

Fundamental Assumptions

Office of Reconstruction and Humanitarian Assistance

Civil Administration

"Assumptions about the World"

- USG/Coalition operation -- not UN.
- Sufficient infrastructure exists -- buildings, roads, transportation, comms.
- Essential functions of an effective government will have to be carried out right away.
 - Iraqi governance at all levels will be ineffective and will require both oversight and assistance.
 - Maintaining law and order will be necessary from Day 1.
- Free Iraqis/expats can identify reliable Iraqis with relevant expertise who can be entrusted with positions of responsibility.
 - Some Iraqi officials so tainted as to be unusable, but others can be retained.
 - Technocrats will be essential to restart governance.
- No major environmental dangers that impair mission.



Fundamental Assumptions

Office of Reconstruction and Humanitarian Assistance

Civil Administration

“Assumptions about USG Policy”

- USG aims at fundamental change in the nature of the Iraq regime.
 - We want to create conditions for a broad-based, representative Iraqi government that respects the human rights of all Iraqis.
- USG will safeguard Iraqi territorial integrity.
- Fundamental decision has been taken on nature and degree of Iraqi involvement in governance.
 - Role of Iraqis in ministries, local government.
 - Number and nature of Iraqi “councils,” e.g., advisory council, judicial council, etc.
- Responsibility for vetting Iraqis (to determine their suitability for employment) has been placed in ORHA, with interagency participation.
- A national currency has been established/printed.
 - Organizational/budgetary mechanism to pay civil servants.



Civil Administration Vision

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Civil Administration (CIVAD) must immediately provide stability, predictability and continuity in essential government services.

- It must, as quickly as possible, create a fair, responsive and transparent environment under the rule of law, in which all government actions are undertaken on the basis of equality under law, not financial corruption or political favor or disfavor.***
- It must provide the beginning of responsible and responsive governance, in the context of which the Iraqi people will be able to create broad-based, representative institutions of government as they see fit.***

As each instrumentality of government becomes capable of operating in accordance with this vision, it will be returned to Iraqi control.



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Funding

Civil Administration

- Estimated requirements for first six months:
 - \$40M for law and justice; border security.
 - \$300M to \$1B for oil sector.
 - \$55M for indigenous media.
 - \$27M for all other CIVAD governance sector.
- In addition, need funds to pay salaries of retained Iraqi civil servants.
- Currently available or committed: \$0M.
- Shortfall: \$425M to \$1.1B.
- Plan to overcome delta: Dir, ORHA, to appeal to State and NSC.
- Legal or regulatory constraints on use: TBD.



High Impact Actions

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Civil Administration

- Actions required in first 30 days: Commence restoration of public order and other public services.
 - Indigenous media (radio and TV) on the air -- presenting the vision of a new Iraq.
- What must be done: Contract for appropriate personnel/vendors to accomplish the CIVAD mission.
- Who will do it: Justice and State.
- Related pre-deployment post-deployment concerns: There are no funds available to start hiring processes.



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Mapping

Civil Administration

- Facilities and infrastructure we hope will be intact following hostilities to facilitate our work:
 - Entire oil infrastructure from wells to refineries to export facilities;
 - Facilities associated with local, civilian police;
 - Court and prison facilities associated with ordinary law enforcement;
 - Banks;
 - Electrical grid; radio and TV stations.
 - Also, all key buildings/facilities of the ministries and agencies for which CIVAD is responsible.
- Type of structure, intended post hostilities use, location by grid if possible: TBD.



Logistical Requirements

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Civil Administration

- Critical mission support:
 - Support for all ORHA personnel;
 - Interpreting and translator support;
 - portable computers and other office equipment, generators, vehicles and fuel; tactical telecomms.
- Critical mission sustainment: Technicians and spare parts for all equipment.
- Sources: Justice/State/contractors, all TBD.



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Timelines

Civil Administration

- Critical events (C = ORHA movement into Iraq):
 - ASAP, justice system assessment teams in theater.
 - C-30, contractor personnel on board, deployable.
 - C-20, all personnel deployed forward.
 - C+1, team deploying into Iraq.
 - C+14, all essential staff at their initial deployment destinations.



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Policy Issues

Civil Administration

- Will CENTCOM perform law enforcement functions until transitional police authority arrives, establishes presence?
- Should responsibility for vetting process (with respect to possible employment) be placed in ORHA with interagency participation?
 - What is the relationship between this vetting process and the process of identifying Individuals who should be incarcerated and considered for prosecution?
- What currency should be used after liberation?
 - Will USG guarantee payment of salaries of Iraqi civil servants who are retained in their positions?



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Show Stoppers

Civil Administration

- Failure to obtain interagency agreement on role and mission of ORHA and other agencies.
 - Critical issue: Footprint to be small or large?
- Unavailability of quick-start funding for various responsibilities, pre-deployment.
- Essential staff not made available immediately.
- Essential personnel not deployed on time.
- National currency not agreed and available.



Fundamental Assumptions

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Justice/Law Enforcement

- Must establish interim public security whatever the cost.
- Must establish a fair and transparent system of law for all Iraqis, mindful of political, ethnic or religious considerations.
- Existing Iraqi institutions responsible for public security and judicial processes likely will be in disarray.
- Justice sector institutions will be maintained and used to extent possible.
- Must remove individuals from office, disband units and organizations, and eliminate law and processes that impede development.
- Must transition to legitimate Iraqi authority control of police, judicial and prison functions within 18 months.



Fundamental Assumptions

Office of Reconstruction and Humanitarian Assistance

Justice/Law Enforcement

- Real potential for conflicts arising from property disputes, vigilante/retribution activities, civil disturbances fomented by subversives or resulting from humanitarian aid frustrations.
- Saddam's political appointees will likely remain in the ranks of the police, judiciary and prison administration.
- Legitimate demands upon justice system in the immediate post-conflict period will likely exceed Iraqi capabilities.
- Existing police/security forces lack any legitimacy with Iraqi people, are seen as oppressors. Extent of public voluntary compliance with law will be low. 100,000 police in three ministries require supervision and reform.
- Anticipated return of approximately 3 million internally displaced persons (IDPs) and up to 1 million refugees now in neighboring countries.



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Vision

IRAQ JUSTICE SYSTEM END STATE

“A system of laws and institutions (police, prosecution, courts and corrections) which operates impartially, without regard for ethnicity, religion, sex, race, political affiliation or other natural characteristic and provides sufficient public order, levels of human and property rights and objective dispute resolution to enable the people of Iraq to enjoy personal freedoms, economic prosperity, representative government and domestic tranquility.”



Office of Reconstruction and Humanitarian Assistance

Vision

VISION FOR THE IRAQ MINISTRY OF JUSTICE AND COURTS

“Fair and effective administration of justice, together with equal access to justice so that all may seek and receive redress for their grievances with other private parties and with state officials or organizations.”



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Vision

VISION FOR THE IRAQ CORRECTIONAL SYSTEM

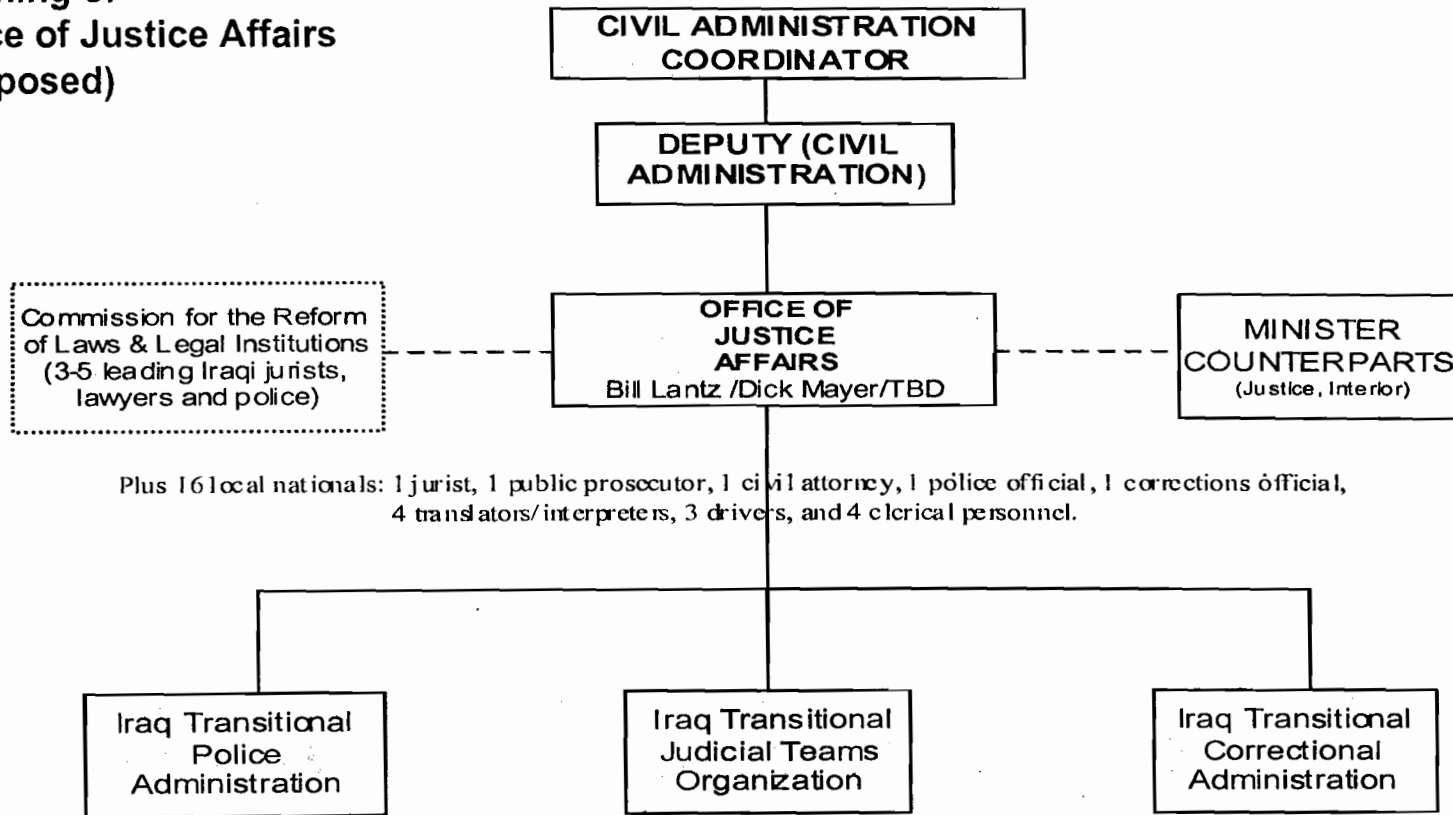
**“A CORRECTIONAL SYSTEM WHICH RESPECTS
FUNDAMENTAL HUMAN RIGHTS AND IS GUIDED BY
FAIRNESS, EQUALITY UNDER AND BEFORE THE
LAW, AND BY THE DIGNITY AND WORTH OF
INDIVIDUALS, AND WHICH IS MANAGED WITH
HONESTY, OPENESS AND INTEGRITY.”**



Justice/Law Enforcement Team Organization

Office of Reconstruction and Humanitarian Assistance

Manning of Office of Justice Affairs (Proposed)



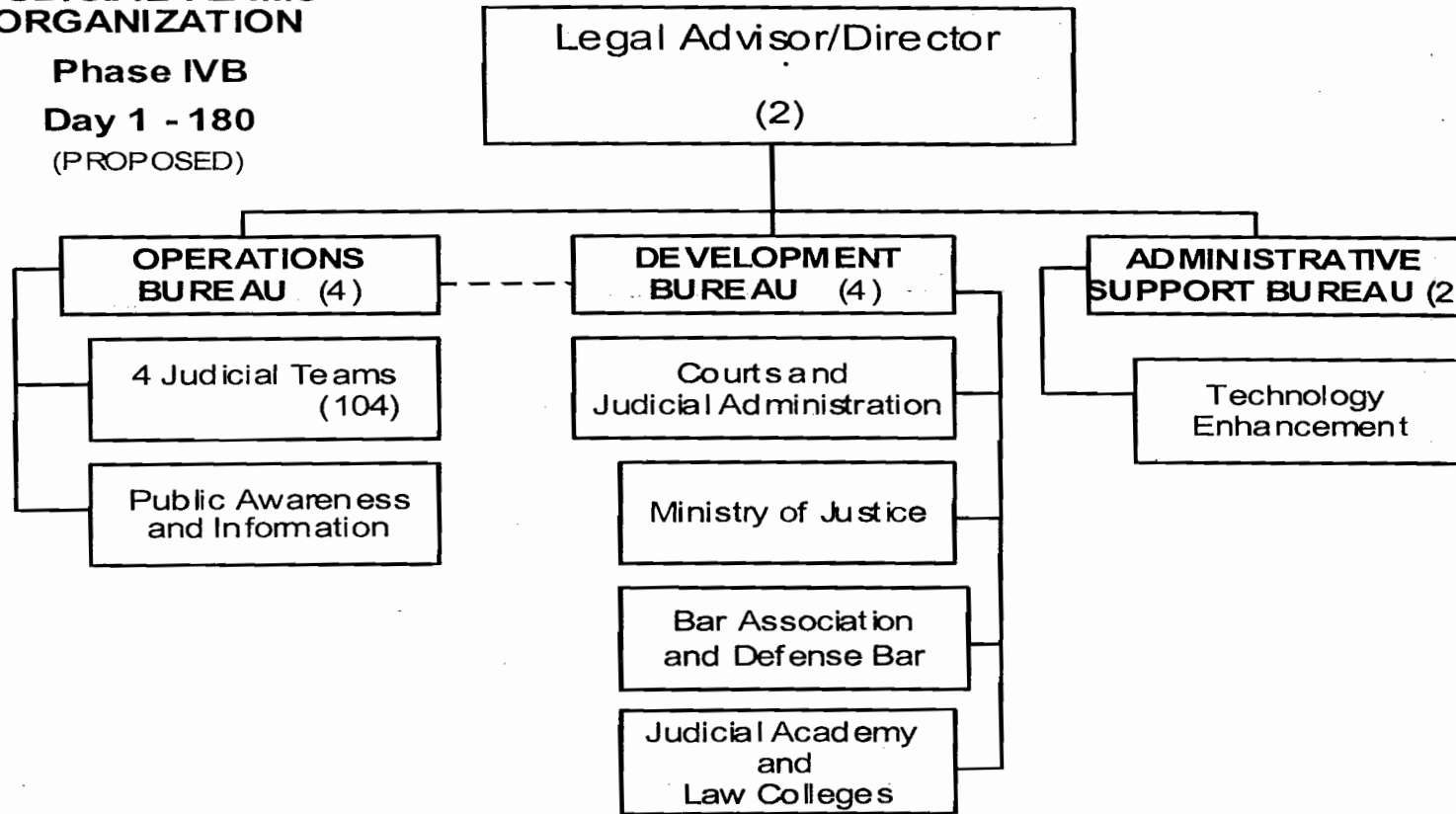


Justice/Law Enforcement Team Organization

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IRAQ TRANSITIONAL JUDICIAL TEAMS ORGANIZATION

Phase IVB
Day 1 - 180
(PROPOSED)





Justice/Law Enforcement Team Organization

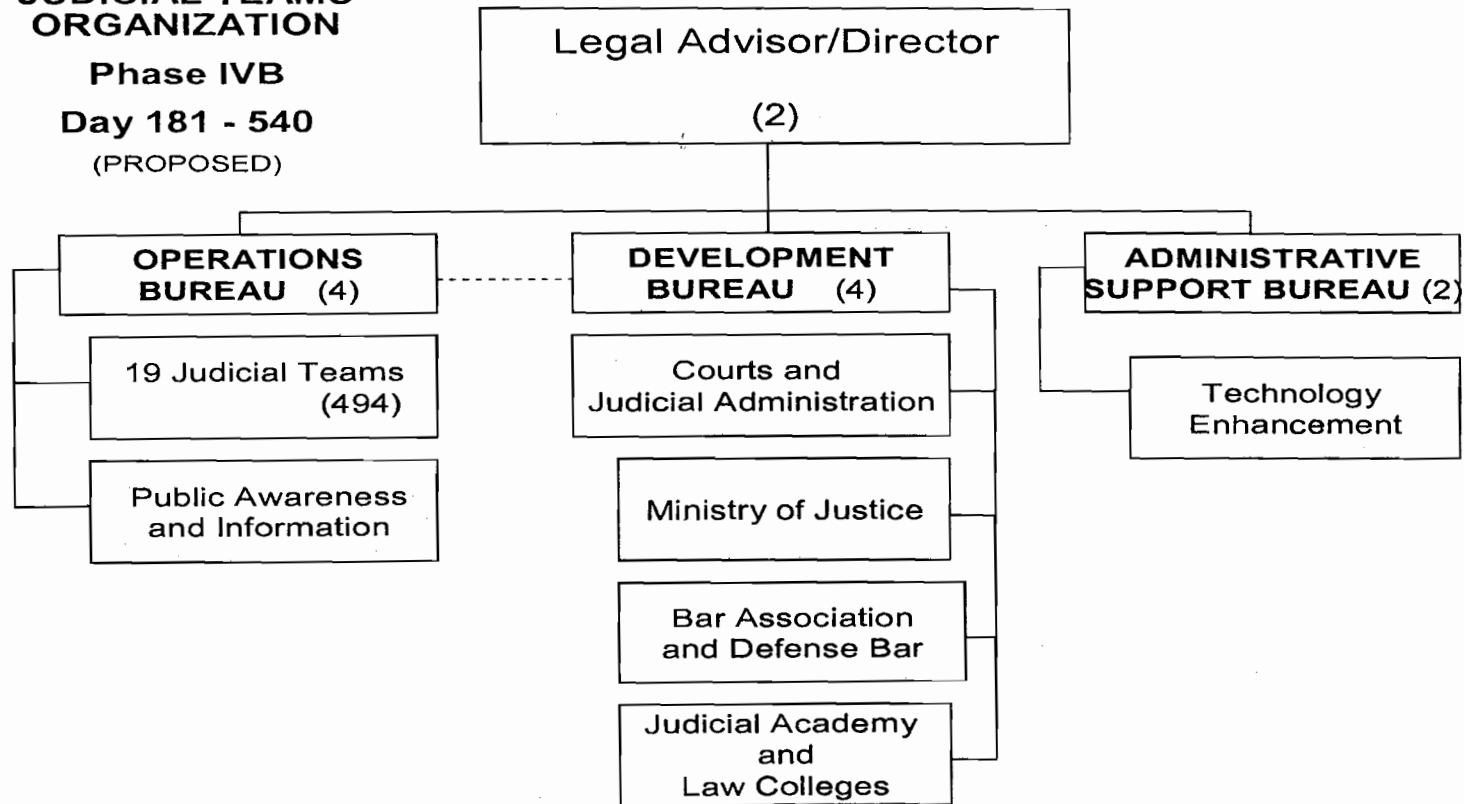
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IRAQ TRANSITIONAL JUDICIAL TEAMS ORGANIZATION

Phase IVB

Day 181 - 540

(PROPOSED)

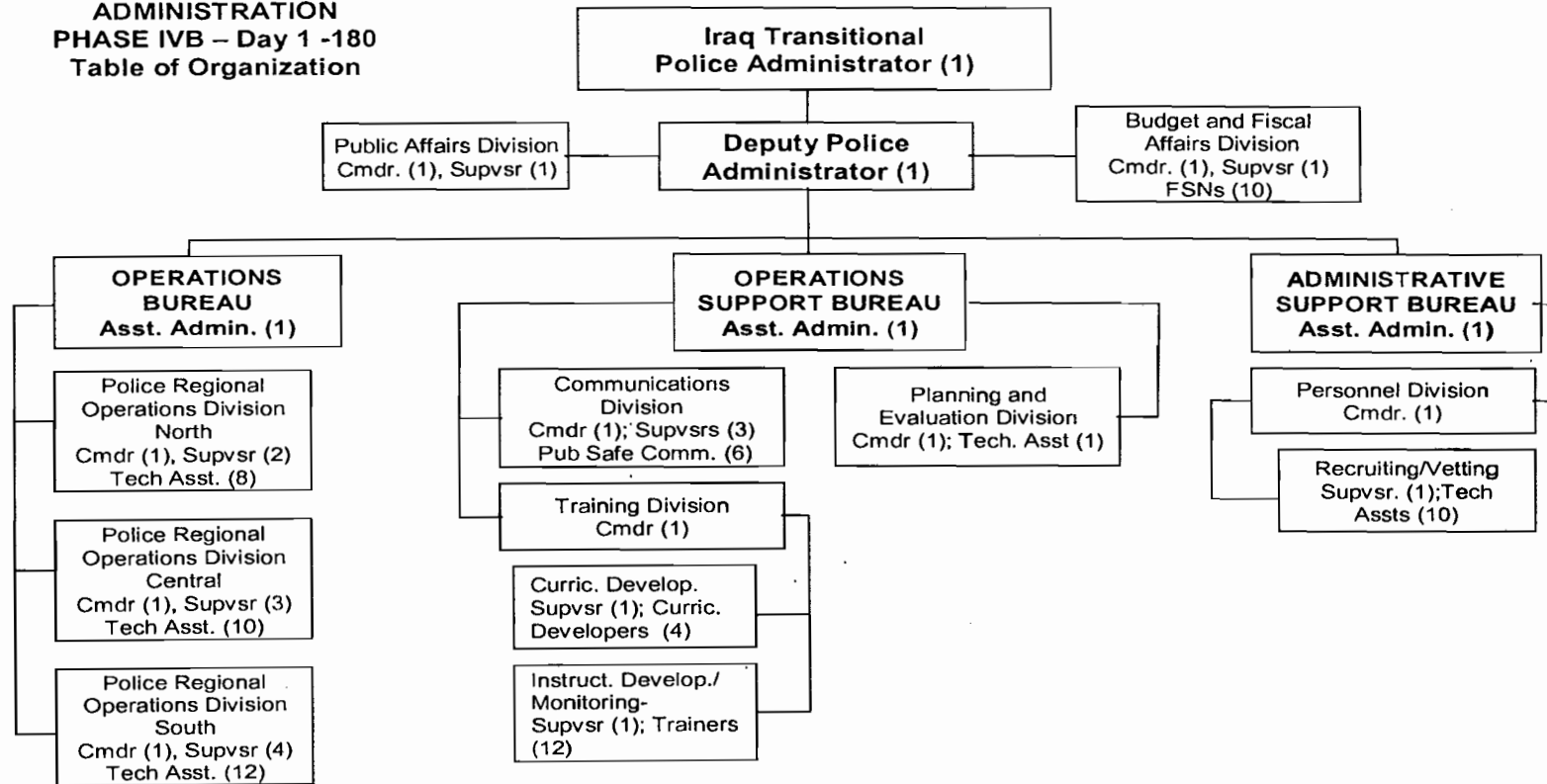




Justice/Law Enforcement Team Organization

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IRAQ TRANSITIONAL POLICE
ADMINISTRATION
PHASE IVB – Day 1 -180
Table of Organization

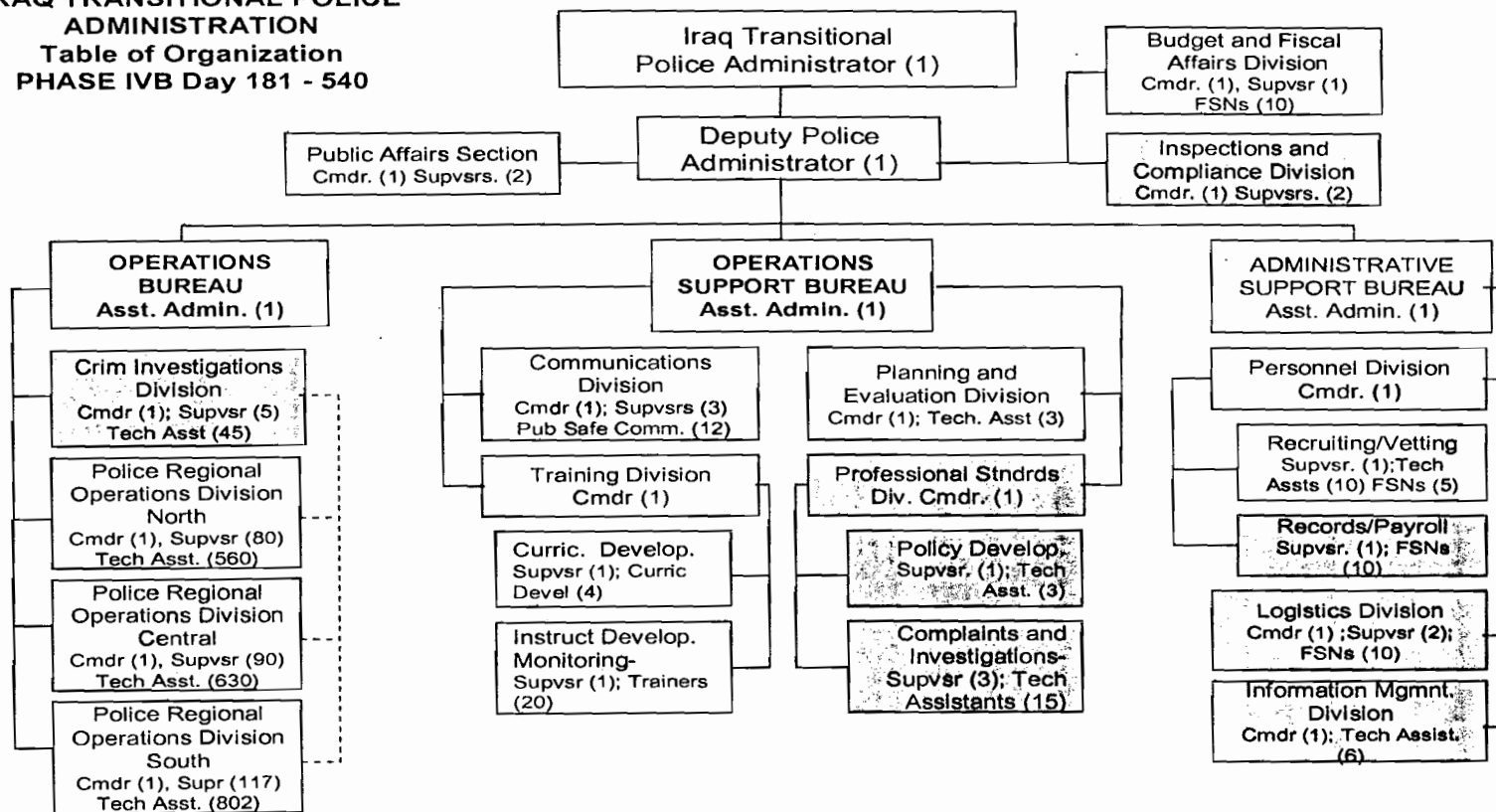




Justice/Law Enforcement Team Organization

Office of Reconstruction and Humanitarian Assistance

**IRAQ TRANSITIONAL POLICE
ADMINISTRATION
Table of Organization
PHASE IVB Day 181 - 540**





Justice/Law Enforcement Funding

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Estimated requirements:

• Office of Justice Affairs		
– Phase IVB Day 1 -180	\$	214,273
– Day 181 - 540	\$	432,930
• Police		
– Phase IVB Day 1 - 180	\$	26,973,861
– Day 181 - 540	\$	463,459,167
• Justice Component		
– Phase IVB Day 1 – 180	\$	4,992,973
– Day 181 - 540	\$	91,719,687
• Corrections		
– Phase IVB Day 1 - 180	\$	To Be Determined
– Day 181 - 540	\$	To Be Determined
• TOTALS		
– Phase IVB Day 1 - 180	\$	32,181,107 +Corrections Delta
– Day 181 – 540	\$	555,611,784 +Corrections Delta

Currently available or committed: \$ 0



Justice/Law Enforcement Timelines

Office of Reconstruction and Humanitarian Assistance

Critical Activities During Phase IVA (Stability):

- Military Commander establishes interim legal framework throughout AO (issue set of proclamations, etc.).
- Military counterparts stand in for Office of Justice Affairs and prep for arrival of transitional justice teams organization (JTO) and police administration (ITPA).
- Military counterparts begin assessment of
 - Iraqi justice sector organizations (identity of senior officials, functions performed, command/control, structure, etc.).
 - Relevant in-country conditions (community relationships, crime problems, etc.).



Justice/Law Enforcement Timelines

Office of Reconstruction and Humanitarian Assistance

Critical Activities During Phase IVB (Recovery) Day 1 - Day180:

- Civil Administrator continues to refine and expand interim legal framework throughout AO (amnesty program, protective custody, other proclamations, etc.).
- Office of Justice Affairs morphs military predecessor and assumes duties
- Review and distribution of legal materials.
- JTO and ITPA arrive.
- Comprehensive assessment program.
- Vetting of indigenous justice sector personnel.
- Establish standards, codes of conduct.
- Limited executive policing/civilian police supervision.
- Court and Corrections monitoring programs.
- Emergency legal education and training programs.



Justice/Law Enforcement Timelines

Office of Reconstruction and Humanitarian Assistance

Critical Activities During Phase IVB (Recovery) Day 181 – Day 540:

- Police and justice system institutional development intensified.
- Legal Aid system emphasis.
- Public education program intensifies.
- Pre-transition assessments.
- Plans for post-transition assistance programs.
- Prepare for Phase IVC transition to Iraqi leaders.



Justice/Law Enforcement Show Stoppers

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- US/Coalition military does not act as police until relieved by competent indigenous civilian police.
- Key policy decisions not made, i.e., applicable law, size of US “footprint” in justice sector, operations vs. development.
- *Early reestablishment of public order under rule of law is critical to success but is achievable only if funds and staff are made available now.*



Energy Vision

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- Iraqi oil ministry that is controlled by Iraqis and operates the Iraqi oil infrastructure for the benefit of all the Iraqi people.
- End state - Iraq producing crude oil at a rate of 3+ MMB/D; refineries and gas plants producing to meet the domestic demand for products.



Energy High Impact Actions

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- Actions required in first 30 days
 - Import the required petroleum products.
 - Initial well firefighting efforts.
 - Begin damage assessments of cleared oil fields.
- What must be done & who will do it
 - Oil group will forecast product demand and coordinate with CENTCOM/DESC for supply and distribution.
 - Oil group will monitor firefighting effort.
 - Army issues task orders under the contract for execution of Contingency Support Plan.
- Related pre-deployment post-deployment concerns
 - Public relations with prospective contractors.
 - Degree of destruction.
 - Use of WMD on oil infrastructure.



Energy Measures of Effectiveness

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- 90 days
 - All oil staff recruited and deployed to Iraq.
 - Petroleum products supplied to domestic market either by importing or own production.
 - Completion of initial assessment of crude production capability.
- 180 days
 - Iraqi oil ministry back up to 60%-90%+ staffing.
 - Senior Iraqi leadership in oil ministry identified.
- 270 days+
 - Oil well fires being extinguished and first oil.



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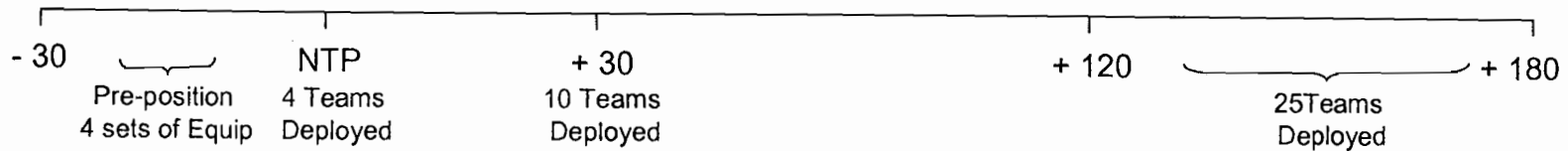
Energy Mapping

- Oil infrastructure sites are known by the CENTCOM planners.
- CENTCOM J5 have advised that only those sites deemed to be critical for Saddam's military use will be targeted.



Energy Firefighting Plan

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Firefighting Concept of Operation

- Pre-position 4 sets of firefighting equipment from US and enable deployment of teams within 48 hours of NTP.
- Declassify the pre-position of firefighting equipment.
- Upon notification to execute full contingency support plan:
 - Prepare additional resources for deployment to bring total teams to:
 - 10 within 30 days.
 - 25 teams within 4 to 6 months (Equipment manufacture is critical path).
 - Assume availability of water to be limiting factor during first 90 days.



Energy Policy Planning -- Status

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Challenges in event of hostilities:

- Protect Iraq's oil resources from sabotage, preserve as national asset of all the Iraqi people.
- Reconstruct and resume operations to help support needs of all the Iraqi people.
- Return oil resources to Iraqi control as soon as new Iraqi government is inaugurated.



Energy Team Organization

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- Current Manning - 1 DOE employee, 1 DOD contractor and rotating CIA representative.
- Critical Shortfalls:
 - Energy Group:
 - DOE: 8 -10 staff
 - DOD contractor: 13 -15 (Iraqi Translators)
 - One DOD reservist
 - Funding required for DOD contractors.



Energy Team Organization

Office of Reconstruction and Humanitarian Assistance

- Expected fill dates - Minimal recruiting accomplished, two DOE to arrive March 1, remaining DOE by end of March, awaiting appointment of senior executives.
- In country deployment
 - At least five in first wave to monitor firefighting and assessment activity.
 - Others to follow as situation dictates, within 2 weeks.



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Energy Funding

- Estimated requirements:
 - \$ 2 - 16 Billion restoration work over two years.
 - \$300M to \$1B in first six months.
 - \$6M energy group staff, materials and expenses first year.
- Currently available or committed:
 - \$39 million - assessment teams and fire fighting pre-positioning.
 - \$107 million - Army purchase of long lead time items.
 - Base salaries of 4 energy group staff.



Energy Funding

Office of Reconstruction and Humanitarian Assistance

- Shortfall:
 - \$2-16 billion - restoration work.
 - \$6 million - staff materials and expenses.
- Plan to overcome delta:
 - Restoration work - supplemental. Army developing contract.
 - Staff and materials:
 - Short term - meet w/ DOE to carve out budget. Need to find DOD funding.
 - Long term - supplemental appropriations to reimburse.
- Legal or regulatory constraints on use - None currently identified.



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Energy Show Stoppers

- Lack of funding.
 - Prior to supplemental.
 - Supplemental appropriation for balance of FY 03.
 - FY 04 budget request went to Hill with no funding for Iraqi oil restoration.
- Lack of full in-country communications connectivity for all of oil sector.



Indigenous Iraqi Media--Overview

Office of Reconstruction and Humanitarian Assistance

- VISION: Within 12 months, reconstitute indigenous Iraqi media as a model for free media in the Arab world.

- FIRST MONTH IMPACT: Inform Iraqi public about USG/coalition intent and operations, stabilize Iraq (preventing trifurcation) and provide Iraqis hope for the future. Inform international community and media about atrocities & WMD finds via satellite TV.

- REQUIREMENTS NECESSARY FOR FIRST MONTH:
 - Select, train, and deploy Iraqi rapid reaction media teams for:
 - 24 x 7 national radio network (with pre-selected programming).
 - 12 x 7 national TV network (with pre-selected programming).
 - Print media.

- FUNDING REQUIREMENT FOR FIRST 12 MONTHS:
 - \$30 million for DoD first 3 months; \$93 million OMB/USAID remainder.



Conceptual Approach--Principles

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Indigenous Media

- Standing up indigenous media quickly will support CENTCOM's mission to stabilize Iraq.
 - Iraqi indigenous media will evolve over 3 phases:
 - DoD/CENTCOM-led stability operations.
 - Transition to interim civil authority/control.
 - Transformation led by a new Iraqi government characterized by democratic principles and institutions.
 - Because of CENTCOM force protection and stability issues, ORHA will initially stand-up and direct Iraqi indigenous media.



Indigenous Media -- Objectives

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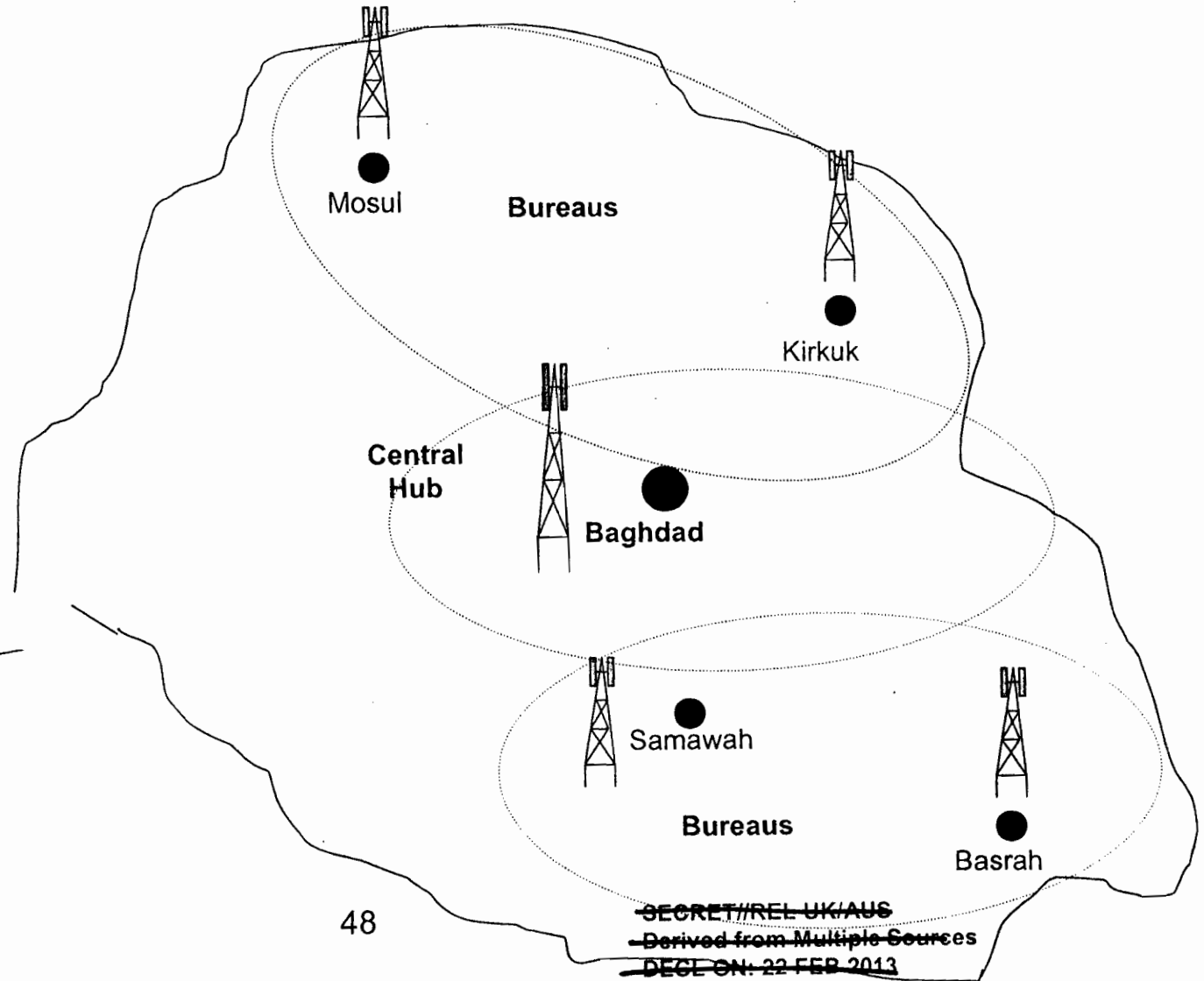
- Iraqi media coverage (via satellite TV) of what the US military has found in Iraq.
- Inform the international community.
- Inform the Iraqi public about USG/coalition intent and operations.
- Stabilize Iraq (especially preventing the trifurcation of Iraq after hostilities).
- Provide Iraqis hope for their future.
- Begin broadcasting and printing approved USG information to the Iraqi public very soon after cessation of hostilities.
- Help justify USG actions.



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Key Phase 1 Media Centers

- Early Phases will require centralized TV/Radio production from Baghdad with news bureaus depicted in Northern Iraq and Southern Iraq.
- 3 Broadcast zones.
- Bureaus run stringers.
- National weekly newspaper distribution network must be developed--relying on existing architecture where possible.



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48



Indigenous Media/Budget Summary

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	Feb-Mar 03	Apr-Jun 03	Jun 03-Mar 04
Labor/ Per Diem	Payroll for 50-70 Iraqi TV, Radio, Print Journalists, Producers, Technicians, etc. For first 30 days; travel/per diem	Payroll for 80-90 Iraqi TV, Radio, Print Journalists For 3-4 months; travel & per diem across country	Payroll for 150 Iraqi TV, Radio, Print Journalists For 6 months; travel/per diem
Equip/ Facilities	Newsgathering equipment for reporters & training; lease of temporary studio facility and utilities, housing	TV & Radio Studio equip; satellite time; facility for studios and dorm for journalists in Baghdad	Expand news bureaus facilities in key demographic areas;
Programming	Identify and lease programming, voice-over in Arabic; buy temporary rights to, e.g., "Uncle Saddam" etc.	Robust news/entertainment programs; justify to world with graphic accounts of WMD finds; atrocities, etc.	Transition from heavy news and public service programming to entertainment, education
Satellite Time/ Terrestrial Network	Procure portable satellite uplink/downlink equipment and obtain some satellite time to broadcast programs	Patch existing network after bombing; goal is to broadcast to 80% of population within 4 months	Expand TV, radio, print networks to reach entire population; expand terrestrial network
	\$2 mil (+ \$7 mil)	\$28 mil (-\$7 mil)	\$93



Indigenous Media/High Impact Actions

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- Establish quick-start contract with SOLIC seed funding.
- Select, vet, train, and equip rapidly deployable media team
- Establish/lease temporary studio and training site in London
- Develop programming in consultation with State NEA.
 - First 30-days.
- Develop contingency plan for broadcasting from London, if required.
 - Plan worst-case scenario for temporary broadcasting architecture.
 - Order equipment.
- Deploy, on order, and quickly assess Iraqi broadcast network status after hostilities.
- Inaugurate radio, TV broadcasts and national weekly newspaper.
- Plan expansion.

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Conclusion

Civil Administration

- **Behind power curve in almost every aspect**, must gain agreement on who does what and pays for what.
- Early reestablishment of all CIVAD sectors is critical to ORHA success **but** is achievable only if funds and full complement of staff are made available **now.**