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FINAL COORDINATED DRAFT

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8 JUNE 2004

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- References:
- A. Refer to CJTF-7, Operation Iraqi Freedom, Annex B – Intelligence
 - B. Mission Performance Plan FY 2006 U.S. Embassy Iraq
 - C. Security Responsibility and Security Services Memoranda of Agreement between Department of State and Department of Defense
 - D. Support Memorandum of Agreement between Department of State and Department of Defense
 - E. Foreign Service Act of 1980 P.L. 96-465
 - F. National Security Decision Directive Number 38, dated 2 June 1982
 - G. National Security Presidential Directive Number 36, dated May 11, 2004
 - H. Transitional Administrative Law (TAL) and TAL Annex
 - I. UN Security Council Resolution 1483
 - J. UN Security Council Resolution 1511
 - K. Coalition Provisional Authority Order #17

1. Situation

- a. General. Operation Plan Sovereign Iraq addresses the simultaneous dissolution of the Coalition Provisional Authority (CPA) in Iraq and the concurrent establishment of a US Mission Iraq that will work in the closest coordination with the Multinational Force, international organization missions, the embassies of coalition countries, and the Iraqi people.
 - (1) Current Situation. The Coalition Provisional Authority (CPA) has been the government of Iraq since the overthrow of Saddam Hussein and his Ba'ath Regime in April of 2003. The CPA is responsible for the temporary governance of Iraq, consistent with international law and UN Security Council Resolutions 1483 and 1511, with coalition personnel provided immunity from Iraqi law under the provisions of Reference K, Section 2. On Nov 15, 2003, the United States announced that sovereignty would be transferred to the Iraqi Interim Government (IIG) by 30 June 2004. The USG has initiated a detailed planning effort to timely ensure successful transfer of sovereignty to an Iraqi Interim Government (IIG).
 - (2) In addition to the transfer of sovereignty from the CPA to the IIG, two significant transfers of authority will occur during May and June 2004:
 - (a) The Coalition Joint Task Force-7 (CJTF-7) transferred authority to a new multinational headquarters, the Multinational Force-Iraq (MNF-I), effective on 15 May 2004. While the transfer of authority has been formalized, this new headquarters and its subordinate organizations, will continue to undergo adjustments before achieving its final organizational structure.

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- (b) When sovereignty is returned to a legitimate Iraqi Interim Government, the CPA will no longer have a legal basis for existence as an occupying authority. At the same time, the US Government desires to establish formal diplomatic relations with the new Iraqi Government. Accordingly, OPLAN Sovereign Iraq has been developed to simultaneously dissolve the CPA and establish a new US Mission in Iraq. As appropriate, personnel and organizations from the CPA will transition to the new US Mission.
- (3) In performing its mission, the CPA operated according to a strategic plan that established priorities for the US Government, coalition partners and efforts for relief and reconstruction. The Plan outlined five core foundational relief and reconstruction sectors and their end-states and provided a critical starting point for the long term objectives reflected in the Department of State's Mission Performance Plan (MPP) FY 2006 U.S. Embassy Iraq.
- (a) Security End State Objective. A secure environment for the people and property of Iraq that enables citizens to participate fully in political and economic life. The Iraqi government has the means to assume responsibility for external and internal security, including defense and police forces. Good relationships with regional states and with the international community have been established. The roles and accountabilities of organizations providing security are clearly defined within a legal framework. The legal framework also regulates the private possession and use of weapons.
- (b) Essential Services End State Objective. Essential services and infrastructure, particularly electricity, water, and health care, are provided to acceptable standards. Plans are in place, and where feasible, being implemented to improve the quality and accessibility by all citizens of all public services.
- (c) Economy End State Objective. Financial market structures and fiscal and regulatory conditions have been established that enable sustainable economic growth, the development of a dynamic private sector, and rising living standards for the Iraqi people. Measures have been taken to develop human resources and to eliminate corruption. Policies have been developed to use Iraq's oil wealth for the benefit of all the Iraqi people.
- (d) Governance End State Objective. Iraq has a representative form of government that promotes the rule of law, protects individual rights of all, including freedom of expression and religion, and is supported by a vibrant civil society. It is underpinned by a democratically-based constitution and transparent electoral processes agreed to and accepted by the Iraqi people. There is an accountable and responsive system of local governments. The effectiveness of elected local officials has been increased through training.
- (e) Strategic Communications End State Objective. Unity of effort is achieved among the Iraqi Government, Coalition nations and the international community. Negative Iraqi perceptions of Coalition activities have been mitigated into constructive support. Messaging efforts have created an environment where an

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aura of legitimacy takes hold among the Iraqi people leading to a sustained, engaged, and active participation in the democratization of the country.

- (4) The US Mission Iraq Mission Performance Plan will succeed the CPA Strategic Plan and guide the activities of the US Mission Iraq. It identifies three mutually reinforcing strategic objectives in Iraq: eliminating terrorism, promoting economic development and supporting democratization and the rule of law. To accomplish these objectives, the US Government must rapidly build a well-resourced interagency U.S. Mission in Baghdad, working in the closest coordination with the Iraqi people, the Multinational Force, international organizations, and the embassies of coalition countries.
 - (5) The CPA established the basis of an Iraqi administration that has taken the first steps to implement the three objectives: Iraq's security forces are beginning to develop their capabilities to protect the Iraqi people against terrorists and other criminals. Plans and some key staffing are in place for a sovereign government proposals for a roadmap toward elections and the beginnings of organizational infrastructure of central and local governments dedicated to serving the Iraqi people. Iraq's economy and infrastructure are rapidly improving after decades of neglect, corruption, and international sanctions. Much remains to be done, however.
 - (6) The US Mission Iraq will have an exceptional scope and magnitude of responsibilities and resources. In the short term, it will function in one of the world's most unstable and violent environments. These circumstances pose unique management challenges and high human and financial costs, as we build a U.S. Mission and country team with the resources and institutional capacity necessary to accomplish the extraordinary U.S. objectives in Iraq. While some personnel and structures will carry over from CPA, the Mission necessarily will be a very different organization, reflecting both a different political context and a different mission.
 - (7) The transition to a sovereign Iraqi Interim Government will be formalized in a ceremony on 30 June 2004 when the transfer will be consummated. Following the ceremony, the US Mission Iraq will be established as the US Ambassador presents his credentials to the President of Iraq. The Coalition Provisional Authority will cease to function as the governing authority in Iraq, and the Department of State (DOS) Bureau of Near East Affairs, Iraq (NEA/I) and the US Mission to Iraq will be established as the successor organizations to CPA, responsible for representing the interests of the US Government, less the military function which will be discharged by the Commander, Multinational Forces Iraq (MNF-I).
- b. Enemy Forces. (See Annex B – Intelligence)
 - c. Friendly Forces. (See Annex A – Command and Control)
- (1) The Transition Team. The Secretaries of State and Defense established an Interagency Transition Planning Team (ITPT) to develop a joint transition plan to dissolve the Coalition Provisional Authority (CPA) and establish a US Mission within a sovereign Iraq, ensuring a close and mutual partnership between the Chief of Mission (COM) and the Commander, Multinational Force – Iraq (MNF-I). The ITPT, which includes

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representatives of DOS, DOD, and the CPA (forward and rear), has developed and will continue to develop comprehensive and detailed plans concurrently to transfer sovereignty to the Interim Iraqi Government upon dissolution of the CPA. Furthermore, the team will continue the spirit of "jointness" as it supports implementation of the plan within the DOS and DOD.

- (2) The US Mission and the Near East Asia-Iraq element (NEA-I) will constitute the successor entity to the CPA under the provisions of Section 2208 of the Emergency Supplemental Appropriations Act and National Security Presidential Directive 36, dated 11 May 2004. DOS maintains the funds available for establishing the US Embassy in Baghdad, including the balance of uncommitted FY 2004 appropriations for CPA operating expenses and the 1% Iraq Relief and Reconstruction Fund (IRRF) transfer.
- (3) Coalition Nations. Iraq relief and reconstruction has been the effort of a multination coalition. Coalition contributions have included military forces, donations, civilian reconstruction teams, and planning officers. The US Government provides the most significant leadership and a majority of the coalition forces, but successful prosecution of the war and reconstruction could not have been and will not be achieved without extensive coalition participation. While the US Mission to Iraq will be bilateral, the US Government will continue to encourage coalition participation and will develop appropriate channels for coordination with coalition nations.

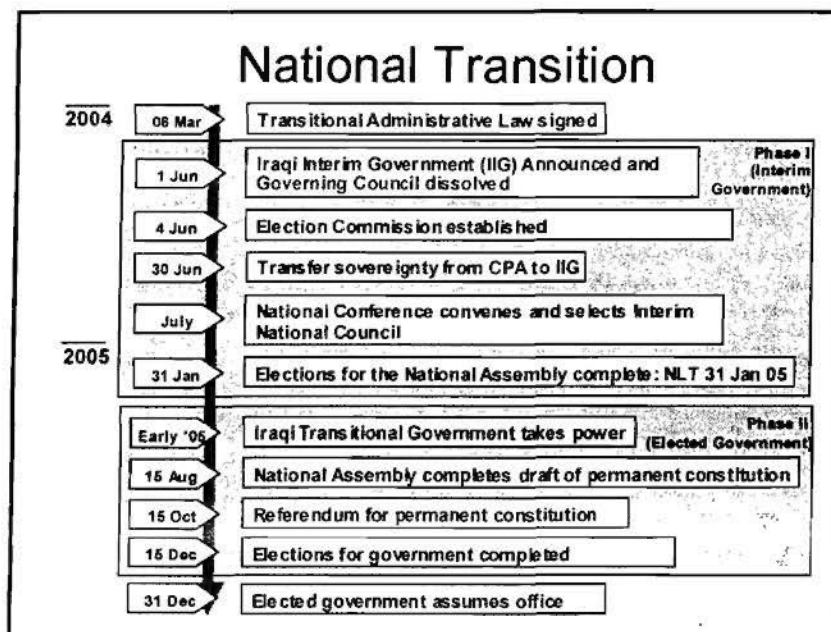


Figure 1. National Transition

- (4) Government of Iraq. As defined in the Transitional Administrative Law (TAL), the Government of Iraq will transition to a permanent, constitutional government in three phases. TAL Phase I will begin with the formation of the fully sovereign Iraqi Interim Government that takes power on 30 June 2004. TAL Phase II begins with the formation of the Iraqi Transitional Government after elections for the National

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Assembly occur not later than 31 January 2005. TAL Phase III begins with the formation of a permanent Iraqi government, pursuant to a permanent constitution. Elections for the permanent government will occur no later than 15 December 2005 and the new government shall assume office no later than 31 December 2005.

a) TAL Phase I – Iraqi Interim Government. On 1 June 2004, the Iraqi Governing Council was dissolved and the Iraqi Interim Government was established. On 30 June 2004, the Iraqi Interim Government will be vested with full sovereignty, and the Coalition Provisional Authority will dissolve.

1) Governance. The Interim Iraqi Government will govern according to the Transitional Administrative Law, administer Iraq's affairs, provide for the welfare and security of the Iraqi people, promote economic development and prepare Iraq for national elections to be held no later than 31 January 2004. These elections will select an Iraqi Transitional National Assembly and Government.

2) Composition. The IIG will consist of a President, two Deputy Presidents, a Prime Minister and 31 Ministers. The President will act as the Head of State. The Prime Minister will preside over the Council of Ministers and oversee the administration of the government.

3) Interim National Council. There will also be an Interim National Council to promote constructive dialogue and create national consensus, to advise the new government, monitor the implementation of laws and approve the 2005 budget. The Interim National Council will be chosen by a National Conference, to be held in July, involving at least a thousand Iraqis from across Iraq. The Interim National Council will reflect Iraq's diversity.

4) The Transitional Administrative Law. The IIG will operate under the legal framework established by the Transitional Administrative Law (TAL), including the TAL Annex. The TAL will remain the supreme law of Iraq until a new constitution has been ratified, a newly elected government is in place and new laws are enacted to replace provisions of the TAL. Under the provisions of the TAL, the IIG will have the power to conclude international agreements in the areas of diplomatic relations and economic reconstruction, including Iraq's sovereign debt. The IIG will not have the authority to amend the TAL or to form agreements which permanently alter the destiny of Iraq.

b) TAL Phase II – Iraq Transitional Government.

1) Governance. The Iraq Transitional Government (ITG) will govern according to the laws in force in Iraq on 30 June 2004 unless and until rescinded in accordance with the Transitional Administrative Law. The ITG will have exclusive competence in the areas specified in Article 25 of the TAL.

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- 2) Composition. The ITG will consist of the National Assembly, the Presidency Council, the Council of Ministers, including the Prime Minister, and the Judicial authority.
 - 3) The National Assembly. The National Assembly will be the legislative authority for the State of Iraq. Its mission shall be to legislate and exercise oversight over the work of the executive authority. The National Assembly will consist of 275 members who will be elected through elections to occur by 31 December 2004, if possible, and in any case no later than 31 January 2005. The principal objective of the Transitional National Assembly will be to prepare a draft permanent national constitution for Iraq and prepare for and conduct a national election under this constitution to elect a permanent Iraqi Government. The new constitution will be presented to the Iraqi people in a national referendum scheduled for the fall of 2005. Under this new constitution, Iraq will elect a permanent government by the end of 2005.
 - 4) The Transitional Executive Authority. The executive authority during TAL Phase II will consist of the Presidency Council, the Council of Ministers and its presiding Prime Minister.
 - (a) The Presidency Council is formed by the President of the State and two Deputies elected by the National Assembly. The Council will oversee the higher affairs of the country.
 - (b) The members of the Council of Ministers are named by the Presidency Council upon the recommendation of the Prime Minister.
 - (c) The Presidency Council will name the Prime Minister by unanimous vote. The Prime Minister and the Council of Ministers will commence their work as a government only after receiving a vote of confidence by simple majority from the National Assembly. The Prime Minister will have day-to-day responsibility for the management of the government.
 - 5) The Federal Judicial Authority. A Higher Juridical Council will replace the Council of Judges and will supervise the federal judiciary and administer its budget. The federal judiciary will include a Federal Supreme Court, the Central Criminal Court of Iraq, Courts of Appeal, the Court of Cassation and other courts established by law.
 - 6) The Transitional Administrative Law. The laws in force in Iraq on 30 June 2004 will remain in effect unless and until rescinded or amended by the ITG. The laws, regulations, orders, and directives issued by the Coalition Provisional Authority pursuant to its authority under international law shall remain in force until rescinded or amended by legislation duly enacted and having the force of law.
- c) TAL Phase III. – Permanent Iraqi Government: The permanent Iraqi Government and National Assembly seated at the end of 2005 will establish laws governing Iraq.

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Provisions of the TAL, with its Annex, will be rescinded as provisions in the Constitution and/or Iraqi Law direct.

(5) United Nations.

- (a) United Nations. On March 24, the U.N. Security Council adopted a statement supporting the new U.N. mission to help Iraq form an interim government and prepare for elections. This U.N. Mission, as well as an electoral assistance team, were dispatched to Iraq to lend assistance and advice to the Iraqi people in the formation of the IIG, as well as in the preparations for the direct elections to be held before the end of January 2005. The mission consists of two separate teams: a political team and an electoral team. The U.N. team is now in Iraq helping to form an Independent Election Commission that will oversee an orderly and accurate national election. The US has assured the United Nations that every possible step will be taken to facilitate the protection of their teams. The United States and its Coalition Partners are also leading efforts in the United Nations to obtain additional resolutions which will further engage members of the UN in Iraq and accelerate the stabilization, relief and reconstruction of that country as a free democracy.

(6) Military Forces.

- (a) CJTF-7. CJTF-7 was responsible for military operations throughout Iraq, operating in support of the CPA, in order to establish and maintain a secure environment. CJTF-7 transferred authority to the Multinational Force-Iraq (MNF-I) on 15 May 2004.
- (b) MNF-I. The MNF-I was established with interim operational capability (IOC) on 15 May 2004 and assumed responsibility for military operations throughout Iraq. Upon transition to a sovereign interim government of Iraq, the MNF-I will continue its mission to establish and maintain a secure environment, allow the continuance of relief and reconstruction efforts, and improve the training and capabilities of Iraqi security forces, including the Iraqi Armed Forces, Border Patrol, Iraqi Police Services, the Facility Protective Service, and the Iraqi Civil Defense Corps. As these Iraqi forces develop appropriate capabilities and the security situation improves, the MNF-I will hand off security responsibilities to them and assume a reduced presence in Iraqi cities and provinces.

d. Assumptions.

- (1) The governing structures in Iraq will be established according to the timelines defined in the Transitional Administrative Law (TAL) and the form of government will not affect the transition plan.
- (2) The concurrent transfer of sovereignty from CPA and establishment of the US Mission Iraq will allow for continuity of current relief and reconstruction operations.
- (3) Multinational coalition principles will be preserved in the post-transition environment.

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- (4) The US government transition will be managed with currently available funds; there will not be an additional FY04 supplemental appropriation beyond the \$25B reserve recently enacted.
- (5) The UN Security Council Resolution 1511 in coordination with the TAL provides the COM and the MNF-I Commander with necessary legal authorities to carry out their missions.
- (6) Many functions now performed within the CPA will continue to 30 June 2004 and will be assigned on that date to the Chief of Mission (COM).

2. Mission

On 30 June 2004, the Coalition Provisional Authority transfers sovereignty to an Iraqi Interim Government and is disestablished; 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 and International Partners, continue uninterrupted relief, reconstruction and stabilization efforts.

3. Execution

- a. Intent. The Chief of Mission to the new US Mission Iraq will represent the interests of the US Government by assisting and enabling the people and government of Iraq as they take full ownership of Iraq as soon as possible. Underpinning this goal are three priorities—sovereignty, security, and reconstruction / economic development. In terms of sovereignty, the COM will focus on supporting the Iraqi Interim Government and assisting the IIG in organizing national elections. With respect to security, the principal priority is training Iraqi security forces. The COM will work closely with the Commander, MNF-I to ensure that security forces are trained to take over security responsibilities of their country. Finally, reconstruction and economic development assistance provided or coordinated by the COM will be directed toward giving the Iraqi people a stake in their own future.
- (1) Concept of Operations. OPLAN Sovereign Iraq will be executed in five phases (See Figure 1): Phase I (Establishing US Mission Advance Team), Phase II (Transition to US Mission), Phase III (Post-Transition Execution/Fiscal Year Close-out), Phase IV (Constitution /Election Support), Phase V (Post Election Normalization). Through these five phases, the US Government will effectively transition governance responsibilities to the Iraqi Interim Government (IIG) while maintaining ongoing relief, reconstruction, and stabilization efforts throughout Iraq. These actions will occur simultaneously with a shift in primary authority for prioritization of non-security related efforts from DOD to DOS.

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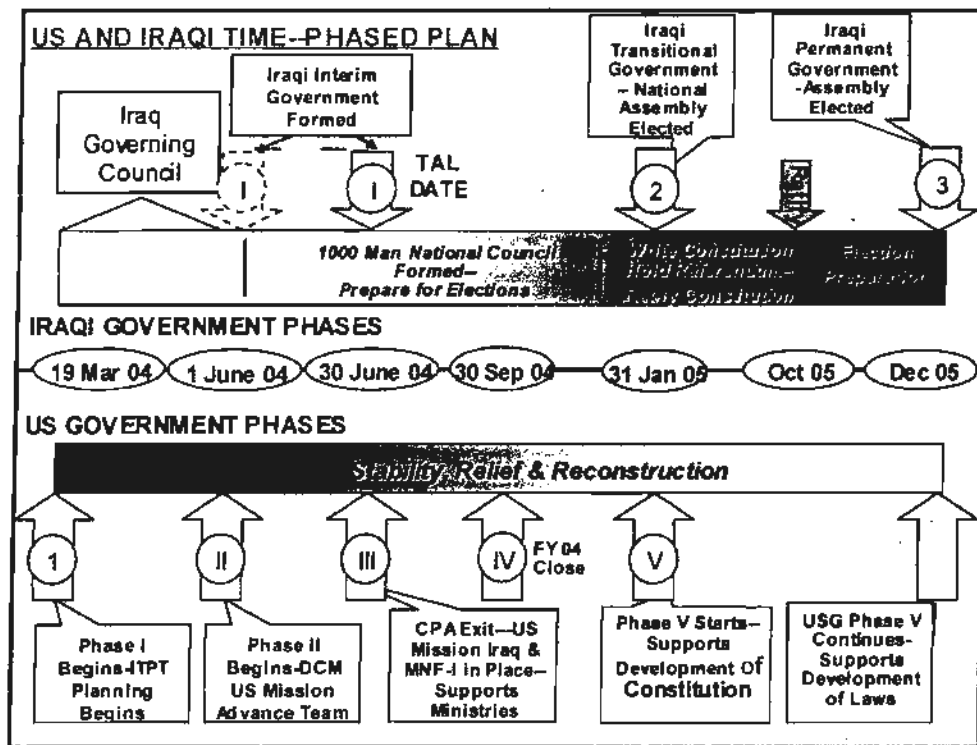


Figure 2. Transition Phasing

- (2) **Phase I (Establishing US Mission Advance Team).** Phase I began 19 March 2004 when the forward planning cell of the Interagency Transition Planning Team (ITPT) arrived in Baghdad and ends when the US Mission Advance Team is fully established by 1 June 2004.
- (a) **Purpose.** The purpose of this phase is for the ITPT-Baghdad and CPA, with support from the ITPT-Washington and CENTCOM/CJTF-7, to plan and coordinate activities necessary to ensure that the US Mission Advance Team is prepared to function effectively and begin to take over management oversight of select CPA functions. The US Mission Advance Team is a precursor organization to the US Mission, and will begin the process of standing up the full embassy which will be accomplished by 30 June.
- (b) **Interagency Transition Planning Team.** The DOD and DOS ITPT teams will plan for the more complex handoff of missions, functions, personnel, logistics, communications, facilities and real property from CPA to the US Mission and finalize plans for other phases.
- (c) **Coalition Provisional Authority.** CPA will complete all necessary transition tasks to prepare for the US Mission Advance Team no later than (NLT) 1 June 2004. During this period, the US Army will assume responsibility for the Project and Contracting Office (PCO).

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- (d) Department of State. DOS conducts detailed planning and preparations for establishing and staffing the US Mission. During this time, DOS will also determine those additional capabilities, functions, and personnel currently resident in CPA that should transition to the US Mission Iraq and remain after the 30 June 2004 transition to sovereignty.
 - (e) Department of Defense. Department of Defense (DOD) will make provisions to provide security and other support to US Mission Iraq activities, and to provide direct administrative and logistical support to the US Embassy in the Green Zone, and general support to non-DOD US government agencies operating in the Green Zone and at other sites in Iraq.
 - (f) Department of Justice. Department of Justice (DOJ) and DOD provide support to the Iraqi Special Tribunal, and the Commission on Public Integrity. Liaison teams to the Ministries of Justice and the Interior, the Council of Judges and the courts continue their missions.
 - (g) Coalition Joint Task Force-7. CJTF-7 continues to establish and maintain a secure environment, continues to support the training of Iraqi security forces, and prepares for the transfer of authority to Multinational Force-Iraq (MNF-I). MNF-I achieves Initial Operational Capability (IOC) on 15 April and Full Operational Capability (FOC) on 15 May.
 - (h) Phase I ends when the US Mission Advance Team commences operations by 1 June 2004.
- (3) Phase II (Transition to US Mission). Phase II begins when the US Mission Advance Team begins to assume embassy functions by 1 June 2004 and ends with the disestablishment of the CPA and opening of the US Mission Iraq on 30 June 2004.
- (a) Purpose. The purpose of this phase is to complete the transfer of sovereignty to the IIG and establish the US Mission Iraq. During Phase II, the US Mission Advance Team will assume management oversight of functions from the CPA which are appropriate embassy functions as identified during Phase I.
 - (b) US Mission Advance Team. The US Mission Advance Team will focus on the efficient and supportive transition of appropriate activities, responsibilities, and resources from CPA to the US Mission Iraq and will be in direct support of the CPA until 30 June 2004 for those functions that are transferred.
 - (c) Interagency Transition Planning Team. The ITPT and CPA continue planning for transition of selected functions to the US Mission.
 - (d) Department of State (DOS). DOS and the CPA establish the Iraq Reconstruction Management Office (IRMO) as a "virtual" organization to provide management oversight of those CPA functions and personnel under the authority of the Chief of Mission (COM) deemed mission essential after 30 June 2004, at which time IRMO will be established as a temporary organization under the provisions of

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Section 3161. IRMO will be comprised primarily of senior and technical liaison personnel and supporting staff, providing expertise and operational assistance to Iraqi ministries.

- (e) Project and Contracting Office. In preparation for its post-transition organizational structure, the Program Management Office (PMO) will become a "virtual" organization to provide acquisition and program management support to the US Mission for execution of contracts funded under the Iraq Relief and Reconstruction Fund (IRRF). It will be called the Project and Contracting Office (PCO), a temporary organization funded, staffed, and operated by the US Army, with the forward elements under the management oversight of the Chief (DCM designee) of the US Mission Advance Team until 30 June 2004 so that the transition will be seamless.
- (f) Regional Teams. DOS will establish four interagency Regional Teams at Mosul, Kirkuk, Al Hillah, and Basrah (Annex O) and embedded teams in five multinational divisional areas, and CPA will begin to close sites not selected for an enduring presence. These teams represent one the most critical elements of the reduced presence in Iraq as they will have the most direct contact with the Iraqi people.
- (g) Coalition Provisional Authority. CPA continues to conduct all activities not transferred to US Mission Advance Team and will continue to be responsible for those that transfer to the US Mission Advance Team for management oversight during Phase II. CPA restructures elements of the CPA that will transfer to the US Mission.
- (h) Department of Defense. DOD will establish Area Support Group Central to provide direct administrative and logistical support to the US Mission and general support to other US Government tenants in the Green Zone, as well as Regional Teams in Basrah and Al Hillah. It will achieve initial operational capability on 15 June 2004 and full operational capability of 30 June 2004. It will support operations for the Green Zone and US Mission Advance Team during Phase II.
- (i) Department of Justice. The Regional Crimes Liaison takes leadership of all US Government efforts in support of the Iraqi Special Tribunal, which will become part of the Regime Crimes Liaison Office. The US Mission Advance Team will convene a Justice and Law Enforcement working group to coordinate the activities
- (j) Multinational Force-Iraq. MNF-I achieved FOC on 15 May 2004, and continues to establish and maintain a secure environment through 30 June 2004 and beyond. MNF-I will have operational command of the Office of Security Transition (OST) which has responsibility for training and mentoring Iraqi security and police forces. The Director of Detainee Operations and the Detainee Organization continue to support the Central Criminal Court of Iraq.
- (k) Phase II ends 30 June 2004 with the disestablishment of the CPA and opening of the US Mission Iraq.

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- (4) Phase III (Post-Transition Execution/Fiscal Year Close-out). Phase III begins 30 June 2004 with the opening of the US Mission Iraq and will end on 30 September 2004.
- (a) Purpose. The purpose of this phase is to fully establish all programs and procedures pursuant to the new mission, support the Iraqi Interim Government, and close-out or readjust all necessary contract work for FY 2004. During this phase, the US Mission Iraq assumes full responsibility for US interests in Iraq and responsibility for relations with the Government of Iraq under the authority of DOS.
 - (b) Department of Defense. DOD will close out all FY04 residual CPA financial transactions. CPA support contracts required by DOS, and coordinated with DOD, will be transferred to the US Mission NLT 30 September 2004. DOS will establish procedures NLT 30 June 2004 to use purchase order instruments when desired to leverage existing DOD contracts such as LOGCAP.
 - (c) Project and Contracting Office. DOD will continue to provide acquisition and program management support to the US Mission for execution of contracts funded under the IRRF through the PCO, with the forward elements under the authority of the COM.
 - (d) US Mission Iraq. The Chief of Mission (COM) will assist the Iraqi Government and UN representatives in preparing for elections, to be held no later than 31 January 2005 and will coordinate closely with Coalition Partners on these matters, as appropriate. The COM will also set requirements and priorities for all non-security-related requirements in his oversight of Iraq Relief and Reconstruction Fund (IRRF) programs which will be followed by the PCO.
 - (e) Multinational Force-Iraq. Commander, MNF-I will set requirements and priorities for all security-related requirements to be followed by PCO and will continue to establish and maintain a secure environment.
 - (f) Other Nations. It is expected that respective diplomats in Iraq, together with diplomats from multilateral organizations, will establish multiple inter-Embassy contact groups that would provide fora for discussion and coordination of all subjects of mutual interest, and provide a venue to compare and track progress.
 - (g) Phase III ends with the U.S. fiscal year on 30 September 2004.
- (5) Phase IV (Election Support). Phase IV begins 1 October 2004 and is expected to end when the newly elected transitional government is seated.
- (a) Purpose. The purposes of this phase are to finalize organizational changes in MNF-I and the US Mission, and continue to assist in the transformation process of Iraq by supporting the execution of national elections in accordance with fair and internationally recognized standards.

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- (b) Iraqi Interim Government. The new Iraqi Interim Government's primary responsibility will be to administer Iraq's affairs, in particular by providing for the welfare and security of the Iraqi people, promoting economic development and preparing Iraq for national elections to be held no later than 31 January 2005.
 - (c) US Mission Iraq. The US Mission Iraq continues to ensure that the responsibilities and interests of the US Government are preserved and discharged effectively; continues uninterrupted relief, reconstruction and stabilization efforts in concert with the Iraqi Interim Government and our coalition and international partners, and the MNF-I; and plans for transition to an elected Transitional Iraqi Government after nationwide elections.
 - (d) MNF-I. MNF-I continues to establish and maintain a secure environment, with Iraqi security forces taking an increasingly larger role as they achieve required operational capabilities. MNF-I also continues to establish base support operations throughout Iraq with area support groups, base support battalions, and area support teams to relieve tactical commanders of the base support operations requirements, including support to the US Mission, so they can focus on warfighting. (See Appendix I – BASOPS to Annex A – Command and Control)
 - (e) Phase IV ends on or about 31 Jan 2005 when an internationally recognized elected Iraqi Transitional National Assembly is seated.
- (6) Phase V (Post Election Normalization). Phase V begins on or about 1 February 2005, after an internationally recognized elected Permanent Iraqi Government is seated.
- (a) Purpose. The purpose of this phase is to monitor and reduce presence of MNF-I and other US Government missions necessary for a state of long-term stability and normalization pursuant to standards and wishes of the Iraqi government. During this phase, all projects funded by the Iraqi Relief and Reconstruction Fund Public Law 108-106 will be or will have been completed.
 - (b) Iraqi Transitional Government. The Transitional National Assembly will draft a permanent constitution for the State of Iraq which should be ratified by October 2005. Nationwide elections will be held under this constitution to establish a Permanent Iraqi Government at the end of 2005.
 - (c) US Mission Iraq. The US Mission Iraq continues to ensure that the responsibilities and interests of the US Government are preserved and discharged effectively; and continues uninterrupted relief, reconstruction and stabilization efforts in concert with the Iraqi Interim Government and our coalition and international partners, and the MNF-I. As the situation in Iraq normalizes, the US Mission may reduce its presence in the regions and move toward normal embassy operations.
 - (d) MNF-I. As Iraqi security forces become more mission capable, they will assume responsibility for internal and external security from forces belonging to MNF-I. Additionally, as the security situation in Iraq becomes permissive and US Mission

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operations are normalized, ASG Central gradually hands off administrative and logistical functions to the US Embassy, and Green Zone management functions to appropriate Government of Iraq authorities.

- (e) This phase ends with the normalization of Iraqi local and national governance and a stable environment where the US and other Missions can operate under normal conditions.

b. Tasks by Phase.

(1) Phase I-II.

(a) Department of State

- (1) Establish real property facilities in the Green Zone to support a US Mission Iraq capable of performing expanded missions. Prepare to become successor organization to CPA under provisions of Article 5, Section 3161.
- (2) Establish a US Mission Advance Team by 1 June 2004 to begin the process of establishing a US Mission Iraq and assume management oversight of select organizations established as "virtual" organizations with the CPA such as IRMO, PCO forward, STRATCOM (to be redesignated), etc.
- (3) Established four regional team sites with one in Basrah, Al Hillah, Kirkuk, and Mosul to coordinate the on-going relief, reconstruction and governance efforts for the USG.
- (4) Embed teams in the five MND Divisional areas, collocated with the military headquarters to support the military commanders and serve as extensions of the Regional Directors responsible for the Regional Teams noted above.
- (5) Develop and implement US Mission Iraq Mission Program Plan (MPP) FY2006.
- (6) IAW NSPD 36, establish the Iraq Reconstruction Management Office (IRMO) officially on 30 June 2004 but working under the management of the Chief, US Mission Advance Team on 1 June under the authority of the Administrator, CPA.
- (7) Determine post-transition internal organizations and staffing levels for the US Mission activities.
- (8) Determine staffing levels for all US Government activities in Iraq under COM authority.
- (9) Deploy DOS and other agency personnel assigned to the US Mission in order to be on station in the US Mission NLT 15 June 2004.

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- (10) Support the development of Iraqi Interim Government capacity to administer the Iraqi Justice System effectively and efficiently, through training, technical assistance, mentoring, certification, and advice.
 - (11) Establish Near East Asia-Iraq office to provide policy and operations support to the US Mission Iraq.
 - (12) Assume authority over selected facilities in the Green Zone and other sites as determined by DOS in coordination with Administrator, CPA and Commander, MNF-I.
 - (13) Establish a public affairs organization under the authority of the US Mission Advance Team and subsequently the COM NLT 1 June 2004 to design and implement a strategic communications plan to achieve the communication objectives of the United States.
- (b) Department of Defense.
- (1) CENTCOM exercise command and control over US and multinational forces.
 - (2) CPA supports transition planning and transfers management oversight of select functions to US Mission Advance Team prior to 30 June 2004. Transition these functions seamlessly to US Mission Iraq on 30 June.
 - (3) CPA prepares to transfer unobligated Development Fund in Iraq (DFI) funds to the Iraq Minister of Finance on 1 July 2004.
 - (4) Establish, IAW NSPD 36, the Project and Contracting Office (PCO) as a temporary organization under Army executive agency authority. Establish the PCO forward as a "virtual" organization under the management oversight of the Chief (DCM designee) of the US Mission Advance Team prior to 30 June so that the transition on 30 June will be seamless.
 - (5) NLT 30 June 2004, develop and execute base support operations plan to provide administrative and logistics support to USG sites throughout Iraq, including the Green Zone.
 - (6) Establish the Office of Security Transition (OST) under the operational command of the Commander, MNF-I until the level of security and stability allows Iraq to assume the lead role in security.
 - (7) Establish a Detainee Organization under MNF-I responsible for detainees in Iraq whose director will report to Commander, MNF-I.
 - (8) Establish ASG Central OPCON to MNF-I to provide direct support to the US Embassy and general support to other tenants of the Green Zone for specified logistics and administrative functions now supporting the CPA, NLT 30

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June, 2004. ASG Central coordinates security with MNF-I and provides management for the Green Zone until security conditions allow it to be transferred to the Government of Iraq or as directed.

- (9) CPA-West transfers select policy and operations functions to NEA-I in DOS and other US Government organizations NLT 30 June 2004 to ensure continuity of effort.
- (10) DOD coordinate all issues associated with US Government contractors under DOD management on the battlefield, including accountability, force protection, privileges and immunities for US personnel, facilities, and contractors not covered under the Vienna Conventions, CPA Orders and other agreements (See Annex N – Contractor Security, Published in Separate Fragmentary Order).
- (11) DOD designate the Secretary of the Army as the Department of Defense executive agent for the Project and Contracting Office and its functions.

(c) Joint Tasks

- (1) DOD / DOS establish command and control structures that will ensure a seamless transition upon transfer of sovereignty to Iraq and establishment of the US Mission Iraq in coordination with MNF-I and the regional teams.
- (2) DOD / DOS developed personnel transition plan for CPA personnel.
- (3) CENTCOM / COM ensure that every US Government employee in Iraq is accountable either to the US Mission or the MNF-I.
- (4) DOS / DOD develop USG guidelines for screening standards of private security firms, protocol between CPA/MNF-I and COM contractors, ROF, weapons policies, and licensing of contractors performing non-COM activities. (See Annex K and Annex N)
- (5) DOD / DOS establish a Support MOA NLT 15 June, 2004 that delineates each agency's responsibilities in ensuring adequate support of :
 - (a) The Green Zone and other USG sites and facilities management and responsibilities.
 - (b) ASG Central support of the US Mission Iraq and the Green Zone.
 - (c) Information technology support to the US Mission and Regional Team sites.
 - (d) Service support for Regional Team sites.
 - (e) Medical support for the US Mission and Regional Teams.

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- (f) Contracting support for the US Mission.
 - (6) DOD / DOS establish a Security MOA NLT 15 June 2004 that delineates each agency's responsibilities in ensuring the success of :
 - (a) MNF-I security of Regional Team (RT) fixed sites and a consultative process to ensure that Regional Coordinator's requirements are clearly defined and supporting security commanders' plans are clearly understood.
 - (b) MNF-I ability and procedures / processes to provide Quick Reaction Force capabilities.
 - (c) DOD / DOS cooperation and support in protecting COM activities in outside the Green Zone.
 - (d) Transferring Personal Security Details from Criminal Investigation Division (CID) to the Diplomatic Security Service (DSS).
 - (7) DOD / DOS inventory and transfer all security related equipment currently in use by CPA to the US Mission IAW contractual requirements and the Federal Acquisition Regulations to support the establishment of US Mission Advance Team and later, the US Mission Iraq.
 - (8) DOD / DOS provide effective Health Support Service (HSS) system for all US personnel in IRAQ to include an effective theater evacuation policy (Annex Q)
 - (9) DOD / CPA resolve budget shortfalls to ensure adequate funding is available to support acknowledged requirements of the US Mission Iraq in 4th Quarter FY 2004 (Annex L).
 - (10) DOD / DOS establish financial management support to the COM by closing out CPA financial management actions, and establishing the DOS financial system in the US Mission Iraq on or before 30 June 2004, except for those transactions which, by agreement of both the DOS and the DOD, will be completed by DOD, or transferred to the Project and Contracting Office (PCO).
 - (11) DOD, DOS and CPA coordinate information and communications technology (ICT) infrastructure and services contracts to be transferred to DOS and contractual and technical issues in the transition from DOD to DOS. Identify the residual capabilities of CPA and their disposition in the post 30 June 2004 environment and effect such disposition.
- (d) Other Agencies.

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- (1) Other US Government executive branch agencies provide appropriate personnel to staff the US Mission Advance Team during June 2004 and the US Mission Iraq, post 30 June 2004 in accordance and coordination with DOS.
- (2) CPA-IG transitions to the US Mission on 30 June 2004 and becomes the Iraq Reconstruction Inspector General (IR-IG), reporting directly to the COM on the activities of all legacy CPA reconstruction programs, security, support services, and funding. (See Annex C)

(2) Phase III.

(a) Chief of Mission.

- (1) Open the US Mission Iraq on 30 June 2004.
- (2) Reestablish diplomatic relations with Iraq on 30 June 2004.
- (3) Coordinate, as appropriate, with the embassies of other coalition partners to advance coalition objectives in Iraq.
- (4) Oversee all activities of the US Mission and US personnel not under the Combatant Commander's authority, except those detailed to the staff of International Organizations.
- (5) Exercise authority over all assigned personnel to the US Mission through the NSDD 38 process.
- (6) Provide internal security for sites under his direct authority, and ensure coordination with Commander, MNF-I, for additional security requirements.
- (7) Support the Iraqi national political process and the work of the UN, as appropriate.
- (8) Support Iraqi civil society efforts and local Non-Governmental Organizations (NGOs), as appropriate.
- (9) Support development of Iraqi local media.
- (10) Support the efforts of the MNF-I.
- (11) Establish the Iraq Reconstruction and Management Office (IRMO) to initiate and oversee IRRF projects.
- (12) Coordinate with the international community and NGOs in Iraq.

(b) Department of Defense.

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- (1) Establish and sustain a secure environment in which relief and reconstruction tasks will be accomplished.
- (2) Provide security and support to the US Mission and other US Government agencies in accordance with the Support MOA and Security MOAs.
- (3) Coordinate through the Director of the Office of Security Transition (OST) with the COM on matters specific to policies associated with developing the capabilities of Iraq Security Forces and other security assistance.
- (4) Designate the MNF-I Commander as the principle military advisor to the COM.

(c) Joint DOD / DOS Tasks

- (1) Establish MOA between COM and combatant commander to ensure every US Government employee in Iraq is accountable either to the US Mission or the Combatant Commander.
- (2) Provide effective Health Service Support (HSS) system for all US personnel in IRAQ to include a proper theater evacuation policy.
- (3) Resolve budget shortfalls to ensure adequate funding is available to support acknowledged requirements in 4th Quarter FY 2004.

(3) Phase IV-V.

(a) Chief of Mission.

- (1) Coordinate with the embassies of other Coalition Partners to advance coalition objectives in Iraq, as appropriate.
- (2) Oversee all activities of the US Mission and US personnel not under the Combatant Commander's authority, except those detailed to the staff of International Organizations.
- (3) Exercise authority over all assigned personnel to the US Mission through the NSDD 38 process.
- (4) Provide internal security for sites under his direct authority and ensure coordination with Commander, MNF-I for additional security requirements.
- (5) Support the Iraqi national political process and the work of the UN, as appropriate.
- (6) Support Iraqi civil society efforts and local Non-Governmental Organizations (NGOs) as appropriate.

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(7) Support development of Iraqi local media.

(8) Support the efforts of the MNF-I.

(9) Initiate and oversee IRRF projects.

(b) Department of Defense.

(1) Complete security force transition from US to Iraqi local control, when appropriate.

(2) Transition selected contracts to the US Mission Iraq.

(3) Complete security force transition to Iraqi Regional Control, when appropriate.

(4) Complete security force transition to Strategic Overwatch, when appropriate.

(5) DOD/DOS transition oversight of OST from CDR MNF-I to COM when security conditions permit. (See Annex A – Command and Control)

c. Coordinating Instructions.

(1) DOD and other US Government agencies are supporting agencies; DOS is the supported agency.

(2) Commander, MNF-I coordinate fully with the COM on all matters regarding training and equipping the Iraqi security forces.

(3) DOD / DOS establish formal procedures to conduct regular coordination meetings with coalition partners, Iraqi government agencies, and others, as required, for force protection, financial, stationing, and property issues.

(4) DOD / DOS establish procedures whereby security provided to COM fixed sites result from a consultative process where COM representatives define security requirements and the supporting security commander coordinates plans with the supported COM representatives and adjudicates concerns and issues through consultation.

(5) COM, in coordination with MNF-I, establish a US Mission Operations Center (MOC) in the Embassy Annex to oversee the daily implementation and execution of tasks and resolution of resource issues.

4. Administration and Logistics. (See Annex I- Logistics and MOA)

- a. Support concept. This transition will be supported by DOD, DOS, CPA, and representatives of other US Government agencies as necessary. The primary funding source will be the parent organization operating budgets and operational expenses as defined in (Public Law 108-106). Throughout the transition planning and execution,

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existing procedures, planning, facilities, materiel, technologies, and data systems will be used as much as possible. New systems, facilities, and technologies will be acquired only when no existing system is sufficient to fulfill the needs of the transition process.

b. Materiel and Services.

- (1) Logistics. The US Mission Iraq will require comparable logistic support from the MNF-I now provided to the CPA during and after the transfer of sovereignty and the establishment of the US Mission Iraq, in accordance with the Support Memorandum of Agreement between DOS and DOD (Annex T). The transition of support will be completed NLT 30 June 2004. DOS will become a customer of the Army LOGCAP Contract and assume use of property formerly utilized by CPA. DOD will establish ASG Central under MNF-I to provide direct support to the US Mission and general support to other US Government tenants in the Green Zone. ASG Central will also provide general administrative and logistical support to the Regional Sites at Al Hillah and Basrah. (Annex O – Regional Teams). The Project and Contracting Office will coordinate the external logistical requirements in support of Iraq's reconstruction contracts. The end-state objective of this transition mission will be a functioning US Mission with the logistical and administrative support necessary to advance US government objectives in Iraq. Throughout, strict accountability of USG property will be an imperative during this transition period. (Annex I - Logistics)

Facilities and Real Property. DOS, within available funds and with the support and cooperation of DOD and CPA, established a transition office to phase occupancy of the C-135 building by 15 May 2004 and the interim chancery, the embassy annex compound, and the Chief of Mission Residence (CMR) NLT 30 June 2004. DOS will accommodate U.S. personnel under the authority of the COM using existing housing units located on the Annex compound, augmented by 75 additional housing trailers. DOS will acquire the property known as the lakefront site as the location for a permanent US Embassy compound through agreement with the Iraqi Government in exchange for relinquishment of claims to compensation arising from the 1971 expropriation of the former USG Embassy. The available budget for the interim facilities (approximately \$60 million) will permit only limited renovations and improvements of the interim embassy facilities and will not meet all new embassy compound standards. The renovations will focus on providing secure, safe and functional facilities, in that order of priority, within funding constraints. Adequate physical security will be provided for the interim embassy facilities to support collocation and setback waivers as necessary under the Secure Embassy Construction and Counterterrorism Act of 1999, Title VI, Pub. L. 106-113. (See Annex F – Facilities and Real Property)

- (2) Contract Support. The Project and Contracting Office (PCO) will provide contracts management and program management authority over the construction and non-construction contracts awarded under the Iraqi Relief and Reconstruction Fund (IRRF). Following the intent to be fully operational on 30 June 2004, the PCO stood up on 1 June 04 as a "virtual" organization but continue to work within the CPA. On 1 June, it will transition to the US Mission Advance Team and be under the management oversight of the Chief (DCM designee) but be responsive to the priorities of the

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Administrator, CPA, through 30 June 2004. The intent is that the "PCO" would work under the management oversight of the Chief, US Mission Advance Team, during the month of June so that the transition on 30 June is seamless. The Department of the Army will assume responsibility for the PCO for funding, staffing, quality assurance, security, facilities, and life support consistent within this intent. Upon establishment of the US Mission Iraq, responsibility for the non-security project requirements definition and prioritization will be transferred from the CPA to the US Mission, while responsibility for security related project requirements definition and prioritization will remain with the Multinational Force – Iraq. (Annex G – Contracts and Acquisition)

- (3) Medical Services. DOD / MNF-I will continue to provide Health Services Support (HSS) to all US personnel according to the standards already established and in place. DOD / MNF-I will coordinate with DOS to provide HSS beyond the capability of the COM for personnel under the authority of the COM. DOS will establish the US Mission Health Unit to provide Primary Care support services to American employees under the authority of the COM. As US Mission-funded contractor personnel deploy to IRAQ to assume support functions, contractor organizations sourcing these personnel will provide organic primary care medical support or arrange such care from another contractor organization. (Annex Q – Medical and Health Services)
- (4) Personnel Support. CPA will remain the core headquarters for personnel management functions related to personnel assigned to CPA in Iraq until the dissolution of CPA on 30 June 2004, after which personnel management responsibilities for USG employees previously assigned to CPA and presently assigned to work in Iraq will be split between a number of organizations, including Department of State and the Department of Army. (Annex E – Organizations, Manpower, and Personnel Administration)

5. Command and Control. (See Annex A – Command and Control)

a. Command.

- (1) The Chief of Mission is the representative of the President of the United States. He will report to the President through the Secretary of State. All executive branch agencies under COM authority, and every element of the Mission, must keep the COM fully informed at all times of their current and planned activities. (See Annex D – Chief of Mission)
- (2) The chain-of-command for the Commander, MNF-I is through the Combatant Commander, CENTCOM, to the Secretary of Defense, to the President.
- (3) The COM has authority over every executive branch employee in the host country (other than those under the authority of the US area military commander or those detailed to the staff of an international organization).
- (4) DOS / DOD Memorandum of Understanding (MOU) effective 7 June 2004, governs security responsibility for DOD elements and personnel in Iraq (Annex S). The MOA assigns security responsibility for all DOD elements/personnel in country to either the COM or the Commander, MNF-I.

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- (5) All US Government activities and personnel in Iraq, except those detailed to the staff of an International Organization, will be under the authority of either the Chief of Mission or the Commander of the MNF-I.
- (6) Other executive branch agencies must obtain COM approval before assigning personnel to the Mission or host country. NSDD 38 governs proposals.
- b. This OPLAN becomes effective upon approval and signature.
- c. Signal. See Annex H - Information Technology and Communications.

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ANNEXES TO BASE PLAN, OPERATION SOVEREIGN IRAQ

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ANNEX N Contractor Security (To Be Issued as a Fragmentary Order)
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Appendix 1 Milestones
ANNEX S Security Memoranda of Agreement between DOD and DOS
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