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SEP 15 2003 11:07AM HQ USCENICUM FWD

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OCT - 2 2003

OFFICE OF THE
SECRETARY OF DEFENSE

2003 SEP 15 AM 8:44

MEMORANDUM FOR THE SECRETARY OF DEFENSE

FROM: GEN ABIZAID

CC: GEN MYERS

SUBJECT: PRTs in Iraq

Mr. Secretary, you asked me if we should do something like the PRT program we are building in Afghanistan in Iraq. We took this lesson learned forward into Iraq planning early on and developed what we call the Governorate Support Team (GST) concept for Iraq. General Franks directed the establishment of 18 GSTs (one for each governorate) in April and the fielding of these teams is complete. Jerry Bremer endorsed and expanded the concept in June to add CPA, USAID contracted advisors and Iraqi leadership to construct. These last three elements are still being fielded.

I have attached an information paper on the concept and status as well as a copy of Jerry's directive published in July. Concept is solid but the execution continues to be a challenge on the civilian side.

Very Respectfully,
John

A *9/13*

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INFORMATION PAPER
STATUS OF GOVERNORATE TEAMS (GTs)

Executive Summary.

The Provincial Reconstruction Team (PRT) concept is seen to be an effective means of promoting and synchronizing national and international reconstructive efforts in Phase IV in Afghanistan. The PRT concept was integrated into the Iraq Phase IV planning in the form of the "Governorate Team (GT)" concept. The GT concept establishes PRT-like support teams in all 18 Iraqi Provinces and ties them to CPA and Iraqi goals and resources across Iraq. Each GT consists of four basic elements; a military "Governorate Support Team" comprised of military security, communications and civil affairs soldiers, a Local Governance Teams (LGTs) comprised of civilian consultants that provide training and mentoring to local officials, CPA policy representatives, and local Iraqi emerging leadership. The concept also encourages international participation. Today, there are GSTs established in each of the 18 governorates will the other elements in various degrees of deployment. The GTs network will become the principal means by which CPA bridges their national and regional strategies and promotes government and reconstruction at the local level.

Background.

- GT concept was developed at US Central Command in March 2003.
- Land Component Commander was directed to field the GSTs in April while CENTCOM was the CPA.
- AMB Bremer endorsed the GT concept in June and directing 18 GTs be in place by 1 Sep 03.

Components of the Governorate Team (GT).

- **Military Component (GST)**
 - In direct support to Governorate Coordinator.
 - Provides initial security, communications and transportation until the civilian components develop sustainable capacity.
 - Provides an integrated PSYOP and information campaign capability tailored to the needs of the government and consistent with national strategic communication themes and messages.
- **Coalition Provisional Authority (CPA)**
 - Provides Coalition civilian personnel that provides political and policy guidance.
 - Internationalization of the CPA can be optimized by offering positions within governorates to Coalition members (Deputy Governorate Coordinators).
- **Local Government Teams (LGTs)**
 - RTI contractors providing professional training and mentoring to interim Iraqi governorate and local officials.
- **Local Iraqi populace and expats**
 - Iraqi's hired or identified as emergent local leaders that will understand CPA positions and assist in quicker transition to Iraqi control.
 - Expats that can bridge cultural, linguistic and tribal gaps.

Current Status of GTs.

- There are eighteen GSTs (military component) established throughout Iraq
- There are four Local Governance Team (LGT) hub offices established in Iraq. They are in Basra, Hillah, Erbil, and Baghdad. The LGTs operate from their four hub offices and travel to all eighteen governorates. Research Triangle Institute (RTI), the contractor for the LGTs, will continue to work from the four hub offices until they can develop a presence in all 18 governorates.

Recommendations.

- CPA push RTI to source the Local Governorate Teams as contracted.
- CPA seek and integrate international participation into the GTs.

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COALITION PROVISIONAL AUTHORITY

BAGHDAD

From: Coalition Provisional Authority

TO: Commander, Coalition Forces
Chief of Staff, CPA
CPA Director
CPA Regions

SUBJECT: Governance Team Concept

1. To ensure that the Governance Team (GT) concept is implemented effectively, it is essential that all concerned in its implementation are working to achieve the same goal. This memo articulates a general vision of the GT and provides instructions for implementation.
2. **Vision.** The GTs are designed to extend the work of the CPA to the Governorate level and provide an advisory capability to the Governor. The GT will bridge the gap between national government administration and local government within Iraq. It will synchronize the efforts of the coalition military, the Iraqi population and the CPA Local Governance Teams (LGTs) as they execute CPA directives throughout the country. They will ensure that CPA guidance is communicated to and implemented at all levels of Iraqi governance. At the same time, the GTs will be instrumental in identifying local Iraqi leaders for roles in future Iraqi government structures. The GTs will assist in improving local living conditions and opportunities for economic improvement by coordinating public services with local governments.
3. Each GT will consist of four separate elements, led by a CPA Governance Coordinator (GC), who will be a senior coalition government representative. The GC will be the counterpart and senior CPA advisor to the Iraqi Insulin Governor. Each element of the GT, including the GST, will be in direct support of the GC. The GC will be responsible to the CPA Administrator through the Director of Operations for integrating and coordinating the GT elements' efforts. The GT elements are:
 - a. CPA/GC: provides overall direction, political and policy guidance on behalf of the CPA. Identifies governance and other needs within the governorate. Synchronizes local programs and policies with national structures. NOTE:

* The term "Governance Support Team" was the name originally given to the overall team that will coordinate CPA activities in the Baghdad Iraq governorate. The term was supposed to apply to a multi-joint team, but because the military element was the first to arrive in the governorate, they wanted being called GSTs. To avoid confusion, the term Governance Team (GT) is now used to describe the overall team. The team will be led by a CPA Governance Coordinator and will be comprised of four elements: military (GST), a CPA element, Iraqi nationals and a USALD Iraqi Government Team.


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Initially, and on a temporary basis only, the CPA may appoint a senior coalition military officer to perform this role until a GC is assigned. This will be done on a case-by-case basis through a specific order from the CPA and coordinated with CJTF-7.

- b. LST: provides professional training and mentoring to interim Iraqi governmental officials.
 - c. Iraqi adviser: links administration initiatives with requirements identified by local town/city councils. Assists in timely transition to Iraqi control.
 - i. Iraqi Reconstruction Development Council (IRDC - Iraqi expatriates from coalition countries): bridges linguistic and other cultural/ethnic gaps between GT and local Iraqi leadership. NOTE: IRDC contractors are advisors to the GT and possess no direct authority over local Iraqis or other elements of the GT.
 - d. GST (Military (primarily Civil Affairs personnel): provides initial security, communications and transportation and effects civil-military coordination. Tailors Information Operations to the needs of the governorate, consistent with national theater and messages.
4. A GT coordination cell has already been organized in the CPA Directorate of Operations. This office will oversee GT implementation and will coordinate subsequent GT activities.
 5. Implementing instructions. As the GTs deploy, the regional CPAs will provide initial oversight. When individual GTs are fully functional, the GC will report directly to the CPA instead of through the regional CPA. The regional CPAs will, however, remain in place to provide coordination and advisory services. Until a governorate is assigned a GT, and where there has not been a Military Officer assigned the GC responsibility, the regional CPA will perform the GT functions for the uncovered governorate. The CPA goal is to have GTs functional in all eighteen governorates by 1 September 2003.
 6. By mid-July 2003, a CPA team will have traveled to each governorate and regional CPA to articulate this new vision. This task is the responsibility of the GT Coordination Cell in the Directorate of Operations. By 1 August 2003, the eighteen GCs will have been appointed by the CPA and the IRDC Coordinator will have assigned IRDC personnel to each GT.
 7. The basic principles of the system will apply throughout Iraq, but the particular circumstances of each area will be taken account of in detailed planning and implementation.
 8. The government of Iraq must be a representative one that meets the needs of all its citizens. The Governorate Teams will be instrumental in achieving that goal.


 Paul Bremer, Administrator
 Coalition Provisional Authority

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Governorate Team (GT) Concept



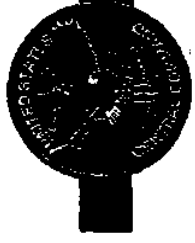
- Bridges the gap between national and local government within Iraq.
- Serves to synchronize the efforts of the CPA, coalition military, the Iraqi populace, and the local governance teams (LGTs).
- Assists in improving local living conditions and opportunities for economic improvement by coordinating public services with local governments.



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Components of a GT



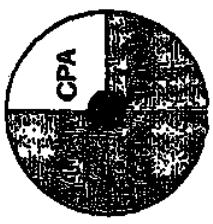
Governorate Support Team (GST):

Provides initial security, communications, transportation and civil-military coordination. Tailors information operations to the needs of the governorate, consistent with national themes and messages.



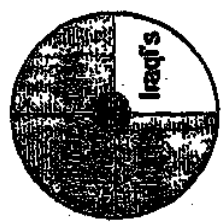
CPA:

Representation from CPA synchronizes local programs and policies with regional and national structures.



Iraqi Emergent Leadership:

Local leaders link initiatives with needs and requirements determined by local town and city councils.



Local Governorate Teams (LGTs):

RTI consultants provide training and mentoring to interim Iraqi government officials.



● - Governorate Coordinator

SECRETARY OF DEFENSE CORRESPONDENCE ROUTING SLIP

Action Agency:

Action Required: INFORMATION AND RETENTION

Coordinate With:

Remarks: NO RECORD OF REFERENCE

Special Instructions:

Suspense Date:

Routing Date: September/15/2003

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