

## **Operation Plan Sovereign Iraq Executive Summary**

In January 2004, the Secretaries of State and Defense established an Interagency Transition Planning Team (ITPT), led by Ambassador Frank Ricciardone and Lieutenant General (Retired) Mick Kicklighter, to develop a joint transition plan to dissolve the Coalition Provisional Authority (CPA) and establish a US Mission within a sovereign Iraq while ensuring a close and mutual partnership between the Chief of Mission (COM) and the Commander, Multinational Force – Iraq (MNF-I). For the past three months, DOS and DOD have collaborated in an unprecedented manner to facilitate this critical transition. The results of the interagency transition planning are documented in Operation Plan (OPLAN) Sovereign Iraq. This documentation and coordination constitute the basis for the Combatant Commander, the US Ambassador, and other agencies to collectively transition to a US Mission. The ITPT, which includes representatives of DOS, DOD, the CPA (forward and rear), and other US Government agencies, has developed and will continue to develop comprehensive and detailed plans related to US Government activities in Iraq. Furthermore, the team will continue the spirit of “jointness” as it supports implementation of the plan within the DOS and DOD.

Version 3.0 of OPLAN Sovereign Iraq, which was distributed throughout the Department of Defense on June 14, 2004, was drafted by the ITPT utilizing an iterative process of review and coordination activities between stakeholder organizations, including the State Department, US Central Command (CENTCOM), the Services, and the Joint Staff. It also incorporates three stand-alone Memoranda of Agreement as annexes: two between the Department of State and the Defense Department and one between the Chief of Mission and the Commander USCENTCOM. These MOA, which are consistent with planning guidance included in the OPLAN, formalize the key support, security services and security responsibilities during the transition process. Department of Defense agencies and USCENTCOM are authorized to begin local planning and implementation in accordance with OPLAN Sovereign Iraq. The ITPT will periodically revise portions of the document in accordance with Chief of Mission and Commander, USCENTCOM modifications.

OPLAN Sovereign Iraq uses standard Joint Service planning guidelines and formats to outline the key actions and coordinating effort that must take place both before and after the transition on June 30, 2004. It contains a 25-page primary planning document and 20 annexes, including the Security and Support memoranda of agreement that address specific specialty or functional issues in great detail, several of which align with DOS “sectors” used in planning for the establishment of the new embassy. The OPLAN is written from the perspective of the US Government and generally lists tasks and planning milestones at the agency level. Within DOD, however, the OPLAN also tasks down to the level of the Commander, US Central Command and Commander, Multinational Force – Iraq.

**Base Plan.** The primary planning document, called the “base plan” uses the military five-paragraph operations order format as its framework. The topic and a summary of each paragraph follows:

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1. **Situation.** The situation paragraph provides important current information about friendly forces, including recent changes occurring in the Iraqi Interim Government, a summary of UNSCR 1546, MNF-I, and the Coalition Provisional Authority.

2. **Mission.** This is a brief statement of the Who, What, When, Where, and Why of OPLAN Sovereign Iraq: "On 30 June 2004, the Iraqi Interim Government assumes authority and the CPA is dissolved; the US Government establishes a US Mission Iraq to ensure that the responsibilities and interests of the US Government are preserved and discharged effectively; and in concert with the Multinational Force-Iraq, the Iraqi Government and our Coalition partners and international organizations, continue uninterrupted relief, reconstruction and stabilization efforts."

3. **Execution.** This paragraph describes in detail the actions that must take place for the successful establishment of a US Mission Iraq. It includes a Concept of Operations that describes the key milestones and operational phasing from the beginning of the planning effort in March 2004 through the period of Post-Election Normalization sometime after December 2005, when US military and diplomatic operations begin to normalize in an environment approaching regional norms. It also includes the list of tasks for DOS, DOD, CPA, other agencies, and CENTCOM / MNF-I. The plan is being executed in five phases. Phase I (Establishing US Mission Advance Team) focuses on the initial planning to establish the US Mission. Phase II (Transition to US Mission) is concerned with the reorganization effort in Iraq required to stand up the Mission and prepare to disestablish the CPA. These actions will occur simultaneously with a shift in primary authority for prioritization of non-security related efforts from DOD to DOS. Phase III (Post-Transition Execution/Fiscal Year Close-out) addresses those actions of the new US Mission Iraq through the end of the fiscal year in support of the Interim Government. Phase IV (Constitution /Election Support) is concerned with support to the Transitional Government. Phase V (Post Election Normalization) is a less well-defined phase that focuses on efforts to reduce the US presence as the security situation improves and Iraq Relief and Reconstruction Fund projects are completed. Through these five phases, the US Government will effectively transition governance responsibilities to the Iraqi Government while maintaining ongoing relief, reconstruction, and stabilization efforts throughout Iraq.

4. **Administration and Logistics.** This section briefly addresses the mechanisms through which administrative and logistical requirements, including facilities, personnel, contract support, reimbursement, and medical services, for the transition and for support of the US Mission will be met. These functions are addressed in greater detail in various annexes to the base plan.

5. **Command and Control.** This section discusses the chains of command of the Chief of Mission and the Commander, MNF-I. It also summarizes the status of US Government employees in Iraq, either falling under the authority of the COM or the Commander, MNF-I.

**Annexes.** There are 20 annexes, the majority of which contain one or more appendices, with each of the annexes expanding on the information and taskings in the base plan. Those annexes that align with an embassy planning sector contain as their first appendix a joint DOD-DOS list of milestones to be accomplished in that sector. A description of each annex follows:

Annex A, Command and Control, attempts to define and explain the complex US military and civilian command structures, how they interact with each other and with coalition partners, international organizations, and the Iraqi Government. This annex does not have a DOS sector counterpart. It contains an appendix describing base operations support to the US Mission through Area Support Group Central and other BASOPS organizations, and contains an additional appendix providing initial guidance and information on the Mission Operations Center concept, which continues to undergo refinement.

Annex B, Intelligence, provides a very rudimentary, unclassified intelligence summary, with a focus on the key local factors impacting stability in Iraq.

Annex C, Iraq Reconstruction Inspector General (IR-IG), provides the most recent information on the functions and future role of the IR-IG.

Annex D, Chief of Mission, focuses on the staff and organizations internal to the US Embassy in Baghdad. The Legal Appendix to Annex D provides guidance on legal issues governing US activities, employees and citizens in Iraq.

Annex E, Manpower and Personnel Administration, outlines the plans and procedures the US Government will employ in staffing US Government offices and managing personnel in Iraq.

Annex F (Facilities and Real Property) and Appendix 2 to Annex F (Facilities) both provide coordinated guidance for the establishment of facilities and real property to the US Mission Iraq. This guidance includes the operational standards that will be achieved through this support, as well as maintenance and facilities management requirements.

Annex G, Contracts and Acquisitions, describes the contract support provided by the Head of Contract Authority (HCA) and the Program Management Office (PMO) in their collective management of Iraq Relief and Reconstruction Funds.

Annex H, Information Technology and Communication, consists of a coordinated plan for how the US Government will both maintain existing and establish new information and communications technology (ICT) systems for US Government employees and designated other users. Central to this guidance is a plan for a seamless transition of ICT services between DOD and DOS. Appendix 1 to this annex, Military Postal Support, details the US Government plan for providing postal services to authorized users in Iraq.

Annex I, Logistics, identifies the plans and procedures for providing specified logistics and administrative services to US Government agencies in Iraq. Appendix 2 to Annex I, Military Air Support Operation in Support of the US Mission, defines the military air support that will be provided to the COM by the Commander, MNF-I.

Annex J, Consular, provides a brief overview of consular services planned for the new Mission.

Annex K, Security, identifies the key security roles and responsibilities throughout the five phases of transition, with an emphasis on resolving ambiguous lines of control, anticipating unique missions, and detailing anticipated resource requirements.

Annex L, Finance, provides guidance related to key financial management issues related to US Government activities in Iraq.

Annex M was not used.

Annex N, Contractor Security, is still being drafted, and will be issued as a follow-on annex. This critical part of planning will address contractor security from both the physical perspective as well as with regard to privileges and immunities agreed to by the Iraqi Government and essential to mitigate risks for contractors.

Annex O, Regional Teams, describes the configuration, composition, mission, support and lines of control associated with the regional teams at Mosul, Kirkuk, Al Hillah, and Basrah. It also discusses teams led by foreign service officers embedded with US military major subordinate commands.

Annex P, Justice, describes the US Government's relation to and support of Iraqi ministries, tribunals and commissions in its effort to develop effective, efficient bodies within Iraq that have the capacity to administer justice, enforce the laws, and institute a national strategic anti-corruption campaign.

Annex Q, Health Service Support, outlines the specific roles and responsibilities for US Government agencies in providing health service support to eligible US citizens.

Annex R provides an overview of the public affairs and strategic communication responsibilities of US Government personnel in Iraq.

Annex S and Annex T, the Security and Support Memoranda, are detailed agreements signed at the Deputy Secretary-level at the Departments of State and Defense, and which define specific roles, responsibilities and procedures governing DOD and DOS organizations during the phases of transition. The guidance provided in these MOA will help to ensure a seamless transition of services and resources during these phases, and reflects the planning included in OPLAN Sovereign Iraq.