FP have is the Intelligence section. The S2 in the FP is very different from the S2 in the American system. The FP S2 Officers are a part of the National Iraqi Intelligence Agency (NIIA), the MOI intelligence organization and are assigned to units of all levels by NIIA. The units Investigators are also members of NIIA. This results in the S2's serving two masters, the MOI and their FP unit Commander. How much they work with or work for the commander is based on the personal relationship with that commander. The relationship therefore varies by unit. Some have a good relationship and will work well with the unit; others will not work together at all. Usually the S2's allegiance to the MOI will take precedence over his allegiance to the unit. Often it can be an adversarial relationship in which the commander considers the S2 a spy or the S2 conducts his own independent operations outside the control or even knowledge of the battalion or brigade.

The FP S2 tends to be a master Human Intelligence (HUMINT) collector, managing multiple sources and collecting on individuals or networks within their geographically assigned area. The S2 section may conduct independent raids to capture and detain suspects. The interrogators and investigators of the unit work for the S2. The section also handles and conducts the detainee operations within the unit.

The concept of targeting is also different. Targeting for the Iraqi S2 is rarely a proactive process as U.S. Forces apply it. All targeting in Iraq is now warrant based and the S2 usually has the responsibility of submitting evidence and acquiring the warrant, however most warrants are pushed down from Division or higher levels. For the most part the S2s and their investigators do not put very much effort into targeting. They often see it as a waste of time and get frustrated with the Iraqi Judges and the justice system.

Generally the S2 is also very secretive and severely stovepipes information. Again, it depends on the relationships within the unit, but the S2 rarely works with the operations staff. It is common for neither section to know or understand what the other section is doing.

Operations

Operations in the FP hold the most potential for the advisor to influence and improve. The focus of the operations sections is to manage the day to day business of the unit. The sections will have an operations room where the radios and phones are located. The S3 or a watch officer is on duty in the ops room. Generally the unit will receive and generate a fairly large amount of paper reports. Most units can effectively battle track on maps and keep a very detailed operations log book. But there is rarely the ability or interest in conducting predictive analysis or gaining more advanced situational awareness.

The S3 of the units plan and coordinate missions but, depending on the strengths and experience of the unit, this area can be lacking. The planned missions tend to be canned or “off the shelf” operations. Often planning is conducted by the Commander and S3 in late night sessions without other staff members. Because the S2 and S3 rarely work together the operations are seldom intelligence based. The level of detail and the effectiveness of the planning depend on the capabilities of the S3. Often, it specifically depends on if the S3 is a red striper (Staff College graduate) or not. Generally most planning and coordination takes place at brigade and higher levels. Written orders are unit dependant. The FP use the same format and process (British) for orders as the Iraqi Army but may not produce written orders in advance of a mission for fear of compromising the mission. At battalion and below the orders are usually simply patrol schedules. Occasionally, and dependant on the unit, brigades will produce written orders. At Division and higher it is common to see written orders. It is also common for these headquarters to keep orders of successful mission and shelve the order to be used again the next time there is a similar requirement.

Operational security (OPSEC) is a persistent and overriding issue with the operations of the FP. Often, subordinate commanders are not told of a mission until the last possible moment. That is also why it is common to see planning held close to a commander and S3. The S3 may plan a large and complex mission on his own, never telling his own operations staff about the operation. The prevailing thought is that once sensitive information is out, it will quickly be spread and the enemy will know. This belief is not unfounded. There is a web of personal, family, tribal and other issues that will affect the security of information in any unit. If the Shurta know details of the mission there is a good chance the criminal or insurgent groups will know as well.

Logistics

Logistics can be considered the weakest link in the FP system. The MOI logistics system is established but the same suppliers that supply the U.S. Forces, also supply the Iraqi system. Manufacturers have a relationship with the U.S. Forces to fill and ship all orders to U.S. Forces, both in Iraq and Afghanistan, before filling any other orders. Since the Iraqi Army has been the priority of the U.S. since 2003, they have had time to develop an ASL and increase stock level of their emergency reserve. The MOI has been handled in a different manner since the focus has shifted.

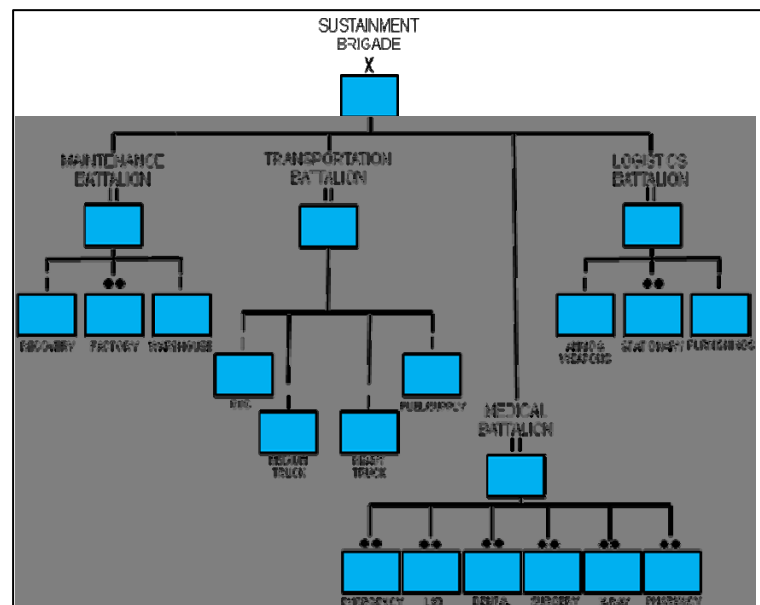
Although the logistics system is established, it has not been tested to its fullest due to the lack of supplies arriving to theater. The system is not necessarily broken, but nothing is pushed if there is nothing to push. The FP have developed many 'work arounds' that is normal for them, but not for U.S. Forces. Methods from charging the user for the supplies he uses or punishing a Shurta for losing or damaging equipment. Many Shurta take their own money to buy parts to keep their trucks running, but it is still not enough to meet the demand of their requirements. When the supplies are available, they are pushed in equal portions to all units so no favoritism is shown. Due to the lack of supplies, the logistics organization of the FP operates within a tight centralized management structure resulting in a very reactive process.

There are seven categories of general supply used by the Federal Police:

- **Personal Supply** – uniforms, individual equipment, law enforcement equipment, and hand tools.
- **General Materials** – office equipment, stationary, housekeeping supplies, and equipment.
- **Fuels** – petroleum fuels, lubricants, hydraulic and insulating oils, preservatives, liquids and gases, coolants, de-icer and anti-freeze compounds.
- **Weapons and Ammunitions** – ammunition (40mm, 7.62mm, and 9mm calibers), pyrotechnics, cleaning kits, and other associated items.
- **Vehicles** – armored vehicles, pickup trucks, sedan, SUVs, water and fuel tankers, motorcycles and ambulances.
- **Repair Parts** – repair parts and components include kits, assemblies, and subassemblies (repairable or non-repairable) which are required to maintain organic MOI fleets and equipment.
- **Medical Supplies** – medications, equipment and general medical supplies.

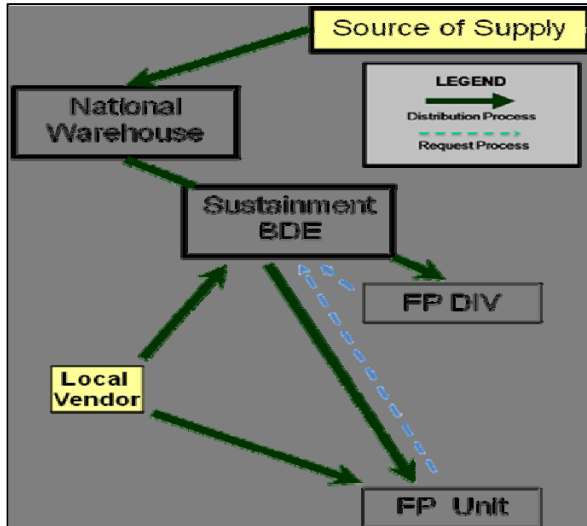
The FP is supported through the national warehouse located at Baghdad Police College and Abu Ghraib for centrally procured and U.S. issued items. The Federal Police Sustainment Brigade manages the logistics at the national level.

The Sustainment Brigade's tasks are to move personnel, supply, and fuel distribution capabilities; maintain the fleet vehicles owned by the FP; sustain the FP with all classes of supply, maintain a national stock level requirement of the supplies; and provide Level I and II medical



treatment, medical supply, and ground evacuation capability. The Sustainment Brigade is severely constrained by lack of equipment and personnel and is often not capable of supporting the FP organization at the national level.

At the every unit (battalion and higher) there is an officer responsible for supply and a separate officer responsible for maintenance and fuel. Often either officer or both are called the Administrative Officer. The supply officer is usually a part of the S3 shop while the



maintenance and fuel officer is considered a primary staff officer. These two officers do not necessarily coordinate with each other or synchronize efforts.

Sustainment in the FP is accomplished through a pull request process. The process is usually “Fill or Kill”; meaning that if the items requested are not on hand at the warehouse the request is outright denied. Since everything is done manually, there is no backorder process and they cannot hold requests until items arrive. The one exception to the pull request process is fuel distribution.

The method for request in most of these categories is the Form 101. The form is actually an Iraqi Army standard form, but it is used by MOI and the FP for supply purposes. The exception to the use of the Form 101 is the Fuels category.

The request must be an MTOE authorized item and must be physically checked against the MTOE quantity. Often the unit is required to write a cover letter for the Form 101 that justifies the need of the item. The 101 and the cover letter must be signed by the unit commander and is taken directly by the unit supply officer to the Commander of the FP Sustainment Brigade.

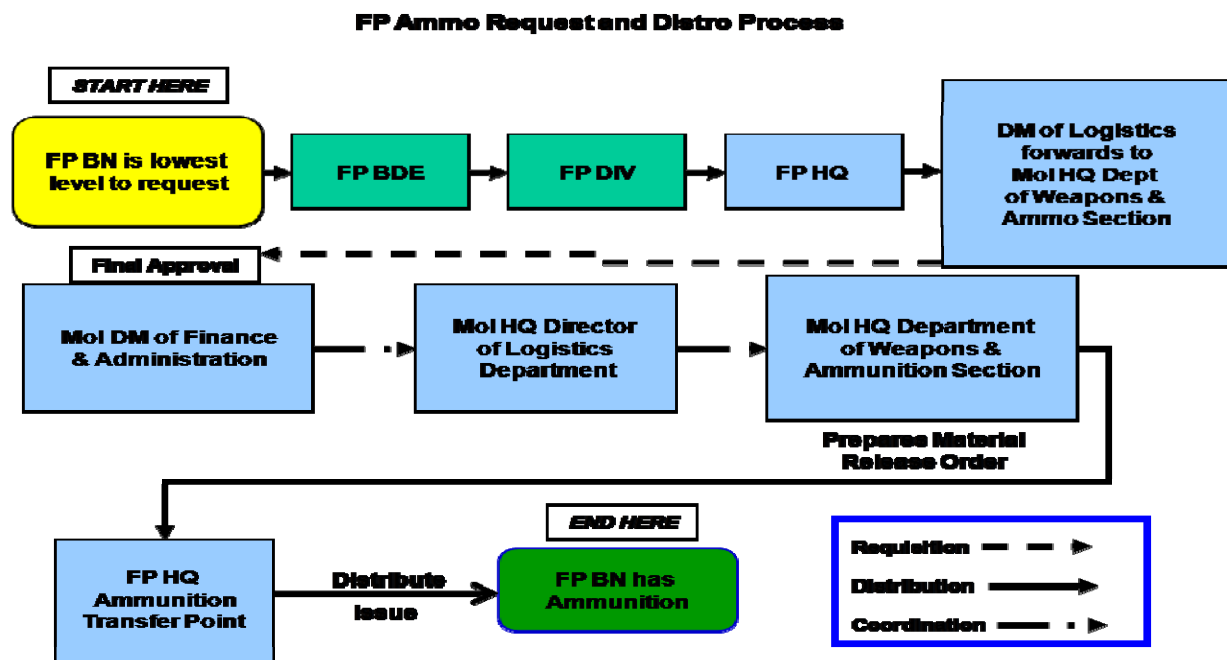
Although the Administrative Officer is supposed to inform the next higher HQ of the request, and inquire to see if the higher HQ can fill the request, they do not necessarily have to do so. In reality, a battalion supply officer is authorized to go direct to the Sustainment Brigade. The same officer is required to receive the supplies in person for the unit.

The Sustainment Brigade Commander reviews the request and either approves it and sends the request and supply officer to the warehouses run by the supply battalion, or disapproves the request.

If the items requested are on hand and the request is converted to a Form 102 designating what items warehouse is required to issue and the unit supply officer receives the items. This is often based on the relationship that the unit supply officer has with the Brigade Commander.

of the supplies and issue the items requested to their units. They do have the capabilities to stock an ASL, but due to the lack of supplies at the MOI level, they are not issued supplies to stock. The current stock at the BDE level is for emergency and reserve requests from the entire force.

Ammunition is a highly controlled item and requests for ammunition differ from the normal supply process, but the unit supply officer is still responsible for the category of supply. The unit prepares an Ammunition Expenditure Report signed by battalion, brigade, and division commanders and presents it to the Federal Police Commanding General. Operational ammo is based upon the Unit Basic Load on the MTOE. Training ammunition allocation is based on the experience of the shooter (years in service) and on a yearly schedule of marksmanship practice. The request is supposed to be forecasted and may literally take months to fill. The FP CG retains approval authority for all ammunition and may deny the request, reduce the amount, or approve the full amount. The final approval for ammo is granted by the MOI Deputy Minister of Finance & Administration.



Maintenance

There are three categories of repair for the Federal Police:

- **Field Maintenance Repair** – Consists of general and routine vehicular maintenance checks, services, adjustments, or minor repairs conducted by unit mechanics at the battalion and brigade level or from the local service stations where available. Generally there is no budget available to contract work at local service stations.
- **Medium Factory Repair** – Conducted by Sustainment Brigade at their repair facility in Baghdad. Services include general repair, partial reconditioning, modification, and

minor rebuilding. Medium factory repair is used when repair exceeds field maintenance capabilities.

- **Base Factory Repair** – Consists of full reconditioning, major conversions, or major repairs (similar to depot-level repair).⁵

The majority of the maintenance done is the unit level field maintenance repair. The quality of maintenance is unit dependant. Most have experienced mechanics that are capable of maintaining the pickup trucks in the fleet. Maintenance of the M1114 HMMWVs and the REVA Armored vehicles is more challenging. Even the Sustainment Brigade is limited on knowledge and experience with these vehicles. The Sustainment Brigade does have the facilities and equipment to properly diagnose and repair all types of FP vehicles, but many units are reluctant to evacuate their vehicles to the Sustainment Brigade. Vehicles are assessed and repaired in the order they arrive. The lack of prioritization results in long delays for some vehicles that have reality minor problems. This results in the commanders having little faith in the system. Often the FP Commander fears corruption or theft will occur if he lets another unit touch his vehicles or he has an unrealistic expectation that his problems have an immediate fix. Additionally, the all of the FP repair facilities are located in or near Baghdad and it is difficult for units in outlying Provinces to evacuate their vehicles that distance.

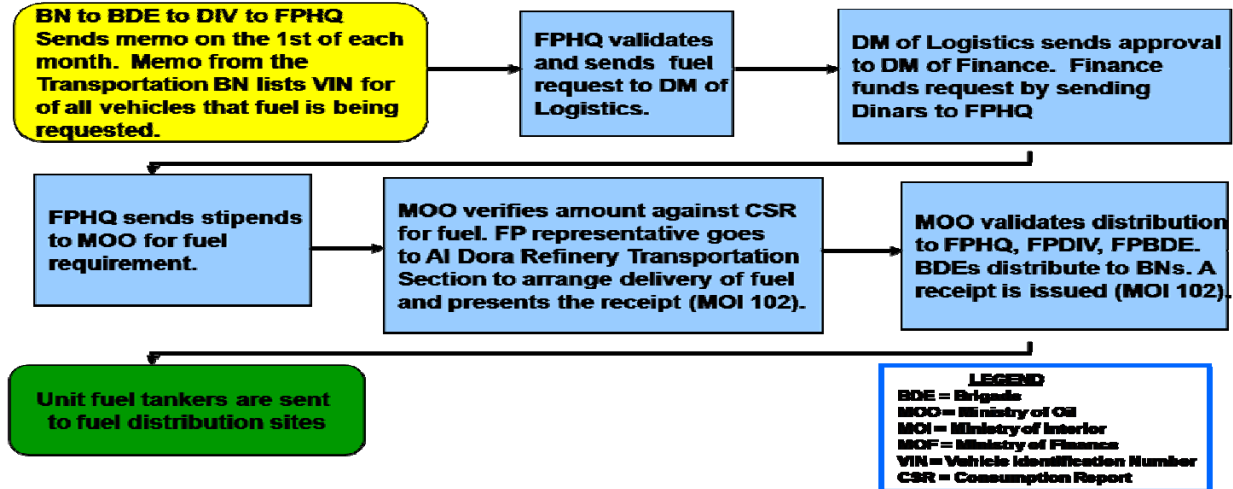
Fuel

Fuel is handled differently than the other types of supply in the FP. Fuel is a scheduled push to units at the beginning of each month. Each FP unit send memo listing all vehicles and the type of fuel required. Iraqi vehicles use either benzene (gasoline) or diesel. This monthly push does not include generator fuel, which is requested separately through the MOI Logistics Department and approved by the Deputy Minister for Administration. Forecasting is simply not something in the Iraqi mindset. An allocation of fuel is provided on a monthly basis based on the number of vehicles without consideration for operations or the fluctuating prices of fuel.

Some Brigades have large storage containers at their HQ for storage. Generally each brigade will distribute an equal amount to each battalion and hold 10 to 20% as a reserve. The Brigades have the ability to request emergency resupply through the Division HQ, but this is seen as showing weakness and subordinate units are rarely willing to ask.

⁵ *Ministry of Interior Logistic Handbook v2.1*, Iraqi Ministry of Interior.

FP Fuel Request and Distribution



Fuel is a contentious issue throughout the FP. The problems range from poor unit level management to national disputes between MOI and MOO, all resulting in fuel shortages. Corruption is a major problem concerning fuel in the FP. Fuels are easily pilfered and easily sold on the black market. It is also common for government officials (local, Provincial, MOI) to literally pull up to fuel tanks and take what they want, with threats of retribution to the Shurta if they try to stop them. Even the FPs might steal unit fuel for use in their personal vehicles or generators. Regardless of the reasons, the result is degraded capabilities for the FP.

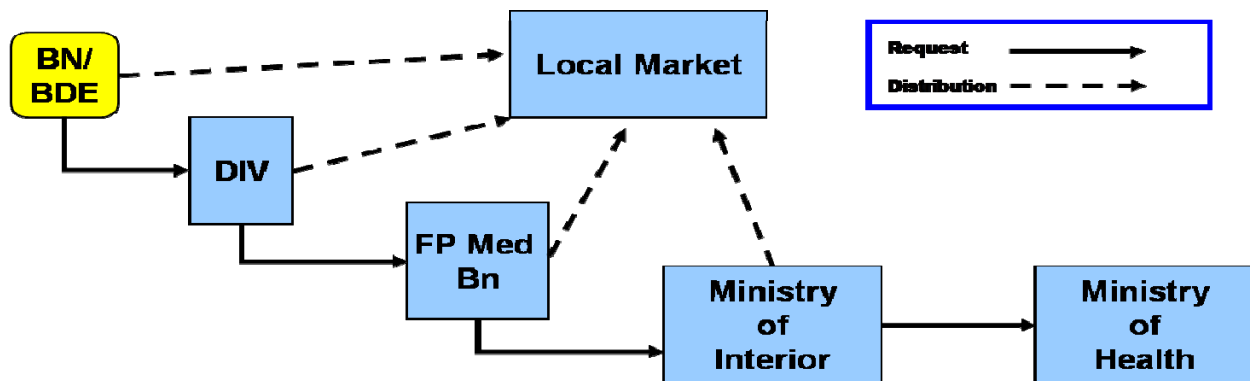
Medical

The medical system is underutilized and often dismissed in the FP. Medics are selected and trained at unit level, but they are often used as regular Shurta. The confidence in the medics is often very low and the Shurta do not want to use them. There often little command emphasis placed on the medical systems of the units. Medics are able to distribute some medications and may know basic life saving techniques, but commonly have significant shortages in supply. This limits what their effectiveness and makes the Shurta even less confident in their abilities.

Units usually have an agreement with a local hospital or medical clinic for medical care. During field operations a medic and ambulance driver are supposed to evacuate casualties to that location. Rarely do they inform the medical facilities of possible operations or mass casualties due to OPSEC.

Medical supply works similar to general supply, using the Form 101 and 102. Requests are filled at the lowest level; unfulfilled requests continue up the chain of command until filled. Supplies are acquired through local vendors. Medical supply may periodically be push packages to all MOI organizations based on number of employees.

Medical Supply Request and Distro



In the future the FP Divisions are proposed have a fully manned Medical Company to support its subordinate units. In addition to the lack of command emphasis the major constraints to the medical system in the FP is a severe shortage of medical doctors in Iraq overall, and especially in the FP, leaving the organization with very little medical expertise or leadership as well as pay being more than 40% below MOD & Ministry of Health (MOH), restraining the recruiting of trained medical employees.

Section 3: Advisor Challenges and Strategies

“You Will Never Win... Nor Should You. One of the hardest things for U.S. leaders to understand is what success looks like. Advising is the decisive military component of building partner capacity (BPC) and COIN. In BPC and COIN, there are few if any noticeable victories. Progress tends to occur at a glacial pace and cannot usually be tracked on a day-to-day basis. The advisor attaining a tactical objective does not achieve success; success is achieved by the Foreign Force (FF) achieving the objective. Conversely, failure belongs to the advisor. In a more immediate sense, advisors will likely never please their own Service with regard to the forces they are advising, and they will never fully satisfy the demands of the FF unit. Advisors are figuratively and literally caught in the middle. Advising is the art of striving to make a win-win situation for all parties. Thus, the advisor and FF relationship is like the offensive line and quarterback on a football team: The advisor removes the obstacles in the way of the FF and takes the blame when the quarterback gets sacked. Only a FF plan will succeed—and it will only succeed if it is their plan.”

FM 3-07.10

Advising the Iraqi Federal Police (FP) in the midst of an insurgency is a challenging and often frustrating undertaking. The environment is complex with a mix of insurgent and criminal activity as well as the FP being unique organization that is a mix of both military and police. There is no comparable organization in the United States and everything concerning the FP and the individuals in it are influenced by cultural and ethno-religious factors and previous experience.

The task may seem daunting if not impossible, but these difficulties can be overcome through patience, understanding, knowledge and determination. The information in this section is drawn from After Action Reviews, interviews and Best Practices of many Advisors and Transition Teams taking in account years of experience and ideas as well as academic and military/police studies. Common problems and issues are discussed. Every FP unit, Commander and Staff will be different and require a unique advisory approach. There is no one solution or a cookie cutter approach that will work. However, this information will help the advisor develop strategies and provide tools to make an impact on the Iraqi FP.

Leadership Challenges and Strategies

Ineffective Leadership

The FP leadership at the unit level varies in quality. The problems are compounded by the fact that the units are extremely command centric. If the commander is ineffective, the unit is

usually ineffective. Advisors will often find themselves in a leadership development role. This may be difficult due to differences in rank and leadership styles and traits, but for the long term stability and growth of the FP, must be done.

Leadership development includes the delegation of authority, decision making at the appropriate level, leaders taking initiative, and counseling. Some [FP] commanders delegate effectively by ensuring their executive officers or deputy commanders can make decisions in their absence, others do not.⁶ Advisors can encourage the Iraqis to delegate and empower their subordinates. But the most successful technique is for the Advisor to demonstrate the value in this and as it achieves results, slowly the Iraqi commander may grant more authority and gain trust in his subordinates. Iraqis are notorious for avoiding development of junior leaders. It is often threatening to them. Advisors must encourage change and convince their counterparts to develop leadership within their units, for long term progression of the FP.

Nepotism and Corruption

Corruption, favoritism and nepotism are a common aspect of the FP. The level it is found in an individual unit is the function of the leadership. There is very little chance that an advisor could eliminate corruption, but through vigilance and mentorship it can be limited. Nepotism also has to be acknowledged, but the advisor does not choose the leader and is best served by fostering continued development regardless of how the leadership position was attained. Advisors cannot detect, nor can they fight all corruption in the FP. But Advisors working together at all levels and help limit and influence against it.

NCO Corps

The quality of the NCOs in the FP also varies. Many of the senior NCOs are veterans of the Iran-Iraq war and as a result may hold some influence with the commanders. Junior NCOs are often promoted only because of time in service and there is little to no professional development for FP NCOs. The overriding challenge is that FP Officers do not value their NCOs, and the Shurta do not respect the position.

NCOs need authority and the capability to solve Shurta problems. The instinct of the average Shurta is to go to an officer for every problem. Unless NCOs are given authority and develop the ability the Shurta will not respect them and they will hold little value to the officers. The NCO Advisor is therefore critical. Advisors provide the example, not only to the Shurta, but to the officers as well. They show the value of NCOs. Additionally, they can teach and assist in NCO professional development, even at the unit level. There is no quick solution. NCOs will only be developed by time, training and experience.

⁶ Decker B. Hains, Thoughts on Advising Iraqi Security Forces Using and Organized Development Approach, Small Wars Journal, Small Wars Foundation, 2009

Rapport

To be effective at implementing strategies and solutions an advisor must build a relationship based on mutual understanding, respect and trust with their counterpart. It may not be easy considering that your counterpart may be ineffective as a leader, corrupt or in his positions because of politics or favoritism. But it will be impossible to advise or influence the Iraqi leader without the establishment positive rapport.

To establish rapport understanding is key. This includes understanding of the FP organization, doctrine and methods as well as understanding the Iraqi and local cultures. The advisor must also be willing to share his culture and experiences to help his counterpart gain an understanding of him.

Mutual respect is also key. This is gained by living with, eating with and fighting alongside the FP. Shared experiences and dangers will build respect. The counterpart should grow to respect who the advisor is, what he knows, and how he performs. If that sounds like the old Be-Know-Do of Army leadership doctrine, it is, and it works.⁷

Trust is extremely important and comes over time as understanding and respect are solidified. As with all elements of rapport, trust is mutual. Reliability is critical to trust, and it can be difficult and frustrating. Iraqi's are seldom punctual and tend to do things on their time when they feel like it. The advisor cannot afford to do the same. Regardless of local customs, the advisor should do everything he says he'll do.⁸ Failure to do so is seen as a broken promise and trust is diminished. Be careful what you say and what you state that can be interpreted as a promise.

Working with Coalition Forces

The FP may or may not have a good reputation with U.S. forces and the relationship and partnership may or may not be a good one with respective units. The advisor is the critical link between the FP and the U.S. Force. By living with and assisting the FP in both day to day activities and on security operations trust will be developed. But when it concerns their own Army, advisors are often considered different and not part of them. The relationships can become very frustrating and difficult.

To do the right thing the advisor must relate to and empathize with the FP on a personal and cultural level. However, it is important to avoid "going native" and pursuing the agenda of the FP to the detriment of the U.S. or Coalition Forces. The advisor is there to coach, assist and advise the FP. The U.S. Forces are there to partner with the FP. The end state for both the

⁷ Rapport Primer, JCISFA, pg. 2, 2008

⁸ Rapport Primer, JCISFA, pg. 3, 2008

advisor and the U.S. unit are the same; to establish conditions that develop a legitimate, credible, competent, capable, committed and confident security force. Still, there may be a tense or strained relationship between the advisors and the U.S. force they work with. There will likely be times of conflict between the FP and U.S. partner forces. The advisors will be in the middle of this. However, the advisor is also in the best position to mediate an agreement and help each party understand each other's wants, needs and position.

Capabilities Challenges and Strategies

Systems

One of the biggest impacts an advisor can make on the FP is to help them embrace, develop and execute their systems in an efficient and effective manner. There are many ways to influence FP systems, but doing so is not easy. It requires creativity and working within their systems. Doing the work for them may present a short term solution, but does not accomplish the long term goals.

Shadow tracking is a method to influence their systems without doing it for them. It can be especially effective in logistics and can affect change in training management and troops to task as well. Simply monitor what they are doing within their systems in these areas and report that information up the advisor chain. If done right each higher headquarters also tracks the information and can help influence bottlenecks or road blocks. To do this effectively as an advisor requires attention to detail and development of your own systems to function effectively. But it is a great way to gradually affect change and provide assistance in the FP.

The reluctance to share intelligence and stovepipe information is another FP problem that can be influenced. A good way to do this is to establish a joint operations center with the FP units, either by the advisory team or the partnered U.S. unit. OPSEC will have to be considered, but the sharing of assets and knowledge will lead to the sharing of intelligence that becomes a two way road. Additional benefits to a joint ops center would be getting the intelligence and operations staffs in a situation to work together as they work together with the U.S./CF intel and ops staffs. It also provides the opportunity to teach analysis, in order to turn information into intelligence and then demonstrate how to take action upon that intelligence.

Para-military vs. police organization

The FP is a unique organization that falls somewhere between the military and the police. The FP is a para-military organization designed to be a quick strike commando force, but they are usually employed as a law and order security force. This is not likely to change anytime soon, and most FP units have not received the training to function as a regular police force. Compounding this gap in training is the fact that the vast majority of the FP leadership are trained military officers and have very little practical policing experience. The result is a great deal of friction concerning FP operations.

The advisor can help reduce this friction by knowing and understanding the Iraqi systems and operating through the FP within these systems as well as being creative and finding methods to coach and advise the FP on subjects that they may not be familiar with, or even resistant to. Some of the most important subjects are rule of law, security and policing methods.

Within the rule of law Warrant Based Targeting has emerged as a critical article for the FP. An advisor must understand how warrant based targeting works and how to coach and assist the FP to use it properly and make it advantageous. Acquiring warrants is key to the rule of law, but is a new concept as a requirement for military forces, as well as a new concept for Iraq as a whole after 30 plus years of dictatorship. It is often seen as a hindrance and a waste of time by the FP and they are often frustrated by the justice system. Regardless of their view, the FP must operate within the system to be effective.

The process of acquiring warrants is described in section one, but the most important part is convincing the FP to properly use the process and coaching them in the collection of evidence and the handling of witnesses. Collecting evidence and building a warrant is the same process as targeting, and there is no difference whether the target is a criminal, a terrorist or an insurgent. The principles of D3A (Decide, Detect, Deliver and Assess) and F3EAD (Find, Fix, Finish, Exploit, Analyze, and Disseminate) remain valid. The change is in the standards the FP has to meet in order to find, arrest and convict the enemy within the rule of law.

Policing Strategy

If the FP continue to fill the role and operate as police they need to form and implement strategies to address law enforcement, crime prevention and counter-insurgency / counter-terrorism issues they face. In the following paragraphs are several policing strategies that the advisor may introduce to the FP. These strategies are not mutually exclusive, but can be employed together to better address the challenges the FP face. Nor are these strategies a silver bullet solution. Arab/Iraqi culture and local environment will affect how or if the strategies are employed. These methods have proven effective in various parts of the world and if coached to the FP and integrated with effective COIN strategies may address many of the problems the FP face.

Intelligence-Led Policing (also known as intelligence-driven policing) originated in the United Kingdom in the early 1990's. Due to an increase in property crime, the Kent constabulary began prioritizing calls for service and referring the less serious calls to other entities. This concept allowed the police to focus their resources on groups or individuals who were responsible for the majority of the property crime. The concept resulted in a dramatic reduction in crime and better use of police resources. The emphasis was shifted from crimes to criminals. The intelligence developed on targeted criminals resulted in arrest of those responsible for the majority of crimes and produced a more efficient and effective law enforcement effort.

The purposes of Intelligence-led policing are:

- Targeting repeat or active offenders
- Identify and address hot spots
- Linking crimes and incidents
- Application of measures to prevent crime and disorder⁹

FM 3-24 describes COIN as an intelligence-driven endeavor and that among other things; the function of intelligence in COIN is to facilitate an understanding of the insurgents. In a sense this policing strategy is the method to do just that as well as take action on the results of the analysis. In intelligence led policing the key is shifting the focus from the crime to the specific criminals, developing intelligence on and targeting them or the areas they operate. The same can be done for an insurgency. Shifting the emphasis to the insurgent (or groups) would allow the FP to become pro-active and engage the individual or group before a catastrophic event occurs and simply react to it.

Community Policing is a philosophy that promotes organizational strategies, which support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Community policing is comprised of three key components:

- Community Partnerships - Collaborative partnerships between the law enforcement agency and the individuals and organizations they serve to develop solutions to problems and increase trust in police.
- Organizational Transformation - The alignment of organizational management, structure, personnel, and information systems to support community partnerships and proactive problem solving.
- Problem Solving - The process of engaging in the proactive and systematic examination of identified problems to develop and rigorously evaluate effective responses.¹⁰

Community policing is on the Mission Essential Task List (METL) of most FP units, but very few understand the theory let alone implement it. Conventional wisdom among many of the FP (and many advisors) is that community policing is a western concept and does not fit culturally in Iraq. In reality, many units already incorporate aspects of community policing because of the Iraqi culture.

⁹ Stephen L. Mallory, *The Concept of Asymmetrical Policing*, International Police Executive Symposium Working Paper No 12, September 2007

¹⁰ *Community Policing Defined*, Office of Community Oriented Policing Services, U. S. Department of Justice, April 2009

The first component of community policing is building community partnerships between the agency and individuals/organizations in the community they serve. Example of these may be local government agencies, tribal leaders, business, service providers and media. These partnerships are meant to develop solutions and increase trust in the police. Most FP commanders have already built these relationships within their Operational Environment out of necessity. It is culturally necessary to have communication with the tribal leadership and it is the duty and expectation of the tribes to solve problems within the community.

The next component is organizational transformation, and may be the largest road block to effective community policing for the FP. The FP mandate is to be a quick reaction force to project power across the Provinces to maintain law and order. However, the FP is currently employed to bridge the gap while local police are developed. The FP are organized as para-military force but employed as community police. If the FP are to be a community police force changes to the organizational structure need to be made. The climate and culture of the force from military to police would have to take place. The focus of geographic assignment would have to shift from unit based (military) to personnel based (police). Additionally the organizational training would have to change to match the mission.

The final component, problem solving, is simply becoming proactive; identifying and acknowledging problems; and evaluating and implementing effective solutions to the problems. Community policing emphasizes proactive problem solving in a systematic and routine fashion. Rather than responding to crime only after it occurs, community policing encourages agencies to proactively develop solutions to the immediate underlying conditions contributing to public safety problems.¹¹ Again this strategy applies to insurgency the same as it does crime. Simply responding to an insurgent event will not quell the insurgency in the long run.

The major hurdles to implementing the proactive solutions are cultural. First, the problem has to be identified and then acknowledged. Culturally the commander has a difficult time acknowledging problems because to admit the problems in the first place would cause him to lose face in front of superiors and subordinates. Often the course with the least personal risk is to do nothing and deny the problem exists. This goes back to the need for structural change in the culture and climate of the FP.

Preventative policing is a defining characteristic of most modern police forces in much of the world. It is complementary to intelligence led policing and incorporates many aspects of community policing. Preventive policing [gives] police a chance to get ahead of crime and criminals – to give [police] the tools they need to effectively cut crime and make the community safer, and to do so in partnership with – not in opposition to – the people they serve.¹² This is accomplished by partnering with the communities and pushing the police force to solve

¹¹ *Community Policing Defined*, Office of Community Oriented Policing Services, U. S. Department of Justice, April 2009

¹² David A. Harris, *Making a Case for Preventive Policing*, <http://www.calea.org/online/newsletter/No90>, 2006

problems by looking for patterns and addressing the problem areas instead of responding to each crime as a discrete incident.

The keys to preventative policing are getting the police force out on the streets to be seen as an entity that protects the people and their interests. Once this connection and trust are established the police get better information from the population about the areas they work in. This information turns into real and actionable intelligence on the criminals and insurgents and in the end the population's concerns are addressed and the police improve security. Intelligence drives operations, operations provide security.

In this sense it can be argued that prevention should be the cornerstone to FP operations. They do not want to simply show up at the site after an insurgent group makes an attack or commits an act of terrorism. Prevention should be the center of any counter-insurgent/anti-terrorism plan. Prevention works in the very situation that many Iraqi communities are in now. Lackawanna, New York where a terrorist sleeper cell planned to strike in or near the community is a good example of this.

The Arab community in Lackawanna – people who came to the U.S. from Yemen – saw the danger, and they did not sit still. The community came to law enforcement – in fact, they came to their very own community-policing officer – and reported the suspicious activity of members of the cell. They did this because they trusted law enforcement to do the right thing. And by doing this, the Arab community in Lackawanna, in partnership with its police, averted what could have been a terrible disaster.¹³

The pitfall of preventive policing for the FP is the nature of prevention. Although it is results based, it is very difficult to measure the effectiveness of prevention. Generally Iraqi units focus on hard metrics to measure accomplishment. Often the guidance to a FP Brigade or Battalion Commander is to make a specific number of arrests or find a specific number of caches. These metrics are results based, but prevention will take a back seat. Usually when prevention works no one but the enemy knows if the actions of the police were effective. Prevention won't have the statistics that combat related activities will. Preventive policing will require a cultural transformation in the measurement of success, as well as, redefining what success means. In traditional policing, success is measured in number of arrests. In preventive policing success is measured in absence of crime. Arrests (or kills) is much easier to track and a more tangible statistic to show progress. Measuring the absence of anything is difficult at best. It is hard to prove progress, difficult to communicate and is not a common in the culture. Additionally, preventive policing risks becoming an all-or-nothing position. If any incident happens, the entire concept could be considered a failure, especially in the politically charged environment of Iraq. Communication and patience at all levels are critical if the proven concept of preventive policing is employed by the FP.

One of the best assets available when it comes to policy strategy is the Law Enforcement Professional (LEP) found attached to U.S. Battalion and Brigade staffs. This individual likely has

¹³ David A. Harris, *Making a Case for Preventive Policing*, <http://www.calea.org/online/newsletter/No90>, 2006

years of knowledge and experience in these police strategies as well as common tactics, techniques and procedures associated with policing.

Conclusion

There is no doubt that being an advisor to the Iraqi FP can be a challenging and often frustrating job. There is no comparable organization in the United States to draw a basis of knowledge from. The experience and background of both the FP and the advisors is decidedly military, and the FP mission and mandate do not necessarily match their duties.

The FP is a unique organization filled with unique individuals. This requires a creative approach to problem solving and influencing with culture, rapport, experience, ethno-religious background and many other factors shaping the situation. There are many possible solutions to many issues. The advisor is on point for finding and implementing these solutions to accomplish the long term goals and objectives for not only the U.S. and Coalition forces, but for the FP and the Iraqi Security Forces as well. The goal of this document is to give the advisor a head start in getting oriented to the FP and the environment in which he will operate.