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SECURITY

As of March 31, 2016, the U.S. Congress had appropriated more than \$68.4 billion to support the Afghan National Defense and Security Forces (ANDSF). This accounts for 60% of all U.S. reconstruction funding for Afghanistan since fiscal year (FY) 2002. Congress established the Afghanistan Security Forces Fund (ASFF) to build, equip, train, and sustain the ANDSF, which comprises all security forces under the Ministry of Defense (MOD) and the Ministry of Interior (MOI). Most U.S.-provided funds were channeled through the ASFF and obligated by either the Combined Security Transition Command-Afghanistan (CSTC-A) or the Defense Security Cooperation Agency. Of the \$63.9 billion appropriated for the ASFF, \$58.1 billion had been obligated and \$57 billion disbursed.¹¹²

This section discusses assessments of the Afghan National Army (ANA), Afghan National Police (ANP), and the Ministries of Defense and Interior; gives an overview of how U.S. funds are used to build, equip, train, and sustain the Afghan security forces; and provides an update on efforts to combat the cultivation of and commerce in illicit narcotics in Afghanistan.

KEY ISSUES AND EVENTS THIS QUARTER

Top U.S. Officials Testify on Challenges for the ANDSF

During this reporting period, several high-ranking U.S. officials testified before congressional committees on the situation in Afghanistan a year after the ANDSF assumed lead responsibility for Afghan security on January 1, 2015.

Then Resolute Support (RS) and U.S. Forces-Afghanistan (USFOR-A) commander General John F. Campbell informed the Senate Armed Services Committee (SASC) in February 2016 that Afghanistan had not achieved an enduring level of security and stability that would allow for a reduction in U.S. support.¹¹³ Campbell also said that while the ANDSF has other capability gaps, he assessed at least 70% of the problems facing the Afghan security forces are a result of poor leadership.¹¹⁴ Also that month, National Intelligence Director James R. Clapper told the SASC that the intelligence

As this SIGAR Quarterly Report went to press, the Afghan Interior Ministry announced the death toll from an April 19 Taliban attack in central Kabul had risen to 64. Another 347 people, mostly civilians, were wounded. The incident began with a suicide car-bomb explosion, followed by an attack with firearms. The attack came a week after the Taliban announced the start of its annual spring offensive.

Source: Radio Free Europe, "Death Toll From Kabul Attack Rises To 64," 4/20/2016.

“Without international funding, the ANSF will probably not remain a cohesive or viable force.”

—James R. Clapper,
Director of National Intelligence

Source: Senate Armed Services Committee, Statement for the Record of James R. Clapper, “Worldwide Threat Assessment of the US Intelligence Community,” 2/9/2016.

Enablers: support units that provide services needed to keep the combat units operational; such as logistics, maintenance, medical, transportation, intelligence, and close-air support.

Source: MilitaryFactory.com, “U.S. DoD Terminology: enabling force,” accessed 4/15/2016.



Then U.S. Central Command Commander General Lloyd J. Austin, Chairman of the Joint Chiefs of Staff Marine General Joseph F. Dunford Jr., and outgoing Resolute Support Commander General John F. Campbell at Headquarters Resolute Support Mission in Kabul, Afghanistan, March 2, 2016. (DOD photo by D. Myles Cullen)

community believes “fighting in 2016 will be more intense than 2015, continuing a decade-long trend of deteriorating security.”¹¹⁵

During testimony before the Operations and Investigation Subcommittee of the House Armed Services Committee (HASC), a senior official with the Joint Chiefs of Staff reported insurgents control eight (2%) of the 407 districts in Afghanistan with an additional 18 (4%) under the influence of the Taliban.¹¹⁶

In a statement prepared for the SASC in March in advance of his confirmation as head of U.S. Central Command, General Joseph L. Votel, then commander of U.S. Special Operations Command, called on Pakistan to take decisive action against the Haqqani Network, which he described as the greatest threat to U.S. forces and the long-term stability of Afghanistan.¹¹⁷

Defense Intelligence Agency director Lieutenant General Vincent R. Stewart also told the HASC in testimony that the ANDSF struggled with high operational tempo and a lack of Coalition **enablers** in their first full year conducting independent operations. The director said these conditions led to uneven operations execution and, as a result, insurgents were able to expand their influence in rural areas. He contended that deploying specialized Afghan units and their enablers is necessary to secure key population centers.¹¹⁸ However, in a media report, the commander of the ANA Special Operations Command expressed frustration with the misuse of the Afghan Special Forces, calling for them to be used for specific short-term missions instead of for defending territory.¹¹⁹

The U.S. Army Corps of Engineers (USACE) and the Air Force Civil Engineering Center have managed U.S.-reconstruction funded civilian and military infrastructure projects throughout Afghanistan. In testimony before the House Oversight and Government Reform Committee on rebuilding Afghanistan, a senior USACE official discussed efforts to build a construction industry in Afghanistan, working with small businesses, and teaching responsible construction management. That official told lawmakers that challenges such as violent insurgent activity and land-rights disputes have hampered construction efforts; however, the official warned that the cost of not continuing financial support to Afghan businesses includes their failure or increased site insecurity.¹²⁰

Fiscal Year 2017 ASFF Budget Justification

In February 2016, the Department of Defense (DOD) submitted to the U.S. Congress the Overseas Contingency Operations (OCO) Afghanistan Security Forces Fund (ASFF) budget justification for FY 2017. The total ASFF request for FY 2017 is \$3.45 billion, which is less than the previous fiscal year’s appropriation of \$3.65 billion.¹²¹

ASFF, along with international and Afghan government funding, supports a force structure, operations, and sustainment for 195,000 ANA personnel, 157,000 ANP personnel, and 30,000 Afghan Local Police (ALP) personnel

for a total authorized force strength of 382,000. The total amount required to support the ANDSF during FY 2017 is \$4.9 billion, of which international donors will fund \$915 million, and the Afghan government will fund \$544 million.¹²²

Resolute Support Change of Command

During a ceremony at Resolute Support headquarters on March 2, 2016, General John W. Nicholson Jr. took over command from General John F. Campbell.¹²³ The new commander of RS and USFOR-A is on his fourth tour in Afghanistan. His predecessor departs after 18 months that included the transition from a combat mission to a train-advise-and-assist mission.¹²⁴

Within 20 days of assuming command, General Nicholson, accompanied by his wife and the acting Afghan ministers of Defense and Interior, visited Kunduz to meet with local leaders and to apologize to the family members of those who died in a mistaken U.S. attack on a Medecins Sans Frontieres hospital last October.¹²⁵ A senior DOD official reported to Congress that a project is under way to rebuild the hospital.¹²⁶

General Nicholson is to provide an assessment, within 90 days of his confirmation, of the conditions in Afghanistan and the recommended U.S. troop strength required for the counterterrorism and the train, advise, and assist missions.¹²⁷ In March, U.S. Central Command commander General Lloyd J. Austin advised Congress that a review of the plan to reduce U.S. troop strength by the end of 2016 is appropriate, as the facts change and the



Then U.S. Central Command Commander General Lloyd Austin, outgoing RS and USFOR-A Commander General John Campbell, NATO Senior Civilian Representative Ambassador Aramaz, and incoming RS and USFOR-A Commander John Nicholson at Headquarters Resolute Support Mission in Kabul, Afghanistan, March 2, 2016. (DOD photo)

“We’re not trying to create a Western-style society here. We’re looking at an adequate level of security to prevent the re-emergence of transnational terrorist threats.”

—Lieutenant General John W. Nicholson Jr., commander of U.S. and NATO troops in Afghanistan

Source: Senate Armed Services Committee, “Hearing on Nicholson Nomination,” 1/28/2016.

The Taliban fighting season, named Operation Omari after the late Taliban leader, began April 12, 2016. The Taliban vowed to control more territory and launch large-scale attacks against the Kabul government and its foreign allies. The MOD announced the Afghan counteroffensive Operation Shafaq.

Source: WSJ.com, “Taliban Announce Spring Offensive in Afghanistan,” 4/12/2016.

assumptions made are no longer valid.¹²⁸ Also in March, General Nicholson acknowledged the high number of ANDSF casualties and the fighting period extending into the usual winter lull has put the NATO training of the ANDSF troops behind schedule.¹²⁹

The Deteriorating Security Situation in Afghanistan

Since the international Operation Enduring Freedom mission ended in 2014, the Taliban have spread their fight across most of the country, forcing Afghan forces to spread their own assets thin.¹³⁰ Afghan security officials report that ANDSF casualties have increased sharply since assuming full control of the security responsibilities from the Coalition forces at the start of last year. According to USFOR-A, the ANDSF suffered 6,637 personnel killed and 12,471 wounded in 2015.¹³¹ In the first two months of 2016, an additional 820 members of the Afghan security forces were killed in action and 1,389 were wounded.¹³² According to Afghan security officials, the Afghan army is enduring an average of four fatalities daily, mainly due to improvised explosive device (IED) attacks.¹³³

As the security situation deteriorated in Kabul, several U.S. agencies reported that restrictions on their movements were having an impact on their missions, including the U.S. Department of Treasury’s Office of Technical Assistance, the Department of Justice, and USAID’s Afghanistan Trade and Revenue project office.¹³⁴

Helmand province, where much of Afghanistan’s opium is produced, has been under grave threat from the Taliban for months.¹³⁵ At the end of December, a provincial council member reported “severe challenges” in 13 districts with only two districts being calm.¹³⁶ The senior Afghan general in Helmand reported more than half the ANDSF deaths during the past 11 months occurred in Helmand.¹³⁷ In testimony to the upper house of parliament, senior Afghan security officials said the ANDSF had pulled out from some areas in Helmand and removed half of the province’s check-points in a “tactical retreat,” which along with the reorganization of the 215th Corps was to lessen the loss of troops and to prevent the Taliban from overrunning the province.¹³⁸ According to the 215th Corps commander, the ANA torched the three bases they evacuated.¹³⁹ A more permanent Coalition presence is returning to Helmand, with approximately 40 British and 20 U.S. forces at Camp Shorabak to advise and train the beleaguered 215th Corps.¹⁴⁰ The latest U.S. deployment included almost 500 troops in a support and force-protection role for the 20 advisors.¹⁴¹ Afghan media reported that villagers in Sangin saw less-intense battles during the poppy harvest, but they expect fighting to intensify after the harvest.¹⁴² The most senior Afghan police officer in Helmand said the security situation will not improve without controlling corruption.¹⁴³ A provincial councilman explained that police officials buy their positions, then recoup their money by selling lower-level appointments and ammunition. He said police officers

lost their lives when the check-post commander lacked money to pay for ammunition.¹⁴⁴

In March, the Afghanistan Analysts Network reported that the Taliban is supplementing its existing military structure of a *mahaz* (front) system with a *qet'a* (unit) system.¹⁴⁵ The *qet'a* are larger groups with subgroups of 20 permanent fighters, who are moved when and where needed, and who receive rotational training to include instruction on ANDSF weaponry.¹⁴⁶ In some areas the *qet'a*s were reported to have locals dismantle captured ANA and ANP bases and checkpoints so the ANDSF cannot quickly reestablish their presence.¹⁴⁷ In contrast, the *mahaz* are a multi-level hierarchy of provincial and district commanders with groups of 10–30 fighters under a local commander. Each *mahaz* contributes men to an offensive operation, who return to their home area afterward.¹⁴⁸ At present, provinces with contested districts are reported to have *qet'a*s in place.¹⁴⁹

The United Nations (UN) Secretary-General assessed that the conflict grew in intensity and scope in 2015, resulting in high casualties and displacement among Afghan civilians, while the ANDSF faced significant challenges in effectively countering threats from insurgent groups across the country.¹⁵⁰ The UN recorded 22,634 security incidents in 2015—a 3% increase compared to 2014—and the second-highest count since 2001.¹⁵¹

The majority (70%) of security incidents in 2015 continued to be in the south, southeast, and east, with Ghazni, Helmand, Kandahar, Kunar, and Nangarhar as the most volatile provinces.¹⁵² The UN reported the Taliban temporarily captured 24 district centers throughout the country, in addition to temporarily seizing the provincial capital of Kunduz, during 2015 as compared to three in 2014.¹⁵³

USFOR-A reports that approximately 70.5% of the country's districts were under Afghan government control or influence as of November 27, 2015. Of the 407 districts within the 34 provinces, 287 districts were under government control or influence, 26 districts (6.4%) within 11 provinces were under insurgent control or influence, and 94 districts (23.1%) were “at risk.”¹⁵⁴

According to USFOR-A, the RS mission determines district status by assessing five indicators of stability: governance, security, infrastructure, economy, and communications, as reflected in Table 3.6 on the following page.¹⁵⁵

During 2015, the UN Assistance Mission in Afghanistan (UNAMA) documented 11,002 civilian casualties (3,545 persons killed and 7,457 injured), the highest number of civilian casualties recorded by the Mission since 2009.¹⁵⁶ The UN reported a series of high-profile attacks, targeting mainly civilians, occurred during December 2015–January 2016 at locations including Kandahar airport, the Indian and Pakistani consulates, the Spanish embassy, and a restaurant.¹⁵⁷ UNAMA reported that children accounted for one of every four civilian casualties, and women for one of every ten.¹⁵⁸ The UN recorded 255 incidents involving attacks against humanitarian

“What we have found historically is, if you take your eye off al-Qaeda, and if you don’t apply constant and direct pressure on al-Qaeda, they [have] the ability to regenerate very, very quickly.”

—Brigadier General Charles T. Cleveland, USFOR-A Chief of Communications

Source: *Washingtonpost.com*, “U.S. troops are back in restive Afghan province, a year after withdrawal,” 4/8/2016.

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TABLE 3.6

CATEGORIES USED BY RESOLUTE SUPPORT TO DETERMINE LEVEL OF DISTRICT STABILITY					
Stability Factor	INS Control 1	INS Influence 2	Neutral 3	GIROA Influence 4	GIROA Control 5
Governance	No DG or meaningful GIROA presence. INS responsible for governance.	No DG and limited GIROA governance. INS active and well supported.	NO DG present and limited GIROA governance.	DG present and GIROA governance active. INS active but have limited influence.	DG and GIROA control all aspects of governance. Limited INS presence.
Security	INS dominate area. No meaningful ANDSF presence.	ANDSF activities limited. Collapse of district is expected.	ANDSF and INS both present in strength. Neither is able to dominate the area.	ANDSF dominate although INS attacks are common.	ANDSF dominant. INS attacks are rare and ineffective.
Infrastructure	INS control all key infrastructure within the district.	INS control most of the key infrastructure but some GIROA control remains.	Control of key infrastructure routinely passes between GIROA and INS.	GIROA control most of the key infrastructure. INS seek to gain control but are largely ineffective.	GIROA control all key infrastructure. INS unable to compete for control.
Economy	INS control the local economy. No effective GIROA taxation or wages paid. GIROA supply routes are closed.	INS taxation is dominant. Some effective GIROA taxation and wages paid in places.	Effective GIROA taxation and wages are paid but a shadow (and effective) system of INS taxation is also commonplace.	Effective GIROA taxation and wages are paid. A shadow system of INS taxation is present in some areas.	GIROA oversees a function in local economy with taxes collected and wages are paid. Minimal INS interference.
Communications	INS messaging is dominant across the area. GIROA messaging ineffective	INS messaging dominant but GIROA messaging is reaching the people.	Neither GIROA or INS dominate messaging.	GIROA dominate messaging but INS have an active IO campaign.	GIROA dominate. INS messaging is ineffective.
Final Score	< 1	Between 1–2	Between 2–3	Between 3–4	>4
Stability Level (RS Criteria)	Under INS Control	Under INS influence	At Risk	Under GIROA Influence	Under GIROA Control
Stability Level (IDLG Criteria)	Out of GIROA Control	High-Level Threat	Mid-Level Threat	Low-Level Treat	Totally Secure

Note: ANDSF = Afghanistan National Defense and Security Forces, DG = District Governor, GIROA = Government of the Islamic Republic of Afghanistan, IDLG = Independent Directorate of Local Governance (Afghan), INS = insurgent, IO = Information Operation, RS = Resolute Support.

Source: USFORA, response to SIGAR data call, 2/27/2016.

personnel, assets, and facilities during 2015, resulting in 66 humanitarian workers killed and 91 injured.¹⁵⁹

Tolo News reported more journalists were killed in Afghanistan in the first two months of 2016 than in any two-month period in the last 14 years.¹⁶⁰ The most deadly incident occurred on January 20, 2016, when seven *Tolo News* employees were killed and 26 were wounded in what became known as Black Wednesday. The Taliban claimed responsibility for detonating an explosive-laden vehicle next to the company bus.¹⁶¹ The Taliban had earlier identified *Tolo News* and other Afghan news organizations as “military objectives.”¹⁶²

The UN reported an 8.3% decrease in security incidents across Afghanistan between December 1, 2015, and February 15, 2016, compared

with the same periods in the two preceding years.¹⁶³ The 4,014 security incidents represent an average of 52 incidents occurring each day, as reflected in Figure 3.26. The UN reported armed clashes (57.4%) and incidents involving improvised-explosive devices (19.2%) continued to account for the majority of the security incidents. Among the incidents, 154 involved assassinations and abductions, including the week-long kidnapping of the Afghan Supreme Court Chief Justice's father—a 27% decrease compared with the same period in 2014 and 2015.¹⁶⁴ The UN forecasts intensification of armed conflict in the coming months if a peace accord is not reached.¹⁶⁵

UNAMA reported on MOI actions to remove the ANP from the Secretary-General's list of parties that recruit or use children.¹⁶⁶ Recently an ANP unit was established in Nangarhar to use new age-assessment guidelines to reduce child recruitment; it joined six other child-protection units throughout the country.¹⁶⁷ Poverty is the primary reason children join the ANP or ALP.¹⁶⁸ The Taliban also recruited children, who were viewed as less likely to be considered enemy targets by Coalition troops, to report on the location of Afghan and Coalition forces and to plant improvised-explosive devices.¹⁶⁹

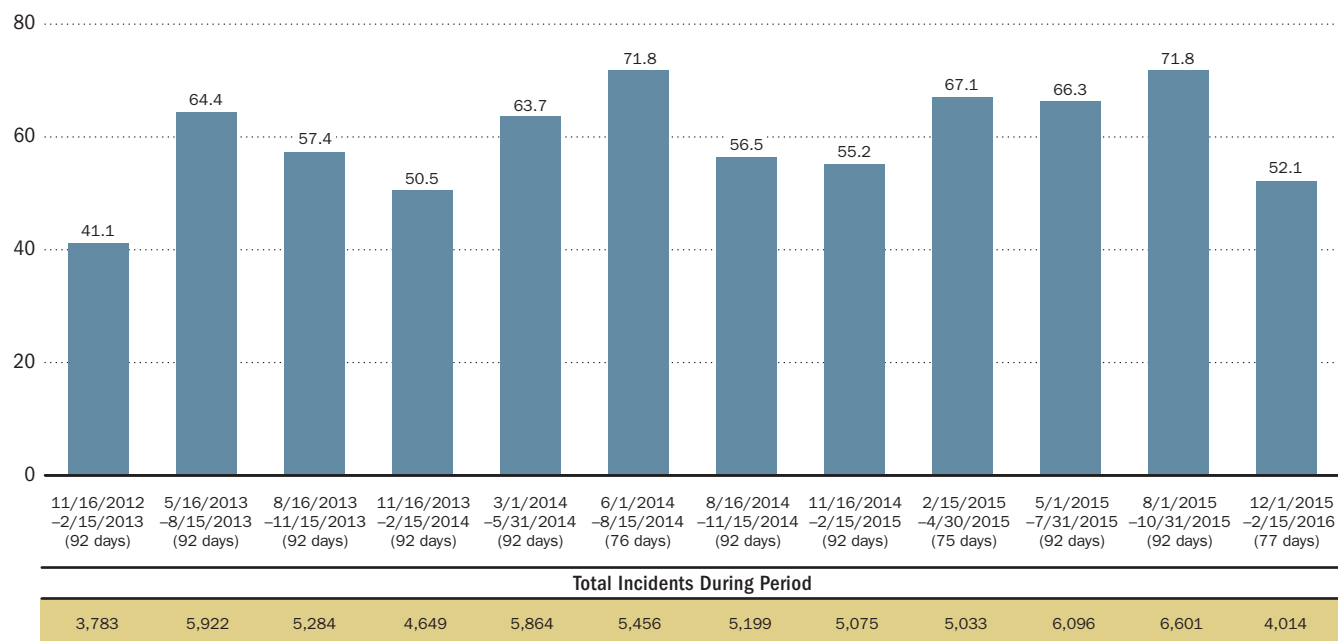
“The people of Afghanistan continue to suffer brutal and unprincipled attacks that are forbidden under international law.”

—Zeid Ra'ad Al Hussein,
United Nations High Commissioner
for Human Rights

Source: UNAMA and UN Office of the High Commissioner for Human Rights, *Afghanistan Annual Report on Protection of Civilians in Armed Conflict: 2015*, 2/2016.

FIGURE 3.26

AVERAGE NUMBER OF REPORTED SECURITY INCIDENTS PER DAY



Note: Security incidents were not reported for the month of November 2015 or February 15–May 15, 2013.

Source: UN, report of the Secretary-General, *The situation in Afghanistan and its implications for international peace and security reports*, 3/7/2016, p. 6; 12/10/2015, p. 5; 9/1/2015, p. 4; 6/10/2015, p. 4; 2/27/2015, p. 4; 12/9/2014, p. 5; 9/9/2014, p. 6; 6/18/2014, p. 5; 3/7/2014, p. 5; 12/6/2013, p. 6; 9/6/2013, p. 6; and 3/5/2013, p. 5.

Military Use of Schools: a complete takeover of school facilities and grounds or the occupation of a few classrooms or playgrounds by armed forces.

Source: Human Rights Watch, "Dispatches: Don't Turn Afghan Schools into Battlefields," 3/22/2016.

"I do believe we're going to have to have a continued modest forward presence...for years to come."

—General John F. Campbell,
former commander of U.S. and
NATO troops in Afghanistan

Source: Washington Post, "Outgoing Afghanistan general: U.S. military needs to do more to beat back Taliban," 2/5/2016.

SIGAR SPECIAL PROJECT

SIGAR examined the disposal and transfer of U.S. equipment and property in Afghanistan valued at \$907 million. For more information, see Section 2, p. 46.

The UN called on both the Afghan security forces and the insurgents not to use schools for military purposes.¹⁷⁰ Human Rights Watch has received reports of the ANDSF deploying weaponry in or around schools and setting up fixed-firing positions on school grounds. Such actions interrupt schooling; increase teacher and student absenteeism, transfers, or drop-outs; and increase the risk of an insurgent attack, which places students in danger.¹⁷¹ During 2015, the UN recorded 111 conflict-related incidents affecting education and resulting in 25 civilian casualties.¹⁷² UNAMA recorded reports of Islamic State of Iraq and the Levant (ISIL) members demanding one-month's salary from teachers or threatening teachers in Nangarhar Province with severe punishment or death if they did not close schools or if they reported such threats to the authorities.¹⁷³

U.S. FORCES IN AFGHANISTAN

According to DOD, 13,195 Coalition forces are serving in Afghanistan as of February 29, 2016. Of that number, approximately 8,850 are U.S. forces, of which 6,800 are supporting the RS train, advise, and assist mission.¹⁷⁴ The remainder either conduct the U.S. counterterrorism mission or provide aviation, medical, logistical, and other support for U.S. forces.¹⁷⁵

Since the RS mission began on January 1, 2015, through February 29, 2016, 11 U.S. military personnel were killed in action, in addition to 10 non-hostile deaths, for a total of 21 U.S. military deaths. During this period, 76 U.S. military personnel were wounded in action.¹⁷⁶ These numbers include the loss of one U.S. service member and wounding of two others in an operation in Helmand Province on January 5, 2016.¹⁷⁷

Seven U.S. civilians or contractors were killed, in addition to nine non-hostile deaths, for a total of 16 DOD, U.S. civilian, or contractor deaths. Nine DOD, U.S. civilian, or contractor personnel were wounded during this period.¹⁷⁸

Three of the 11 killed in action and 14 of the 76 wounded in action were the result of seven insider attacks. Insider attacks were also responsible for the death of three of the seven U.S. civilians killed and one of the nine wounded during this period.¹⁷⁹ There were 69 insider attacks against the Afghan security forces during this period, resulting in the killing of 175 and the wounding of 70 Afghan security forces.¹⁸⁰

Significant Challenges Remain in Developing Essential Functions of the ANDSF, MOD, and MOI

Key areas of the RS mission are organized under eight Essential Functions (EF). This quarter, USFOR-A reported several highlights within each EF area. However, after more than a decade of Coalition support from ISAF, CSTC-A, and now the RS mission, many of these highlights raise concerns about the current status of the MOD, MOI, and ANDSF. Rather than

indicating strong institutionalized systems that are being adjusted for better efficiency, the latest highlights show challenges remain. Highlights reported to SIGAR this quarter included the following:

- **EF-1 (Multi-Year Budgeting and Execution):** Significant challenges remain in procurement and output remains slow—MOD has a 73% approval rate for requirements submitted and the MOI has 27%. While the MOD submitted its FY 1395 procurement plan two months late in December, the MOI was four months late with its plan, accruing nearly \$1.5 million in penalties that will need to be paid out of its 1395 budget.¹⁸¹ The RS mission provides the ministries with contracted support programs that aim to hire Afghan civilians to fill business-type positions (finance, procurement, logistics, information technology, and human resources). The MOD has filled 35 of the 64 positions allotted for the first phase. The MOI has hired 256 individuals to fill the 361 positions that augment the existing civilians.¹⁸² The RS mission advised the MOD and MOI on meeting the conditions outlined in their FY 1395 financial commitment letters.¹⁸³
- **EF-2 (Transparency, Accountability, and Oversight):** Progress in the Ministerial Internal Control Program to assess internal processes and identify weaknesses or noncompliance is reported to be not as steady as anticipated. The MOI Inspector General conducted transparency, accountability, and law enforcement training for MOI leaders and executives and at two of the ANP's zones (in Kabul and Nangarhar) with training scheduled to be completed in the remaining five zones this spring.¹⁸⁴
- **EF-3 (Civilian Governance of Afghan Security Institutions):** With a goal of developing processes to prevent, track, investigate, and prosecute gross violations of human rights and significant acts of corruption, the RS mission plans for the U.S. Defense Institute of International Legal Studies to provide a five-day training workshop in May. Both Afghan instructors of the ANA mobile-training team have been trained and certified by the International Committee of the Red Cross and will provide law and order and human rights training to all of the ANA corps personnel.¹⁸⁵ CSTC-A contracted for Afghan legal trainers to provide train-the-trainer courses to MOI and police personnel as well as direct basic legal training, to include human rights training, to individual police personnel. The training is scheduled through July 2016. To date, 49% of MOI legal personnel and approximately 15% of the police have received training.¹⁸⁶
- **EF-4 (Force Generation):** The RS Army Institutional Advisory Team (AIAT) provided a 40-member detachment to provide training, advising, and assistance in rebuilding the 215th Corps in Helmand province, including mentoring ANA training teams and teaching the troops. The AIAT assessed this effort to have been the best collective

Members of Congress Ask SIGAR to Investigate Allegations of Sexual Abuse

A bipartisan, bicameral group led by Senator Patrick Leahy (D-VT) and Representative Thomas J. Rooney (R-FL) and 91 additional members of Congress in December asked SIGAR to conduct an inquiry into the U.S. government's experience with allegations of sexual abuse of children committed by members of the Afghan security forces.

The inquiry will also look into the manner in which the Leahy amendment prohibiting DOD and the State Department from providing assistance to units of foreign security forces that have committed gross violations of human rights is implemented in Afghanistan. See *SIGAR Quarterly Report to the United States Congress*, January 2016, p. 40 for more information. The Department of Defense Inspector General is conducting a similar investigation.

“I assess it will take multiple years to fully develop the capabilities to a point the ANDSF will be able to stand and operate on its own.”

—General Joseph L. Votel,
U.S. Army, then U.S. Special
Operations Command Commander

Source: Prepared Statement for the Senate Armed Services Committee on the Nomination for U.S. Central Command Commander, 3/9/2016, p. 14.

training conducted by conventional ANA units in the past two years.¹⁸⁷ To address the leadership weaknesses within the ANA, the AIAT designed leadership courses for commanders from the strategic down to the tactical level.¹⁸⁸ For details, see page 114 of this section. The RS Police Institutional Advisory Team advised the MOI Training General Command in developing the ANP winter training program, from which approximately 25,000 patrol officers have graduated since October 2015.¹⁸⁹ For additional information, see page 124 of this section.

- **EF-5 (Sustainment):** The MOD and the RS mission partnered on a two-day conference for ANA logistics specialists and decision makers to address and resolve the challenges hampering the Afghan sustainment system. The MOD deputy first minister and the CSTC-A commander opened this first of several planned quarterly sessions, with the Minister of Defense providing closing remarks.¹⁹⁰ The RS mission managed the supply requisitioning for the spring and summer campaigns. Over the last three months 3,000 pallets of equipment, 1,100 vehicles, and 950 weapons have been distributed to the ANDSF using both contracted support and the Afghan National Transportation Brigade.¹⁹¹ In addition, mobile radios were installed in 300 High Mobility Multipurpose Wheeled Vehicles (HMMWVs) and 141 Mine-Resistant Ambush Protected (MRAPs).¹⁹² The RS mission has trained 120 of the authorized 130 Afghans hired under a DOD contract to provide logistics support at the national-level logistic centers and the regional depots.¹⁹³ These specialists update the computerized supply system (CoreIMS), manage warehouse information, and identify and correct problems with the facilities, computer servers, training, and parts. A contract was awarded in February 2016 to inventory over 4,400 shipping containers located at the Central Supply Depot, record the material into CoreIMS, and train ANA personnel on warehouse and container management.¹⁹⁴ For additional information on CoreIMS, see page 112 of this section. In Helmand, RS advisors and contracted radio field-service engineers conducted a review of radio equipment, network operations, and maintenance. The team reported a well-maintained radio maintenance shop and personnel with a pride of ownership.¹⁹⁵
- **EF-6 (Strategy and Policy, Planning, Resourcing, and Execution):** The RS mission provided support to the development of the Whole of Government Sustainable Security Strategy, which focuses on the next five years and on locations where the Afghans will likely need to hold, fight, and conduct operations, and the spring/summer campaign plan for the ANDSF. A new readiness-reporting system was implemented for the MOD, with one in development for the MOI. A standard operating procedure was implemented for the Operational Coordination Centers at the regional and provincial levels to provide a unified method of operations and coordination between ANA corps and MOI zone headquarters.¹⁹⁶

- **EF-7 (Intelligence):** The RS mission provides train, advise, and assist support to the ANDSF to enable successful integration of intelligence into its operations. Training this quarter included use of commercial imagery and the National Geo-Spatial Intelligence Agency's Protected Internet Exchange imagery database functions. RS and U.S. Central Command conducted a series of intelligence-focused seminars for MOD, MOI, and the National Directorate of Security. Members of the ANA aerostat (surveillance balloon) team were recognized for damage-assessment and post-attack reconnaissance following a rocket attack on the Italian Embassy. According to USFOR-A, use of the MOD National Information Management System in the second quarter of fiscal year 2016 increased 127% compared to the same period in 2015 and reporting from the ANA 215th Corps increased 25% in the month following training.¹⁹⁷
- **EF-8 (Strategic Communications):** The RS mission provided train, advise, and assist support to the ANDSF in developing communication plans for the upcoming spring campaign and to the ANA 215th Corps on updating the media and the public on the situational status in Helmand. According to RS, the ministries need more professional staff to accomplish strategic communications activities.¹⁹⁸
- **Gender Office:** The ANP is sending 90 women to Turkey for advanced training. In addition, 22 women are currently in a U.S.-funded counter-improvised explosive device training class, 20 ANP women have volunteered for a U.S.-funded radio maintenance course, and 270 women are expected to take a newly developed self-defense course. The RS mission supported the ANP in developing and publishing the MOI's magazine for women police personnel.¹⁹⁹ Besides other recruitment, incentive, and training programs, the RS mission supported the ANA in developing and staffing a new scholarship policy.²⁰⁰

ANA LEADS ANDSF STRENGTH GROWTH

This quarter, ANDSF assigned force strength was 325,815 (including civilians), according to USFOR-A.²⁰¹ As reflected in Table 3.7 on the following page, this is 90.5% of the ANDSF authorized force strength of 360,004, counting MOD civilian employees. (The commonly cited end-strength goal of 352,000 does not count MOD civilians.) Last quarter, SIGAR reported the ANA strength as of October 2015 as 176,612. However, after the SIGAR January 2016 *Quarterly Report to the United States Congress* went to press, USFOR-A changed the ANA strength number to 178,125.²⁰² That update changes the ANDSF October 2015 total strength that SIGAR reported last quarter to 324,151.²⁰³ The January 2016 assigned-strength number reflects an increase of 1,664 since October 2015, but a decrease of 6,129 since May 2015.²⁰⁴

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TABLE 3.7

ANDSF ASSIGNED FORCE STRENGTH, JANUARY 2016						
ANDSF Component	Approved End-Strength Goal	Target Date	Current Assigned as of January 2016	% of Target Authorization	Difference Between Current Assigned and Approved End-Strength Goals	Difference (%)
ANA including AAF	195,000	December 2014	172,206	88.3%	(22,794)	(11.7%)
ANA Civilians including AAF Civilians	8,004	-	7,305	91.3%	(699)	(8.7%)
ANA + AAF Total	203,004		179,511	88.4%	(23,493)	(11.6%)
Afghan National Police	157,000	February 2013	146,304	93.2%	(10,696)	(6.8%)
ANDSF Total with Civilians	360,004		325,815	90.5%	(34,189)	(9.5%)

Note: ANDSF = Afghan National Defense and Security Forces; ANA = Afghan National Army; AAF = Afghan Air Force.

Source: DOD, *Report on Progress Toward Security and Stability in Afghanistan*, 12/2012, p. 56; USFOR-A, response to SIGAR data call, 3/4/2016.

TABLE 3.8

ANDSF ASSIGNED FORCE STRENGTH, FEBRUARY 2014–JANUARY 2016									
	2/2014	5/2014	8/2014	11/2014	2/2015	5/2015	7/2015	10/2015	1/2016
ANA including AAF ^a	184,839	177,489	171,601	169,203	174,120	176,762	176,420	178,125	179,511
ANP ^b	153,269	152,123	153,317	156,439	154,685	155,182	148,296	146,026	146,304
Total ANDSF	338,108	329,612	324,918	325,642	328,805	331,944	324,716	324,151	325,815

Note: ANDSF = Afghan National Defense and Security Forces; ANA = Afghan National Army; AAF = Afghan Air Force; ANP = Afghan National Police. ANA and AAF numbers include civilians; available data for ANP do not indicate whether civilians are included.

^a The total "ANA including AAF" numbers for July 2015 and October 2015 are not fully supported by the detailed numbers in the USFOR-A response to SIGAR data call; Trainee, Transient, Holdee, and Students (TTHS) may represent all or part of the unreconciled portion.

^b Reported November 2014 ANP number appears to double-count some Afghan Uniformed Police; actual number may be 151,272.

Source: CSTC-A response to SIGAR data calls, 3/31/2014, 7/1/2014, and 10/6/2014; RSM, response to SIGAR request for clarification, 3/14/2015; USFOR-A, response to SIGAR vettings, 4/10/2015, 7/12/2015, 1/29/2016, and 4/12/2016; USFOR-A, response to SIGAR data calls, 12/28/2014, 3/24/2015, 6/29/2015, 9/11/2015, 12/14/2015, and 3/4/2016.

The ANA had the largest increase of 1,386 personnel; the ANP added 278 personnel, as shown in Table 3.8.²⁰⁵

This quarter, details of ANDSF force strength at corps level and below remained classified. SIGAR will report on them in a classified annex to this report.

ANA and ANP attrition rates are moving in opposite directions, according to reports provided to RS by the MOD and MOI. The ANA had a monthly attrition rate of 3.4% in January 2016, up from the 3% rate in October 2015 and the 2.4% rate in July 2015. The January rate remains, however, below the average monthly attrition rates of 3.52% in February 2013 and 3.62% in February 2014.²⁰⁶

The ANP's monthly average attrition rate was reported to have decreased each month from the 2.5% rate in October, although not attaining the 1.9% monthly rate of May–July 2015.²⁰⁷

DOD reports the total cost to sustain the ANDSF at an end-strength of 352,000 in FY 2017 is approximately \$4.9 billion. DOD is requesting Congress appropriate \$3.45 billion for the U.S. share of that expense.²⁰⁸

ANDSF ASSESSMENTS REFLECT ONGOING CHALLENGES

USFOR-A assesses ANDSF performance as inconsistent, with slower than expected progress during the winter campaign. ANDSF capability gaps in aviation, intelligence, and sustainment continue to hamper the ANDSF's ability to conduct the frequent and sustained operations necessary to combat the insurgency.²⁰⁹

Throughout the ANDSF, training is required to maintain unit readiness. With the force's high attrition rates, significant unit-collective training is required due to the personnel turnover.²¹⁰ USFOR-A reports that soldiers seldom receive follow-on training, and that many combat-support and service-support soldiers are assigned to positions outside their career field.²¹¹

Although the levels of threat and insurgent activity vary across the country and ANDSF units have different levels of overall capability, leadership is often the biggest factor in determining both ANA and ANP unit performance. While RS has noticed improvements from replacing ineffective leaders, the number of leadership candidates to choose from is limited.²¹² Western military officials reported more than 100 Afghan general staff officers were recently replaced at the national level, as well as the ANA corps commander and all brigade commanders in Helmand Province.²¹³

The RS Train, Advise, and Assist (TAA) priority areas during the winter campaign were to increase the maneuverability of forces, implement an operational readiness cycle, strengthen the processes for reporting on ANDSF readiness, establish police zone headquarters, and strengthen supply and equipment readiness and manpower (including increasing retention and recruitment and decreasing attrition).²¹⁴

USFOR-A reports two recommendations to improve ANA offensive combined arms maneuvers: (1) increase TAA at the corps regional training centers to improve unit training, and (2) add TAA to the two Mobile Strike Force Brigades.²¹⁵

USFOR-A reports the ANA recruiting program has strained to keep pace with high attrition rates. The RS mission has determined attrition issues can be addressed with proper leadership at the *kandak* (battalion) and *tolay* (company) level. Another factor in reducing attrition is determining where soldiers are stationed. Current Afghan policy does not allow soldiers to serve in their home area because of the possibility they will be influenced by their local communities.²¹⁶ Asked why soldiers were leaving before their commitment time ended, members of the troubled 215th Corps cited the need for improved leadership, money, and fear of the enemy, in that order.²¹⁷

The RS mission and the MOD are activating a reserve kandak as a pilot program to test if additional forces could be mobilized to augment ANA units engaged in critical fights. While former soldiers volunteered within two weeks, issues like determining mobilization procedures and ranks of the reserve soldiers need to be resolved before the reserve kandak becomes institutionalized.²¹⁸

“The Taliban are not 10 feet tall and bulletproof. They face significant challenges and can be defeated.”

—General John F. Campbell,
former commander of U.S. and
NATO troops in Afghanistan

Source: Testimony Before the Senate Committee on Armed Services, “The Situation in Afghanistan,” 2/4/2016.



Two A-29 Super Tucanos taxi at Camp Fenty, Afghanistan, February 27, 2016. (U.S. Air Force photo by Staff Sergeant Corey Hook)

Although USFOR-A reports the Afghan Special Security Forces (ASSF) are effective and can achieve operational success where other ANDSF units have failed, overall the ASSF still face substantial challenges with logistics, aviation, intelligence, and mission command. Ongoing Coalition TAA and enabler support is critical.²¹⁹

While showing incremental progress, USFOR-A reports substantial systemic deficiencies continue to inhibit ANDSF readiness, sustainment maturity, and combat effectiveness. ANDSF sustainment still lacks timeliness, mission focus, and a sense of Afghan ownership to provide effective and responsive customer support. Failure to enforce the accuracy of inventory balances and consumption tracking and reporting, incorrect prioritization of repair and maintenance operations by ANDSF leadership, and poor coordination throughout the supply chain is prevalent.²²⁰ Additionally, the ANDSF continues to struggle with equipment readiness, while corruption continues to impact unit-level readiness.²²¹

USFOR-A reported the priorities for the Afghan Air Force (AAF) during the winter campaign were to establish and train pilots and tactical air coordinators for the “attack group” (an above-squadron-level component that commands the A-29 and MD-530 squadrons), to provide the air-to-ground capability from start to finish; and to increase the Mi-17 aircrew training to reduce mishap rates.²²² While the AAF leadership and personnel showed resolve in efforts to provide the ANDSF with air support while also fielding new aircraft during 2015, the AAF fleet was too small to meet total demand.²²³

Although the current focus of the ANP is to combine its capabilities with the ANA to fight the insurgency, DOD reports the long-term goal for the ANP remains to transition to a traditional community police force. The ANP forces are often on the front lines during the “hold” phase of counterinsurgency operations. However, they are not sufficiently trained or equipped for traditional counterinsurgency tactics: they have limited crew-served weapons (heavier weapons that require more than one person to operate), anti-armor weapons, armored vehicles, or intelligence, surveillance, and reconnaissance capabilities.²²⁴

USFOR-A reports ANP zones were established that roughly correlate with the ANA Corps areas of operation. They should be operational this year, with the RS mission forecasting that all ANP zone headquarters will be “capable” or “partially capable” by October 2016, if they continue to receive consistent TAA support.²²⁵

USFOR-A reports the MOI winter-campaign training surge has reduced the number of untrained Afghan Uniform Police and ALP from 21,000 in October 2015 to less than 6,000 by February 2016, with all untrained police to have completed training before the start of the summer campaign.²²⁶

While not advocating a large-scale deployment of advisors, former RS Commander General John F. Campbell recommended placing some U.S. advisors and air controllers with select ANA units below the corps level.²²⁷

“Building an aircraft while in flight, that’s kind of what it is. The Afghan security forces continue to grow, but at the same time they have to fight, and that is very, very tough.”

—General John F. Campbell,
former commander of U.S. and
NATO troops in Afghanistan

Source: *NYTimes.com*, “New U.S. General Takes Command of Coalition Forces in Afghanistan,” 3/2/2016.

This quarter, SIGAR will report on the classified aspects of the ANDSF assessment in the classified annex to this report.

MINISTRIES OF DEFENSE AND INTERIOR MAKE MODEST PROGRESS, STILL FAR FROM ACHIEVING HIGHEST RATINGS

Each RS Essential Function (EF) directorate and the Gender Advisor office uses the Essential Function Plan of Action and Milestones (POAM) to assess the essential-function capabilities of the offices in the ministries of Defense and Interior.²²⁸ MOD offices are assessed on 45 milestones. MOI offices are assessed on 32 milestones—eight less than last quarter.²²⁹ The milestones are assessed using a five-stage rating system displayed in Table 3.9 on the following page.²³⁰ Milestone assessments are combined to determine the overall assessment of a department. Department assessments are then combined to determine the assessment of the overall ministry.²³¹

The five ratings reflect the degree to which Afghan systems are in place, functioning, and being used effectively. The highest rating, “sustaining capability,” indicates an Afghan ministry can perform a specific function without Coalition advising or involvement.²³²

This quarter, the RS assessment indicates both the MOD and MOI continue to show improvement in the percentage of its combined “sustaining capability,” “fully capable,” and “partially capable” development milestones. The MOD has increased from 55.6% to 57.8% then to 66.7% over the last two quarters. The MOI has increased its combined ratings with 71.9% of its development milestones at “sustaining capability,” “fully capable,” and “partially capable” compared to 59.5% and then 65%.²³³

The first “sustaining capability” assessment rating (the highest rating) achieved by the MOI for an EF-5 (Sustainment) milestone last quarter, was maintained for a second quarter.²³⁴ Yet this quarter, the RS assessment reflects the MOD and MOI Gender Relations offices experienced a loss of capability: both had one of three overall milestones slip from “in development” to “scoped.”²³⁵ However, the majority of the ministry-development milestone ratings are “partially capable.” When looking at those milestones that are rated as “sustaining capability” or “fully capable” (the highest- and second-highest ratings), the percentages drop to 6.7% for the MOD and to 9.4% for the MOI.²³⁶

After significantly slower-than-expected progress, RS adjusted the expected capacity levels the MOD will achieve by the end of 2016 for the fourth consecutive quarter. RS now forecasts that 49% of MOD functions are predicted to be “sustaining” or “fully capable,” a drop from the 62%, 69%, 74%, and 90% forecasts in the last four quarters.²³⁷ Notwithstanding the reduction in the number of MOI milestones, RS forecasts 66% of the MOI functions to be “sustaining” or “fully capable,” an improvement from the previous four quarters’ downward-trending forecasts.²³⁸

SIGAR is not able to verify the accuracy of the ministry assessment data provided by the RS mission.

SIGAR INSPECTION

This quarter a SIGAR inspection assessed U.S. efforts to construct the Ministry of Defense headquarters and found, while contract requirements were generally met and the building appears well built, several construction issues need to be assessed. For more information, see Section 2, pp. 37–40.

SECURITY

TABLE 3.9

PROGRESS TOWARD ACHIEVING A “SUSTAINING” RATING FOR ESSENTIAL FUNCTION MILESTONES

MINISTRY OF DEFENSE ASSESSMENT						
Essential Functions	Scoped/Agreed	In Development	Partially Capable	Fully Capable	Sustaining	Total Number of Milestones
1. Multi-Year Budgeting & Execution	-	3	2	1	-	6
2. Transparency, Accountability, & Oversight	-	3	1	-	-	4
3. Civilian Governance of the Afghan Security Institutions	-	-	4	-	-	4
4. Force Generation	-	1	3	-	-	4
5. Sustainment	-	1	8	3	-	12
6. Strategy & Policy, Planning, Resourcing, & Execution	-	1	1	1	-	3
7. Intelligence	-	1	2	-	-	3
8. Strategic Communications	-	2	4	-	-	6
* Gender Advisor	2	1	-	-	-	3
Essential Function Totals	2	13	25	5	-	45
This quarter, percent of total milestones	4%	29%	56%	11%	0%	
Last quarter, percent of total milestones	4%	38%	51%	7%	0%	

MINISTRY OF INTERIOR ASSESSMENT						
Essential Functions	Scoped/Agreed	In Development	Partially Capable	Fully Capable	Sustaining	Total Number of Milestones
1. Multi-Year Budgeting & Execution	-	2	4	-	-	6
2. Transparency, Accountability, & Oversight	-	1	2	-	-	3
3. Civilian Governance of the Afghan Security Institutions	-	-	3	-	-	3
4. Force Generation	-	1	-	1	-	2
5. Sustainment	-	1	9	1	1	12
6. Strategy & Policy, Planning, Resourcing, & Execution	-	-	2	-	-	2
7. Intelligence	-	1	-	-	-	1
8. Strategic Communications	-	-	-	-	-	0
* Gender Advisor	2	1	-	-	-	3
Essential Function Totals	2	7	20	2	1	32
This quarter, percent of total milestones	6%	22%	63%	6%	3%	
Last quarter, percent of total milestones	3%	58%	33%	5%	3%	

Note: EF = Essential Function; last quarter = data as of November 24, 2015; this quarter = data as of February 4, 2016.

*Rated, but not EF-numbered.

Source: USFOR-A, response to SIGAR data calls, 12/4/2015 and 3/10/2016; USFOR-A, response to SIGAR vetting, 1/13/2016.

The UN reported the MOI established 12 new **community-policing** units in several provinces in an effort to introduce community-oriented policing among the ANP. There are now 20 community-policing units throughout the country.²³⁹

Afghan Local Police

Afghan Local Police members, known as “guardians,” are usually local citizens selected by village elders or local power brokers to protect their communities against insurgent attack, guard facilities, and conduct local counterinsurgency missions.²⁴⁰ Since June 15, 2015, the ALP has fallen under the command of the Afghan Uniform Police (AUP). However, the ALP was not absorbed into the AUP *tashkil* (personnel authorizations) and, even though the AUP is one of the ANP’s pillars, the ALP *tashkil* will remain independent of the ANP’s total authorized strength because other donors fund the AUP but not the ALP, which is mainly funded by DOD.²⁴¹

As of January 28, 2016, according to the NATO Special Operations Component Command-Afghanistan (NSOCC-A), the ALP has 28,219 guardians, 22,954 of whom were trained as of February 13, 2016.²⁴² Due to the reluctance of provincial and district police chiefs to release personnel from staffing checkpoints, NSOCC-A reports that only approximately 56% of the planned 6,000 ALP guardians have completed the winter campaign training program through February.²⁴³

According to Afghan reporting, 0.4% of ALP guardians were killed in action during January and February 2016. An additional 1.7% have been dropped from the rolls, while none were reported becoming disabled or injured. These numbers yield an aggregate attrition rate of 2.1%. The Afghan government is no longer reporting the number of ALP guardians who have renewed their contracts.²⁴⁴

NSOCC-A reports the FY 2016 cost to support the ALP at its authorized end strength of 30,000 is \$117 million. The United States expects to fund approximately \$112.5 million, with the Afghan government contributing the remaining \$4.5 million.²⁴⁵ CSTC-A reports the total cumulative amount of ASFF funding obligated in support of the ALP through September 28, 2015, was \$308.7 million, of which \$219.9 million had been expended.²⁴⁶ Since the beginning of the Afghan fiscal year in December 2015, an additional \$6.1 million was obligated through February 29, 2016.²⁴⁷ NSOCC-A reports, however, that there are no Coalition advisors outside the Kabul-capital region that are in consistent contact with the ALP.²⁴⁸

Last quarter SIGAR reported on the MOI reforms enacted after the internal assessment of 164 of the 170 districts in which the ALP operates.²⁴⁹ This quarter NSOCC-A reported that in addition to enrolling the ALP personnel into the Afghan Human Resources Information Management System and continuing to transition ALP salary payments through an electronic funds-transfer process, a materiel inventory is being conducted.²⁵⁰ CSTC-A

The Afghan president’s Interior minister-designate, Taj Mohammad Jahid, was confirmed by the lower house of parliament on April 9, 2016. He previously served in the ANA as the commander of the 207th Zafar Military Corps in western Herat province.

Source: *Pajhwok.com*, “Ghani’s choice for interior minister, AG win trust votes,” 4/9/2016.

Community policing: a law-enforcement philosophy that focuses on crime control through the delivery of traditional police services along with community engagement. Community policing works to increase trust between law enforcement and the community, reduce the fear of crime, and improve the quality of life. Community policing requires a law enforcement and community partnership to identify and solve community problems.

Source: DOJ, “Community Policing Dispatch,” 2/2008; European Union Police Mission in Afghanistan, “Six questions about community policing,” 2/21/2016.

reported the ALP fleet consists of 1,296 Ford Ranger light tactical vehicles and 2,321 motorcycles. But approximately 25% of the fleet has not received scheduled maintenance in over 12 months, so its operational readiness is uncertain.²⁵¹

AFGHAN NATIONAL ARMY

As of March 31, 2016, the United States had obligated \$38.8 billion and disbursed \$38.2 billion of ASFF funds to build, train, equip, and sustain the ANA.²⁵²

ANA Military Personnel Increase in Second Consecutive Quarter

Last quarter, SIGAR reported the ANA strength as of October 2015 as 176,612. However, after the SIGAR January 2016 *Quarterly Report to the United States Congress* went to press, USFOR-A changed the ANA strength number to 178,125.²⁵³ As of January 20, 2016, the overall assigned strength of the ANA, including the AAF and civilians, was 179,511 personnel, according to USFOR-A.²⁵⁴ This is an overall increase of 1,386 from the October 2015 assigned end strength report of 178,125.²⁵⁵ The number of ANA civilians increased this quarter by 411; the number of ANA military personnel increased by 975.²⁵⁶ ANA assigned military personnel are at 88.3% of the approved end strength.²⁵⁷

During the month of January 2016, the ANA attrition rate was 3.4%; the AAF's was 1.2%. ANA and AAF attrition during October 2015 was 3% and 1.5%, respectively.²⁵⁸

General John F. Campbell said after his farewell ceremony that Afghan forces need to address recruiting and attrition problems, in addition to making leadership reforms. He said allowing the security forces to take leave to be with their families and time to train could reduce attrition.²⁵⁹

In January 2016, the Afghan army raised the new-recruit age limit from 35 to 40 years old in an effort to replenish the force and meet recruitment goals.²⁶⁰

Details of ANA troop strength and attrition at corps level and below remain classified. SIGAR will report on them in a classified annex to this report.

ANA Sustainment

As of March 31, 2016, the United States had obligated \$16.3 billion and disbursed \$16 billion of ASFF for ANA sustainment.²⁶¹ The most prominent use of ASFF sustainment funding is for salaries and incentive payments; other uses include items such as ammunition, organizational clothing and individual equipment (OCIE), aviation sustainment, and vehicle maintenance.²⁶² CSTC-A reported the total amount expended for all payroll and nonpayroll sustainment requirements in Afghan FY 1394 (2015) was \$876.1 million.²⁶³

Sustainment items for the combat forces (27%) and the Afghan Air Force (23%) account for half of the funding, followed by funding for vehicles and transportation (9%) and communications (7%).²⁶⁴

CSTC-A is working with the Afghan government to have ANDSF uniforms produced in Afghan factories. Although current U.S. regulations require that all materials to make uniforms purchased with U.S. funding—including cloth, zippers, and buttons—come from the United States, the tailoring can be done in Afghanistan by local workers. The deputy commander of CSTC-A said “Getting people jobs here is a critical part of what we’re driving for.” The initial order for 195,000 uniforms would be awarded to two or three Afghan companies—60,000 uniforms the first year and 135,000 in the second—and is expected to create hundreds of local jobs.²⁶⁵

ANA Salaries and Incentives

CSTC-A reported the funding required for ANA base salaries, bonuses, and incentives will average \$682 million annually over the next five years, with \$676.2 million required in FY 2016.²⁶⁶ During Afghan FY 1394, the United States provided \$271 million directly to the Afghan government to fund ANA salaries and contractor pay, with the significant majority of the funding, \$179.5 million, applied toward officer base pay. An additional \$91 million was used for noncommissioned officers’ and soldiers’ pay, and \$500,000 for ANA contractors’ base pay.²⁶⁷

To encourage the MOD to use electronic-payment systems, CSTC-A plans to provide 100% funding only for personnel in authorized tashkil positions being paid electronically, once the automated pay system is ready for use in 2016.²⁶⁸ In addition, CSTC-A will not fund salaries for personnel not slotted in the Afghan Human Resource Information Management System (AHRIMS) or for those personnel without a unique ID number, a valid biometric record in the MOD Biometric Database, a valid record in AHRIMS, and a valid, current ID.²⁶⁹ USFOR-A reports as of March 1, 2016, that the MOD has input 95% of the ANA forces into AHRIMS with 65% of the force slotted into an approved FY 1394 tashkil position.²⁷⁰

AHRIMS contains a personnel module that includes name, rank, education level, identification card number, current tashkil position, and other data. A tashkil module within AHRIMS contains all the approved positions within the MOD and the MOI along with pertinent information such as unit, location, and duty title. Personnel records in AHRIMS are linked to the appropriate position within the tashkil module. These two modules form the core of the personnel system for the MOD and MOI. The Afghan Personnel Pay System (APPS) is to ensure pay accountability by integrating the data in the AHRIMS modules with compensation and payroll modules to process authorizations, personnel accountability, payroll, and funds disbursement. CSTC-A is overseeing the integration

of a biometrically linked ID card into the APPS. This effort is to ensure the employee exists and payments are sent directly into the employee's bank account.²⁷¹

ANA Equipment and Transportation

As of March 31, 2016, the United States had obligated \$12.9 billion and disbursed \$12.8 billion of ASFF for ANA equipment and transportation.²⁷² Most of these funds were used to purchase vehicles, aircraft, communication equipment, weapons, and related equipment. Approximately 48.4% of U.S. funding in this category was for vehicles and related parts, as shown in Table 3.10.

TABLE 3.10

COST OF U.S.-FUNDED ANA EQUIPMENT, AS OF FEBRUARY 29, 2016			
Type of Equipment	Procured	Remaining to be Procured	Procured and Fielded to the ANA
Weapons	\$642,032,285	\$21,893,716	\$522,533,955
Vehicles	7,295,113,342	390,091,747	6,519,731,649
Communications	856,203,711	25,086,658	711,195,493
Aircraft	2,442,053,461	54,404,529	1,343,074,599
Ammunition	2,469,192,080	268,857,178	2,180,830,996
Transportation Services	49,380,000	18,760,000	13,459,569
C-IEDs	421,509,208	64,940,319	341,550,056
Other	884,304,375	0	801,295,177
Total	\$15,059,788,462	\$844,034,147	\$12,433,671,494

Note: C-IED = Counter-improvised explosive devices. Equipment category amounts include the cost of related spare parts.

Source: CSTC-A, response to SIGAR data call, 3/8/2016.

Since last quarter, the total cost of equipment procured for the ANA increased by over \$332.5 million.²⁷³ CSTC-A reported that the amount for vehicles, including related maintenance and spare parts, “remaining to be procured” decreased since last quarter from \$604.4 million to \$390.1 million, although there was not a corresponding increase reported to the “procured” amount.²⁷⁴

A stipulation in the MOD 1395 Bilateral Financial Commitment Letter required the MOD to provide an inventory of all small-arms weapons (less than .50 caliber) to CSTC-A by March 1, 2016.²⁷⁵ The MOD submitted a weapons-inventory loss report for 835 weapons, but did not meet the inventory reporting suspense date. Until the inventory is received, the CSTC-A end-use monitoring team has recommended withholding future small-arms deliveries.²⁷⁶

Due to inconsistent and unreliable reporting by the MOD, the accuracy of the ANA equipment operational-readiness rate is questionable. CSTC-A said data quality is expected to improve once the National Maintenance Strategy

is implemented and training results are realized, but pointed to several factors within MOD that contribute to poor readiness rates:²⁷⁷

- high number of battle- or accident-damaged vehicles
- a shortage of about 600 trained mechanics for vehicle maintenance
- assignment of mechanics to other duties such as staffing checkpoints
- a maintenance contractor's relatively immature supply system that is not projected to reach full capability until June 2016—even though the contract has existed for six years—indicating the importance of building Afghan capacity to order parts from the DOD supply system²⁷⁸

According to DOD, the logistics and sustainment gaps significantly limit the ability of the ANDSF on the battlefield as well as negatively affect recruiting, training, and force retention. The MOD and MOI's ability to provide CSTC-A with accurate ammunition, fuel, parts, clothing, and other supply requirements results in Coalition advisors developing requirements without actual-usage insight and contractors independently ordering parts.²⁷⁹ Furthermore, DOD said use of an expedited procurement and fielding approach bypassed the standard DOD "Total Package Approach" in which equipment is provided with sustainment plans, technical manuals, parts catalogues, and manufactures' recommended training programs.²⁸⁰

Equipment purchased for the ANA that was later determined to no longer be required by the ANDSF or that was damaged before transfer to the Afghan government can be converted into DOD stock for disposition, after USFOR-A considers alternative dispositions and the U.S. Congress is notified. DOD said no notification was processed during this reporting period, so the cumulative value remains at \$215 million.²⁸¹

The National Maintenance Strategy

This quarter CSTC-A provided an update on plans for a National Maintenance Strategy (NMS). As the ANDSF does not possess the capacity to maintain acceptable levels of readiness to support combat operations, the NMS is planned to provide contract maintenance and training to supplement the ANA and ANP organic maintenance. The NMS will be one component of a plan to address the shortfalls in the ANDSF organic maintenance and supply support capabilities.²⁸²

The NMS is to be configured to the unique needs of each ministry. The MOI has almost no mechanics, maintenance training, or maintenance production-management capability. The MOD has limited maintenance training, some mechanics, and limited understanding of maintenance management and production control. The NMS goal is to grow the ministry capabilities while gradually reducing contractor support, more specifically to:²⁸³

- increase fleet readiness while building ANDSF maintenance capability
- train mechanics to improve skill and knowledge

SIGAR AUDIT

An ongoing SIGAR audit will review DOD's support to the ANA's portion of the Technical Equipment Maintenance Program (A-TEMP). Specifically, SIGAR plans to determine (1) the extent to which the ANA A-TEMP is meeting its stated goals and (2) whether key ANA A-TEMP contract requirements are being met.

- train supply personnel to correctly request requirements and document receipts (failure to order correct repair parts is a major challenge)
- build repair-parts management capability within MOI
- expand the existing Afghan Component Overhaul Program to four sites (performing major-assembly repair saves spare part funds, with savings to date of about \$52 million)²⁸⁴

There are 31 MOD/MOI maintenance sites throughout Afghanistan. A heavy-repair capability is embedded in each ANA corps. NMS is expected to have 17 advisor-mentor teams to provide training on maintenance management and supply operations, and 68 contract teams to provide off-site repair capability and meet surges in maintenance requirements.²⁸⁵

The NMS contract is expected to be awarded in April 2017 with a base-year cost estimated at \$230 million.²⁸⁶

Core Information Management System

CSTC-A also provided an update on the Core Information Management System (CoreIMS) this quarter. Since 2012, efforts have been under way to develop and implement an automated asset-visibility system within both ministries to replace a paper-based process using CoreIMS as the platform. CoreIMS is a proprietary inventory-management system that is being enhanced to eventually provide asset visibility of basic items like vehicles, weapons, night vision devices, and repair parts, both in-stock and on-order to allow for informed allocation of material, predictive analysis of the requirements, and proactive budgeting, while reducing the opportunity for fraudulent activity.²⁸⁷ The goal is to improve Afghan sustainment processes from the national level to the corps and regional levels by linking asset visibility to managers and decision makers.²⁸⁸

Civilian Afghan managers and 23 of 24 logistics specialists at the Central Supply Depot (CSD) and the Material Management Center-Army were trained this quarter in using CoreIMS.²⁸⁹ Deployment of CoreIMS is under way to allow each ANA corps to receive, issue, and manage supply stocks. The logistical specialists at ANA corps, MOI regions, the CSD, and the Center assist in warehouse operations and provide training.²⁹⁰ The last recorded inventory at the CSD was in 2013. Contractors have been hired to inventory and capture in CoreIMS the contents of 4,300 containers at the CSD and to provide inventory and warehouse training to the Afghan logistics specialists.²⁹¹

While continuing to develop warehousing, shipping, and receiving skills within the Afghan ministries, CSTC-A recommends:²⁹²

- enforce conditionality on recording receipt and use of supplies in CoreIMS
- transition the paper-based property-book system to an automated system to improve accountability for equipment such as weapons,

vehicles, communication systems, night-vision devices, and serial-numbered items

- create a maintenance-management system that links serial-number accountability to maintenance of items
- integrate the Defense Security Cooperation Agency's Security Cooperation Information Portal data to link items-shipped reports with their receipts

ANA Infrastructure

As of March 31, 2016, the United States had obligated \$5.9 billion and disbursed \$5.7 billion of ASFF for ANA infrastructure such as military head-quarter facilities, schoolhouses, barracks, air fields, and roads.²⁹³

As of February 29, 2016, the United States had completed 382 infrastructure projects valued at \$5.2 billion, with another 18 projects valued at \$157.6 million ongoing, according to CSTC-A.²⁹⁴ The largest ongoing ANA infrastructure projects this quarter are the same as last quarter: the second phase of the Marshal Fahim National Defense University (MFNDU) in Kabul (although the estimated costs decreased from \$76.3 million to \$73.3 million), to be completed in December 2017, and the Logistics Officers Branch School in Kabul (\$33.6 million) and the fourth phase of the Kabul Military Training Center in Kabul (\$19.7 million), both were to have been completed in December 2015.²⁹⁵

In addition, one project—the ANA Camp Eagle wastewater-treatment plant and repair facility—was completed at a cost of \$240,600.²⁹⁶

Two contracts were awarded this quarter at a cost of \$1.6 million to construct protection walls at AAF and ANA Special Operations Command facilities in Kabul.²⁹⁷ Among the 23 projects (\$183.3 million) in the planning phase, three projects are to construct facilities for females (\$30.1 million), five projects are to construct facilities for the AAF, and three projects are to support the national electrical grid strategy.²⁹⁸

The ASFF-funded national operations and maintenance contract provides maintenance for 24 MOD facilities including military-related facilities at the presidential palace, training and higher-learning facilities, a justice center, a detention center, and a hospital.²⁹⁹

CSTC-A reported the MOD Construction and Properties Management Department met the FY 1395 MOD financial-commitment letter requirements to provide CSTC-A a transition and sustainment plan for the facilities constructed with U.S. funding and transferred to the Afghan government, as well as the MOD prioritized project list for Afghan FY 1396 and 1397.³⁰⁰

ANA and MOD Training and Operations

As of March 31, 2016, the United States had obligated and disbursed \$3.7 billion of ASFF for ANA and MOD training and operations.³⁰¹



Interior view of a magazine under construction in Kabul Province. (USACE-TAA photo)

SIGAR AUDIT

Last quarter a SIGAR audit to assess U.S. efforts to increase the ANA's effectiveness through the creation of a National Engineering Brigade (NEB) determined the brigade incapable of operating independently. In vetting, CSTC-A reported the new Afghan NEB commander has greatly improved morale, readiness, and effectiveness. For more information, see the January 2016 *SIGAR Quarterly Report to the United States Congress*, p. 22.

CSTC-A reported 15 ongoing U.S.-funded training programs, including 10 focusing on technical training.³⁰² The majority of the funding is applied toward pilot training, aviation and equipment maintenance, and essential-function development training.³⁰³

During this quarter, the EF-4 (Force Generation) Army Institutional Advisory Team (AIAT) reported on the status of the three new officer-training courses. To address the problem that less than 5% of graduates of long-term developmental programs were assigned relevant positions, the AIAT designed three short-duration courses for those about to enter or just starting a command role:³⁰⁴

- **Kandak Pre-Command Course:** a two-week course for newly appointed kandak commanders that includes combined-arms operations, cross-pillar coordination, air-to-ground integration, operational readiness, and training management. The first course, held in December 2015, was determined by the AIAT and advisors from the U.S. Maneuver Center of Excellence to have been well taught by knowledgeable, confident ANA instructors, resulting in a course that will be valuable for ANA leadership and one they can self-sustain. The course will be held four times a year for approximately 20 students.³⁰⁵
- **Brigade Pre-Command Course:** a two-week course for newly appointed brigade commanders is to cover the kandak pre-command course topics from a more senior commander's perspective. The course is scheduled to be held twice a year for approximately 10 students. The first course, in February 2016, had 40 students attending. Daily external speakers, such as ANA general officers and the Resolute Support Mission commander, addressed the group. The AIAT and advisors from the U.S. Maneuver Center of Excellence mentored the ANA instructors.³⁰⁶
- **The CAPSTONE Course:** a two-week leadership course primarily for corps and zone commanders. The course, developed by members of the U.S. Army War College and the UK Defense Academy, was modeled after a UK program. The first course is scheduled for April 2016. Staff of the Defense Academy will teach the course in Kabul, followed by one week in the United States visiting the XVIII Airborne Corps headquarters and the National Defense University.³⁰⁷

SIGAR SPECIAL PROJECT

In February 2015, SIGAR conducted a fact-finding visit on the A-29 Super Tucanos at Moody Air Force Base in the state of Georgia. SIGAR will conduct ongoing monitoring of the program's roll-out and the training of the Afghan pilots.

Afghan Air Force and the Special Mission Wing

Between FY 2010 and FY 2015, the United States has obligated more than \$2.5 billion to develop the AAF, including over \$953 million for equipment and aircraft.³⁰⁸ In addition, the \$518.1 million in ASFF was appropriated for FY 2016 and DOD requested \$508.6 million for FY 2017, with the significant majority of the funds for training and sustainment.³⁰⁹

According to USFOR-A, this quarter the AAF aircraft available for operations includes:³¹⁰

- 2 Mi-35 helicopters

- 39 Mi-17 helicopters
- 13 MD-530 helicopters
- 24 C-208 airplanes
- 4 C-130 airplanes
- 8 A-29 aircraft (the first quarter reported)

Of these aircraft, 33 of the Mi-17s and all of the MD-530s, C-208s, and the C-130s were procured using ASFF.³¹¹ USFOR-A reported the loss of a Mi-35 helicopter in a training accident and the AAF loss of another on March 16, 2016; the remainder were retired after reaching end-of-life status.³¹² USFOR-A stated that the AAF lost one MD-530; two are in the U.S. for use in testing upgrades and add-on equipment.³¹³ However, an additional 12 MD-530s are being purchased and are scheduled for delivery in 2016.³¹⁴ Twenty A-29 Super Tucanos, a light-attack aircraft for counterinsurgency, close-air support, and aerial reconnaissance, have been purchased, but only eight have been delivered—four in January and an additional four at the end of March.³¹⁵ According to Afghan media, two of the A-29s are located at Mazar-e Sharif, the provincial capital of northern Balkh Province.³¹⁶ With the last A-29s not scheduled for delivery until 2018, General John F. Campbell, former RS and USFOR-A commander, forecasted the AAF would not reach their full strength until 2020.³¹⁷

USFOR-A reported the A-29 aircraft were scheduled to begin combat operations in April 2016. Pilots returned in January from A-29 training in the United States and continued training in Afghanistan to prepare for combat operations.³¹⁸ Joint ANA and AAF training exercises in late March allowed Afghan tactical air coordinators to call-in A-29 and MD-530 air strikes. The tactical air coordinators facilitate requests for close air support, air casualty evacuation, aerial resupply, and airlift.³¹⁹ In March, Afghan military students, to include three A-29 pilots, eight A-29 mechanics, and nine C-130 mechanics, began training in the United States.³²⁰

The RS TAA cell devoted to training the AAF continued to press for a **flying-hour program**. AAF leadership, however, is focused on combat operations and preparations for the summer campaign. USFOR-A stated the Coalition expansion of contract logistics support to meet the AAF operations tempo has masked the importance of establishing a flying-hour program.³²¹

The Special Mission Wing (SMW) conducts multifunctional aviation operations in direct support of the ASSF units for counternarcotics, counterterrorism, and special-operations missions.³²² CSTC-A reported that between FY 2012 and FY 2015, the United States has invested approximately \$2.0 billion to develop the SMW, obligating roughly \$952.7 million of that amount for equipment and aircraft.³²³ An additional \$15.5 million was appropriated in FY 2016; DOD requested \$148.3 million for FY 2017 for aircraft sustainment, equipment, and training.³²⁴

“Close air support is just a capability gap that we knew was going to take years and years to build.”

—General John F. Campbell,
former commander of U.S. and
NATO troops in Afghanistan

Source: *Washingtonpost.com*, “Outgoing Afghanistan general: U.S. military needs to do more to beat back Taliban,” 2/5/2016.

Flying-hour program: a set of fleet management processes that integrates budget, logistics, maintenance, and aircraft scheduling activities.

Source: USFOR-A, response to SIGAR vetting, 4/12/2016.

AFGHAN AIR FORCE

On April 27, 2002, the same day Secretary of Defense Donald Rumsfeld was in Kabul to meet with interim Afghan leader Hamid Karzai, an Afghan Air Force (AAF) MiG-21—a supersonic, Soviet-designed jet fighter—crashed while practicing for an airshow, killing its pilot. Secretary Rumsfeld and Karzai had been meeting to discuss concerns that the Taliban and al-Qaeda fighters were still loose in Afghanistan and planning a new offensive.³²⁵ Fast forward 14 years: the Taliban and al-Qaeda are still on the loose, but a supersonic-jet-operating Afghan Air Force is now just a memory.

During the period of Soviet assistance, Afghanistan's air force had up to 500 aircraft, including 200 helicopters, 100 fighter jets and as many as 7,000 personnel. It fell into disrepair when the Taliban came to power. Most of the equipment that had not fallen into the hands of warlords was destroyed when U.S.-backed Afghan forces removed the Taliban from power in late 2001.³²⁶ Then, in 2002, according to a former State Department official, the Bush Administration decided not to rebuild Afghanistan's air force.³²⁷

By 2005, it had become clear that Afghanistan would need an air force to support its soldiers and police on the ground if the Afghans were to keep their country secure and build on the gains of over a decade of U.S. and Coalition success against the Taliban and al-Qaeda.³²⁸

In 2008, General Dan McNeill told the *New York Times* that “It will take [the Afghans] a few more years to get their air transport and air support platforms online, but they should be covering a lot of battle space by some time in 2011, in my view.” In 2016, eight years after that interview and more than a year after Coalition support had been greatly reduced, the AAF is still not covering much battle space. With U.S. funding and support, the Afghans are still trying to create a viable air force.



Two MD-530s fly from Camp Fenty after being showcased at an Afghan aircraft event. (U.S. Air Force photo by Staff Sergeant Corey Hook)

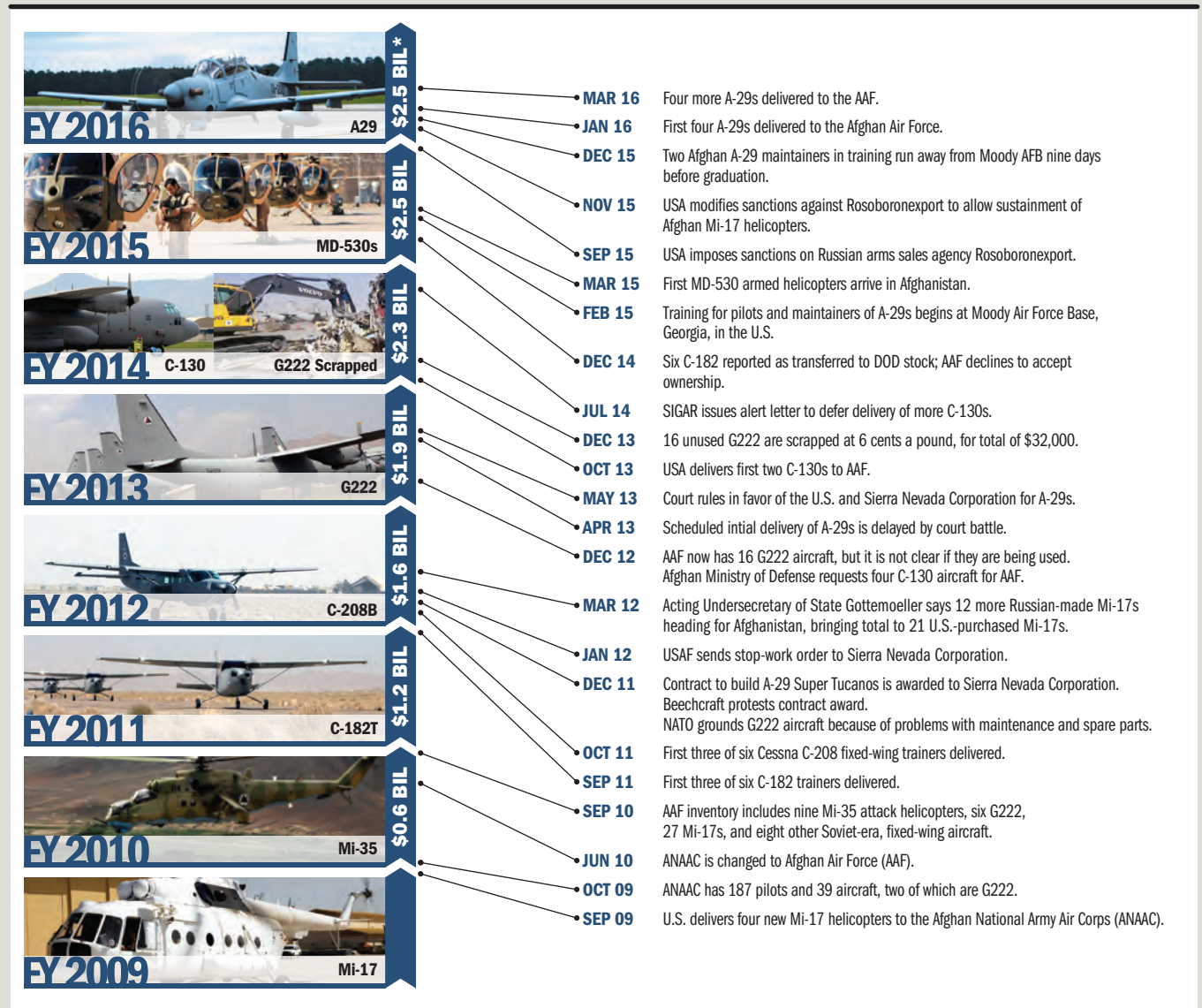
For many years, the ANDSF relied heavily on the U.S. military to provide air support for its fighting forces. This support included aerial reconnaissance, intelligence gathering, medical evacuation of Afghan soldiers and police, and air-to-ground fire support. To provide the Afghans with the ability to conduct their own aerial operations, the United States has obligated over \$2.5 billion to build and support the AAF, including over \$953 million for equipment and aircraft, as shown in Figure 3.27.³²⁹ In addition \$518.1 million was appropriated to support the AAF for FY 2016 and DOD requested \$508.6 million for FY 2017, with the large majority of funds marked for training and sustainment.³³⁰

However, in 2016, the Afghans still lack the air assets they need to protect and support their own troops. The impact of the lack of a well-equipped and capable Afghan Air Force became all too clear during operations to retake Kunduz City after it fell to the Taliban

QUARTERLY HIGHLIGHT

FIGURE 3.27

AFGHAN AIR FORCE TIMELINE WITH CUMULATIVE OBLIGATED DOLLARS (\$ BILLIONS)



Note: * Reflects ASFF funds obligated for the AAF, FY 2010–2016; data on funds obligated before that time were not available.

Source: NATO, "Facts and Figures: Afghan National Army," 10/2009; NAVAIR, "News Release: NAVAIR delivers new Mi-17 helicopters to Afghan National Army Air Corps," 11/19/2009; USAF CENTCOM, "Afghan National Army Air Corps now Afghan National Army Air Force," 6/14/2010; DOD, *Report on Progress Toward Security and Stability in Afghanistan*, 11/2010, p.32; USAF, "AAF receives first fixed-wing trainers," 9/19/2011; DVIDSHUB.net, "News: AAF receives first of six new Cessna 208Bs," 10/24/2011; State, "Interview of Rose Gottemoeller by Elena Chernenko of Kommersant Daily", 3/28/2012; *Beechcraft Defense Company LLC v. United States and Sierra Nevada Corporation*, ruling and order in Bid Protest No. 13-202C, U.S. Court of Federal Claims, reissued for publication 5/10/2013, p. 2.; CSTC-A, response to SIGAR data call, 1/2/2013; SIGAR, *Concerns Regarding the Requirement for and Utilization of C-130 Aircraft for the Afghan Air Force*, SIGAR 14-80-AL, 7/14/2014; SIGAR, *Scrapping of G222 Fleet*, SIGAR 15-02-SP, 10/3/2014; *The Air Force Times*, "Moody Set to Begin Training Afghan Pilots," 1/16/2015; USFOR-A, response to SIGAR data call, 1/16/2015; *Khaama Press*, "Afghan Air Force's first six armed MD-530s arrived last night," 3/18/2015; Federal Register, "Modification of Iran, North Korea, and Syria Nonproliferation Act Measures Against a Russian Entity," 11/25/2015; CSTC-A, response to SIGAR data call, 12/4/2015; *The Air Force Times*, "First Afghan A-29 pilots, maintainers finish training," 12/22/2015; *United Press International*, "Afghanistan receives A-29 Super Tucano aircraft," 1/19/2016; *Khaama Press*, "Afghan Air Force receive 4 more light attack aircraft from United States," 3/29/2016.

QUARTERLY HIGHLIGHT

TABLE 3.11

AAF INVENTORY OF USABLE AIRCRAFT, 2008–PRESENT								
Aircraft	6/2008	8/2009	10/2010	12/2011	12/2012	12/2013	12/2014	3/2016
Mi-17 Transport Helicopters	13	12	27	33	48	58	56	40
Mi-35 Attack Helicopters	4	-	9	11	11	5	5	2
G222/C-27A Cargo Planes	-	-	6	14	16	-	-	-
MD-530F Light Helicopters	-	-	-	6	6	5	5	14
Cessna 182T Four-Person Trainer Plane	-	-	-	6	6	6	-	-
Cessna 208 Light Transport Plane	-	-	-	6	22	26	25	24
C-130H Transport Plane	-	-	-	-	-	2	3	4
A-29 Super Tucano	-	-	-	-	-	-	-	8
Antonov AN-26 Plane	2	1	1	-	-	-	-	-
Antonov AN-32 Plane	5	4	5	-	-	-	-	-
Aero L-39 Albatros Jets	-	2 ^a	2	-	-	-	-	-
TOTAL	24	19	50	76	109	103	94	92

Note: ^a DOD listed two “L-29s” in its October 2009 *Section 1231 Report*; There is no such aircraft; the Russian advanced MiG-29 may have been intended, but no other sources indicate the AAF has ever owned MiG-29 aircraft. This may be an error; the two aircraft reported were likely L-39s.

Source: DOD, *Section 1231 Reports*, 6/2008, p. 17; 10/2009, p. 27; 11/2010, p. 32, *SIGAR Quarterly Reports to Congress*, 1/30/2012, p. 79; 1/30/2012, p. 75; 1/30/2013, p. 81; 1/30/2014, pp. 97–98; *Supplement to SIGAR Quarterly Report to Congress*, 2/2015, p. 17; CSTCA, response to SIGAR data call, 3/8/2016.

on September 28, 2015. Despite the end of U.S. combat operations and a transition to a mission focused on training, advising, and assisting, U.S. forces were once again called upon to provide air support to Afghan forces as they retook Kunduz.³³¹

Both the United States and Afghanistan have long recognized the importance of developing air power. As Afghanistan’s small, aging fleet of Soviet-era aircraft retired from service, the United States and other donor nations provided more and newer aircraft to rebuild its air capability. However, some of the decisions made to procure new AAF aircraft often faced setbacks or were ultimately unsuccessful due to poor planning, legal challenges, contracting disputes, lack of coordination with the Afghans to determine their needs, and even possible fraud. Coupled with losses of aircraft due to crashes and expired service lives, this has also led to various aircraft becoming briefly part of the AAF’s inventory, only later to be removed from service, as shown in Table 3.11. Moreover, SIGAR has found significant instances of waste and squandered opportunities in building up the AAF, resulting in the waste of millions of dollars of U.S. taxpayer money.

One of the most egregious missteps was DOD’s \$486 million purchase of 20 G222 medium-lift cargo planes for the AAF. Due to poor planning, poor oversight, poor contract management (including possible fraud), and a lack of critical spare parts, those aircraft could not be kept flightworthy. The program ended in March 2013 after experiencing continuous and severe operational difficulties. Sixteen of those 20 aircraft were sold for scrap metal for six cents a pound, or \$32,000, in 2013.³³² SIGAR is investigating this procurement.

In an example of poor coordination between DOD and the Afghan government, DOD purchased six C-182 fixed-wing training aircraft for the AAF in 2014. But the AAF refused to accept ownership. Instead, the Afghans opted not to use their own training aircraft but to train their pilots in the United Arab Emirates instead.³³³

The workhorse of the AAF has long been the Russian-made Mi-17 helicopter which, due to its success in Afghanistan, DOD has been procuring for the ANDSF since 2005. The Mi-17 is a multi-use transport helicopter developed by the former Soviet Union to operate in the thin air of Afghanistan’s high elevations.³³⁴ New Mi-17s are sold by Russia’s state-owned

arms export firm, Rosoboronexport, the country's sole authorized exporter of military end-use products. However, the program for procuring Mi-17s ran into trouble when, as a result of multiple violations of U.S. law, Rosoboronexport was subjected to U.S. sanctions in 2006. The sanctions were lifted in 2010 and procurement subsequently resumed.³³⁵

One of DOD's plans to close AAF capability gaps was to provide it with 20 A-29 Super Tucanos. Far different from the Soviet-era jet fighters, the Tucano is a subsonic, single-propeller, aerial reconnaissance aircraft that can be armed to provide fire support for ground troops. A contract was signed to build these A-29s in November 2011, but a legal challenge from another company prevented the winning contractor from meeting their initial delivery date of April 2013.³³⁶ Because of this, the

first four A-29s were not delivered to Afghanistan until January 19, 2016—a year after the drawdown of U.S. forces in Afghanistan.³³⁷ USFOR-A reported the A-29 aircraft were scheduled to begin combat operations in April 2016. Pilots returned in January from training on the A-29s in the United States and continued training in Afghanistan to prepare for combat operations.³³⁸ Another four were delivered on March 29—the last ones for this year.³³⁹

General Campbell said in February 2016, it will take three years before the Air Force is equipped and fully capable of providing close-air support. He also said that it takes about three years to train a pilot.³⁴⁰ If so, then U.S. and Coalition forces may again be called to provide air support to Afghan ground forces, as they were in the battle to retake Kunduz.

SIGAR INSPECTION

This quarter a SIGAR inspection assessing U.S. efforts to convert the National Military Academy of Afghanistan into the Afghan Air Force University found contract requirements were generally met, but said instances of noncompliance, poor workmanship, and inadequate maintenance need to be addressed. For more information, see Section 2, pp. 42–44.

According to CSTC-A, the SMW fleet of 59 fielded aircraft comprises Mi-17 helicopters and PC-12 turboprop planes that have intelligence-gathering, surveillance, and reconnaissance capabilities.³⁴¹ Of these aircraft, 30 Mi-17s and all of the PC-12s were procured using ASFF.³⁴² According to NSOCC-A, the SMW is 72% staffed at 596 members, of which 67 are pilots, all part of the MOD. The decrease of 41 pilots since last quarter was not explained.³⁴³

Details of the AAF capabilities are classified. SIGAR will report on them in a classified annex to this report.

AFGHAN NATIONAL POLICE

As of March 31, 2016, the United States had obligated \$18.9 billion and disbursed \$18.5 billion of ASFF funds to build, train, equip, and sustain the ANP.³⁴⁴

ANP Strength

As of January 22, 2016, the overall assigned end strength of the ANP, including the Afghan Uniform Police, Afghan Border Police, Afghan National Civil Order Police, and MOI Headquarters and Institutional Support (MOI HQ & IS), was 146,304, according to USFOR-A.³⁴⁵ This is an increase of 278 ANP personnel since last quarter, as reflected in Table 3.12, but 8,878 below the May 2015 assigned end strength that was reported at 155,182.³⁴⁶ Patrol personnel represent the largest component of the ANP with 71,641 members; noncommissioned officers numbered 49,355, while officer ranks stood at 25,308.³⁴⁷

The ANP attrition for the past months is reflected in Figure 3.28. During January, the ANP experienced a 2.05% attrition rate, as compared to 1.04% in February 2015.³⁴⁸ The Afghan National Civil Order Police continues to

TABLE 3.12

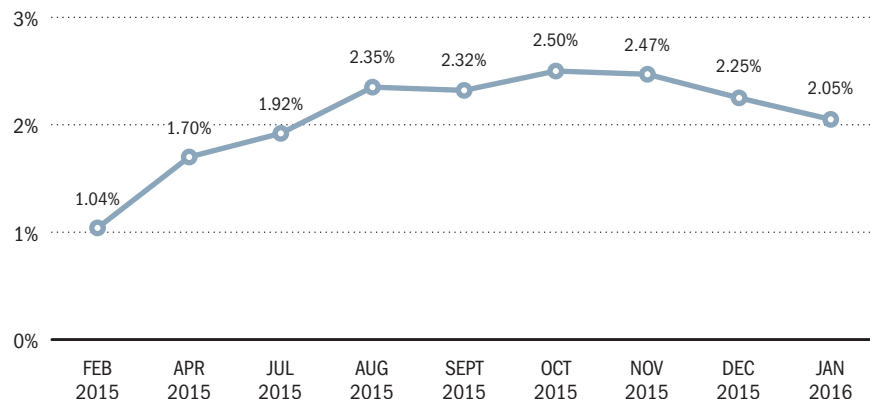
ANP STRENGTH, QUARTERLY CHANGE						
ANP Component	Authorized			Assigned		
	Q4 2015	Q1 2016	Quarterly Change	Q4 2015	Q1 2016	Quarterly Change
AUP	91,000	91,000	-	85,976	86,827	851
ABP	23,313	23,313	-	21,520	20,990	(530)
ANCOP	16,200	16,200	-	14,511	14,450	(61)
MOI HQs & IS	26,487	26,487	-	24,019	24,037	18
ANP Total (as reported)	157,000	157,000	-	146,026	146,304	278

Note: Quarters are calendar-year; Q4 2015 data as of 10/2015; Q1 2016 data as of 1/2016. AUP = Afghan Uniformed Police; ABP = Afghan Border Police; ANCOP = Afghan National Civil Order Police; IS = Institutional Support personnel.

Source: USFOR-A, response to SIGAR data calls, 12/14/2015 and 3/4/2016.

FIGURE 3.28

REPORTED ANP MONTHLY ATTRITION RATES



Source: USFOR-A, response to SIGAR data call, 3/4/2016.

endure the highest attrition rates, with rates of 7.77% (a marked spike since February 2015), 5.53%, and 4.22% over November, December, and January.³⁴⁹ During those same three months, an average of 68.1% of ANP members eligible to reenlist chose to remain with the ANP.³⁵⁰

In vetting comments, USFOR-A reported nonexistent, “ghost” personnel could have an impact on ANP strength and attrition. They contend ANP personnel numbers will drop as “ghosts” are removed from the rosters, causing a corresponding increase in reported attrition rates and offsetting any progress made in recruiting and retention.³⁵¹

Noor-ul-Haq Olomi resigned as Minister of Interior in February, telling the Afghan media he was frustrated by the National Unity Government’s lack of attention to proposals for reforms and its failure to approve MOI appointments in a timely manner. He attributed increased police and civilian casualties to the government’s lack of attention.³⁵²

ANP Sustainment

As of March 31, 2016, the United States had obligated \$8 billion and disbursed \$7.7 billion of ASFF for ANP sustainment.³⁵³ This includes contributions to the Law and Order Trust Fund for Afghanistan (LOTFA), which pays for ANP salaries, the most prominent ASFF sustainment funding. Other uses of ANP sustainment funding include ammunition, information technology, and organizational clothing and individual equipment.³⁵⁴

The U.S. contribution to LOTFA for Afghan fiscal year 1395, as of March 7, 2016, is \$28.6 million to fund salaries, incentives, and the UN Development Programme management fee.³⁵⁵ CSTC-A reports the U.S. funding required for

SIGAR AUDIT

An ongoing SIGAR audit will review DOD’s procurement, maintenance, and oversight of organizational clothing and individual equipment purchases for the ANDSF.

LOTFA over the next five years will depend on the contributions of Coalition partners. However, due to the Afghan government starting to fund the ANP salaries, CSTC-A now estimates fiscal year 2016 expenses to be \$223.5 million and fiscal year 2017 to be \$77.2 million, down significantly from the earlier reported fiscal year 2016–2020 average of \$613.2 million.³⁵⁶ In addition to LOTFA, CSTC-A has provided \$66.6 million for ALP salaries and incentives and \$33.7 million toward non-payroll items.³⁵⁷

To encourage the MOI to use electronic-payment systems, CSTC-A plans to provide funding only for those authorized tashkil positions being paid electronically, once the automated pay system is ready for use in 2016. In addition, CSTC-A will not fund salaries for personnel not validated in the Afghan Human Resource Information Management System (AHRIMS) or the current electronic pay system, or for those personnel without a valid, current ID.³⁵⁸

USFOR-A stated the EF-4 advisors met with key MOI human resource leaders to build awareness of the need to use electronic pay systems. USFOR-A reports that, as of March 1, 2016, the MOI has input 90% of the ANP forces into the AHRIMS personnel module and input 87% in the tashkil module filling an approved tashkil position. Additionally, 1,491 ALP patrolmen have been added to the AHRIMS personnel module and 8,626 added to the tashkil module.³⁵⁹ USFOR-A reported that although it is not projected that all requirements will be met within the required timeframes, completion is forecasted within six months.³⁶⁰

ANP Equipment and Transportation

As of March 31, 2016, the United States had obligated and disbursed \$4.1 billion of ASFF for ANP equipment and transportation.³⁶¹ Most of these funds were used to purchase vehicles, ammunition, weapons, and communication equipment as shown in Table 3.13. More than 68% of funding in this category was used to purchase vehicles and vehicle-related equipment.

Since last quarter, the total cost of equipment procured for the ANP increased by over \$54.7 million, all within the vehicle and transportation-services categories.³⁶² The vehicles “remaining to be procured” amount increased since last quarter from zero to \$234.9 million. In addition, the ammunition “remaining to be procured” amount increased to \$34 million, while no communications equipment remained to be procured.³⁶³ DOD reported there is a continued requirement to replace equipment from battle losses and equipment that are not economical to repair.³⁶⁴

A stipulation in the MOI 1395 Bilateral Financial Commitment Letter required the MOI to provide an inventory of all small-arms weapons (less than .50 caliber) to CSTC-A by March 1, 2016.³⁶⁵ The MOI did not meet the deadline. Until the inventory or a loss report is received, the CSTC-A end-use monitoring team has recommended withholding future small-arms deliveries.³⁶⁶

TABLE 3.13

COST OF U.S.-FUNDED ANP EQUIPMENT, AS OF FEBRUARY 2016			
Type of Equipment	Procured	Remaining to be Procured	Procured and Fielded to the ANP
Weapons	\$291,495,548	\$22,124,531	\$205,851,400
Vehicles ^a	3,518,042,669	234,852,557	3,159,856,026
Communications	230,376,282	0	224,995,225
Ammunition	738,345,011	34,017,600	419,352,362
Transportation Services	24,646,263	9,240,000	7,770,471
C-IEDs	115,757,817	5,711,645	115,581,810
Other	243,097,382	0	91,438,300
Total	\$5,161,760,972	\$305,946,333	\$4,224,845,594

Note: C-IEDs = Counter-improvised explosive devices. Aircraft costs are no longer shown for the ANP; the Special Mission Wing for which they were procured has been transferred to the ANA, hence from MOI to MOD control.

^a Vehicle costs includes vehicles and parts.

Source: CSTC-A, response to SIGAR data call, 3/8/2016.

CSTC-A reports the only information about ANP equipment operational readiness comes from the contractor that performs vehicle maintenance. Of the ANP fleet that has been in for scheduled maintenance, the contractor reports equipment operational-readiness rates ranging from 93% to 97%. However, since approximately 24% of the fleet has not received scheduled or unscheduled maintenance in over 12 months, the actual operational-readiness rate is not known.³⁶⁷ Of the ANP fleet of 45,286 vehicles (including 187 pieces of mechanized handling equipment such as hoisting systems, winching equipment, or lifting devices) serviced by the contractor, an overall operational-readiness rate of 96.5% at the end of February 2016 was reported due to:³⁶⁸

- Not mission-capable: in for maintenance 674 vehicles
- Not mission-capable: awaiting supply parts 41 vehicles
- Written off: not repairable 1,597 vehicles

Equipment purchased for the ANP that was later determined to be no longer required by the ANDSF or that was damaged before transfer to the Afghan government can be converted to DOD stock for disposition, after USFOR-A considers alternative dispositions and the U.S. Congress is notified. DOD said no notification was processed during the quarter, so the cumulative value of ANP equipment transferred to DOD remains at \$18.4 million.³⁶⁹

ANP Infrastructure

As of March 31, 2016, the United States had obligated \$3.1 billion and disbursed \$3 billion of ASFF for ANP infrastructure.³⁷⁰

As of February 29, 2016, the United States had completed 739 infrastructure projects valued at \$3.6 billion, with another five projects valued

SIGAR INSPECTION

SIGAR has an inspection under way of the new MOI headquarters in Kabul to assess whether the work was completed in accordance with contract requirements and applicable construction standards, and if the complex is being maintained and used as intended.



New MOI Headquarters administration buildings in Kabul. (CSTC-A CJ-Engineer photo)

Women's Participation Program:

An initiative which seeks to advance and promote women's participation in Afghan security institutions. The Women's Participation Program promotes adequate facilities, proper equipment, training, and opportunities for women in order to increase female membership within the ANDSF.

at \$67.8 million ongoing, according to CSTC-A.³⁷¹ The largest ongoing ANP infrastructure project this quarter is the training center for females in Nangarhar (with an estimated cost of \$6.4 million).³⁷² CSTC-A clarified that although there are almost twice as many ANP infrastructure projects as there are ANA projects (739 versus 382), the total cost is much less (\$3.6 billion versus \$5.2 billion) primarily due to the smaller size of the ANP facilities, which typically host 100 personnel.³⁷³

Five projects, totaling \$9.5 million, were completed this quarter, including the MOI headquarters complex in Kabul (\$63.5 million) that began in March 2012.³⁷⁴ One contract was awarded at a cost of \$810,000 for the MOI headquarter complex's front barrier wall.³⁷⁵ In addition, CSTC-A reports the majority of the 25 projects in the planning phase (\$133 million) are in support of the **Women's Participation Program**.³⁷⁶

The ASFF-funded national operations and maintenance contract provides maintenance for six MOI facilities including the MOI headquarters; Camp Gibson, which houses a police training center; and four national and regional logistics centers. The annual cost of the contract is \$6.2 million.³⁷⁷ CSTC-A reports maintenance for the MOI headquarters and Camp Gibson is scheduled to transition to the MOI by the end of February 2017. Maintenance for the other four facilities was scheduled to transition to the MOI by the end of March 2016. In accordance with the 1395 bilateral commitment letter, CSTC-A is withholding the cost for these four centers from the MOI facilities budget until the transition is completed.³⁷⁸

ANP Training and Operations

As of March 31, 2016, the United States had obligated \$3.7 billion and disbursed \$3.6 billion of ASFF for ANP and MOI training and operations.³⁷⁹

CSTC-A reported five ongoing U.S.-funded training programs: four focused on technical training and one focused on basic training.³⁸⁰ The largest U.S.-funded training includes essential function development training and operational-specialty training, such as vehicle maintenance, and radio operation and maintenance.³⁸¹

USFOR-A reported a marked increase in the number of police recruits assigned for training in January 2016—over 10,000 more recruits than in any of the past 12 months.³⁸² The EF-4 Police Institutional Advisory Team (PIAT) mentored the MOI Training General Command for the winter training surge as approximately 15,000 ANP and 4,500–8,000 ALP were working without any formal police training. The PIAT reports that the lack of formal training contributes to higher casualties, desertions, and decreased public trust and international donor confidence. With half of personnel requiring training, ALP participation in the winter training surge lags in comparison with the other police pillars. According to RS, ID cards in the future will only be issued upon completion of initial-entry training to limit the number of untrained police on the force.³⁸³

Source: OSD-P, response to SIGAR vetting, 4/15/2016.

STATUS OF WOMEN IN THE ANDSF

This quarter RS reported 3,905 women serving in the ANDSF, an increase from the 3,728 reported last quarter.³⁸⁴ Even with the overall increase in the ANDSF end strength, the percentage of women serving in the ANDSF only increased from 1.16% to 1.2%.³⁸⁵ Of the total, 2,878 were serving with the ANP, 969 with the ANA, and 58 with the AAF. Overall there were 1,237 officers, 1,296 noncommissioned officers, 1,238 soldiers, and 134 cadets.³⁸⁶ The number of women in officer positions increased by 29 since last quarter.³⁸⁷

The MOI Female Policy Council serves to provide communication and professional activities with national and international women's groups and to address women's issues such as work environment problems and practical solutions, improvement of police women's living conditions to attract recruits into the ANP, actions to improve the social and economic stability, promotions, and policies and other legal benefits for women. The council consists of police and civilian women, although any citizen may qualify to be a member.³⁸⁸

ANDSF MEDICAL/HEALTH CARE

CSTC-A reported the frequent changes in the number of authorized medical positions are due to shifting personnel policies and procedures. While the authorizations are expected to stabilize when the tashkil is approved, MOI commanders are allowed to convert an unfilled medical position into a non-medical position.³⁸⁹ As of January 20, 2016, CSTC-A reports there are 899 physicians and 2,758 other medical staff within the ANDSF health-care system, with vacancies of 347 (27.9%) and 571 (17.2%) respectively.³⁹⁰

To address the problem of medical personnel being assigned to non-medical positions, the ANP Surgeon General developed policy guidance directing medical personnel be assigned into medical positions. Additionally, a proposal to hire civilian personnel to work in the ANP hospital and provincial medical treatment facilities is under consideration.³⁹¹ The MOI approved eight 20-bed regional hospitals; the Helmand and Kunduz facilities are planned to begin operations by the end of 2016. These regional facilities will also serve as satellite medical supply points, thereby reducing the dependence on the Kabul warehouse.³⁹²

This quarter CSTC-A reported several accomplishments within the ANDSF health-care system. An \$87.5 million donation from the NATO ANA Trust Fund will be used to purchase medical consumables, subsidize ANA vaccination-program costs, outfit the National Martyr and Rehabilitation Care Center, expand the 215th Corps hospital, and upgrade the ANA Medical Emergency Operations Center.³⁹³

TABLE 3.14

CONVENTIONAL WEAPONS DESTRUCTION PROGRAM METRICS, FISCAL YEARS 2009–2016						
Date Range	AT/AP Destroyed	UXO Destroyed	SAA Destroyed	Fragments Cleared	Minefields Cleared (m ²)	Estimated Contaminated Area Remaining (m ²)*
2010	13,879	663,162	1,602,267	4,339,235	39,337,557	650,662,000
2011	10,504	345,029	2,393,725	21,966,347	31,644,360	602,000,000
2012	11,830	344,363	1,058,760	22,912,702	46,783,527	550,000,000
2013	6,431	203,024	275,697	10,148,683	25,059,918	521,000,000
2014	12,397	287,331	346,484	9,415,712	22,071,212	511,600,000
2015/2016**	2,023	32,220	99,438	3,962,329	12,580,354	589,000,000
Total	57,064	1,875,129	5,776,371	72,745,008	177,476,928	589,000,000

Note: AT/AP = antitank/antipersonnel ordnance. UXO = unexploded ordnance. SAA = small-arms ammunition.

Fragments are reported because their clearance requires the same care as for other objects until their nature is determined. There are about 4,047 square meters (m²) to an acre.

*Total area of contaminated land fluctuates as clearance activities reduce hazardous areas while ongoing survey identifies and adds new contaminated land in the Information Management System for Mine Action (IMSMA) database.

**includes first quarter results for FY 2016.

Source: PM/WRA, response to SIGAR data calls, 6/26/2015, 12/29/2015, and 3/31/2016.

REMOVING UNEXPLODED ORDNANCE

The Department of State's (State) Bureau of Political-Military Affairs' Office of Weapons Removal and Abatement (PM/WRA) manages the conventional-weapons destruction program in Afghanistan. Since FY 2002, State has provided \$331.6 million in weapons destruction and humanitarian mine-action assistance to Afghanistan. PM/WRA has two-year funding, and all FY 2015 money has been obligated. Approximately \$3.3 million of FY 2016 has been obligated; PM/WRA plans to obligate the remaining \$17 million in the upcoming months.³⁹⁴

State directly funds five Afghan nongovernmental organizations (NGO), four international NGOs, and one U.S. government contractor. These funds enable the clearance of areas contaminated by explosive remnants of war (ERW) and support the clearance of conventional weapons used by insurgents to construct roadside bombs and other improvised explosive devices. As of December 31, 2015, State-funded implementing partners have cleared more than 177.5 million square meters of land (approximately 68.5 square miles) and removed or destroyed approximately 7.7 million landmines and other ERW such as unexploded ordnance, abandoned ordnance, stockpiled munitions, and home-made explosives since 2002 (see Table 3.14).³⁹⁵

The estimated total area of contaminated land continues to fluctuate as clearance activities reduce hazardous areas, while ongoing survey activities find new contaminated land. At the beginning of this quarter, there were 209.4 square miles of contaminated minefields and battlefields. During the quarter, 6.7 square miles were cleared. However, ongoing surveys identified 24.6 square miles of additional contaminated areas, bringing the known contaminated area to 227.4 square miles by the end of the quarter. PM/WRA

SIGAR AUDIT

This quarter SIGAR published a financial audit of the Department of State's demining activities. SIGAR examined grants awarded between 2011 and 2013 from the Mine Detection Dog Center (MDC) totaling \$10.5 million. SIGAR identified three deficiencies in MDC's internal controls and six instances of noncompliance with grant terms and regulations resulting in \$98,780 in unsupported costs. For more information, see Section 2, pp. 31–32.

defines a minefield as the area contaminated by landmines, whereas a contaminated area can include both landmines and other ERW.³⁹⁶

USAID in partnership with the UN Mine Action Centre for Afghanistan (UNMACA) provides services for victims and survivors of mines and ERW, as well as for civilians affected by conflict and persons with disabilities, through the Afghan Civilian Assistance Program (ACAP). The goal of this project is to mitigate the short-term and long-term impact of conflict on civilians, including victims of mines and ERW.

UNMACA draws on its wider network under the Mine Action Programme of Afghanistan, which consists of 50 international and national organizations, to access beneficiaries and communities. One of those organizations, the Mine Action Coordination Centre of Afghanistan (MACCA), collects casualty data on mine/ERW victims to help prioritize its clearance activities. According to USAID, ACAP funding will allow MACCA to expand its victim assistance activities beyond service provision and data collection to include immediate assistance for individual survivors and their families. The \$30.2 million ACAP program has expended \$9.6 million to date and will conclude in February 2018.³⁹⁷

COUNTERNARCOTICS

As of March 31, 2016, the United States has provided \$8.5 billion for counternarcotics efforts in Afghanistan since 2002. Nonetheless, Afghanistan remains the world's leading producer of opium, providing 80% of the world's output over the past decade, according to the United Nations.³⁹⁸

Congress appropriated most of these counternarcotics funds through the DOD Drug Interdiction and Counter-Drug Activities Fund (\$3 billion), the Afghan Security Forces Fund (\$1.3 billion), the Economic Support Fund (\$1.5 billion), and a portion of the State Department's International Narcotics Control and Law Enforcement account (\$2.2 billion). USAID's alternative-development programs support U.S. counternarcotics objectives by helping countries develop economic alternatives to narcotics production. The Drug Enforcement Administration (DEA) also receives funding to operate in Afghanistan. See Appendix B for additional funding information.³⁹⁹

The Bureau of International Narcotics and Law Enforcement Affairs (INL) is currently operating under the 2012 U.S. government counternarcotics strategy, which has not always been successful in curbing the illicit drug trade. INL reports that the United States is in the final stages of updating its counternarcotics strategy for Afghanistan in order to uphold the shared CN and National Unity Government priorities. The revised strategy will continue to focus on building Afghanistan's capacity to counter narcotics, and will support Afghanistan's counternarcotics goals and objectives, as outlined in the country's National Drug Action Plan released in October 2015.⁴⁰⁰

Until we can create a stable enough environment for some of these economic development initiatives to take hold, I think we are going to have this problem [Afghanistan's opium trade] for some time to come.

—General John W. Nicholson Jr.,
Resolute Support Commander

Source: Nomination Hearing Before the Senate Armed Services Committee, 1/28/2016.

In early April 2016, the Ministry of Counter Narcotics (MCN) announced its second 100-day plan since the first one was released in June 2015. The Minister of Counter Narcotics stated her ministry is determined to create more inclusive programs to combat cultivation, production, and drug trafficking. The minister said current available resources are inadequate to effectively maintain counternarcotic efforts and asked for assistance from other relevant ministries in order to achieve its objectives.⁴⁰¹

This quarter, the UN Office on Drugs and Crime (UNODC) presented a socio-economic analysis of its December 2015 *Afghanistan Opium Survey*, which showed that opium poppy farmers earned considerably less in 2015 compared to the previous year: gross income from opium decreased to \$3,100 per hectare in 2015 from \$3,800 in 2014—an 18% decrease and the lowest level since 2002 after the end of the Taliban opium ban. According to UNODC, the combination of four consecutive moderate to poor harvests in the main opium-poppy growing areas and moderate prices likely made investing in new land and keeping high-maintenance fields with expensive irrigation systems less profitable. Moreover, opium yields have decreased, possibly due to lower land productivity and disease.

Survey results show that 38% of farmers who discontinued cultivation in 2015 cited agronomic and ecological conditions—such as poppy pests, diseases and bad yields—as reasons for their decision. Interviews with the farmers also show one reason they do not grow alternative crops is that the main poppy-growing areas have only limited access to markets. Other factors that limit farmers from finding alternative livelihoods include the need for non-farm job opportunities, better physical and social infrastructure, and enhanced strategies to address political crises and conflicts.⁴⁰²

The UNODC December survey estimated that the area under cultivation was 183,000 hectares, a 19% decrease from the previous year. Afghan opium production (3,300 tons) also decreased 48% from its 2014 level. However, UNODC cautioned that it changed its methodology between 2014 and 2015, which could make changes appear larger than they actually were. The decreases do not result from a single factor or policy measure. According to UNODC, the declines are mainly a consequence of repeated crop failures in the southern and southwestern regions of Afghanistan and do not represent a downward trend. Production and cultivation results had been rising for the past decade, as illustrated in Figure 3.29.⁴⁰³

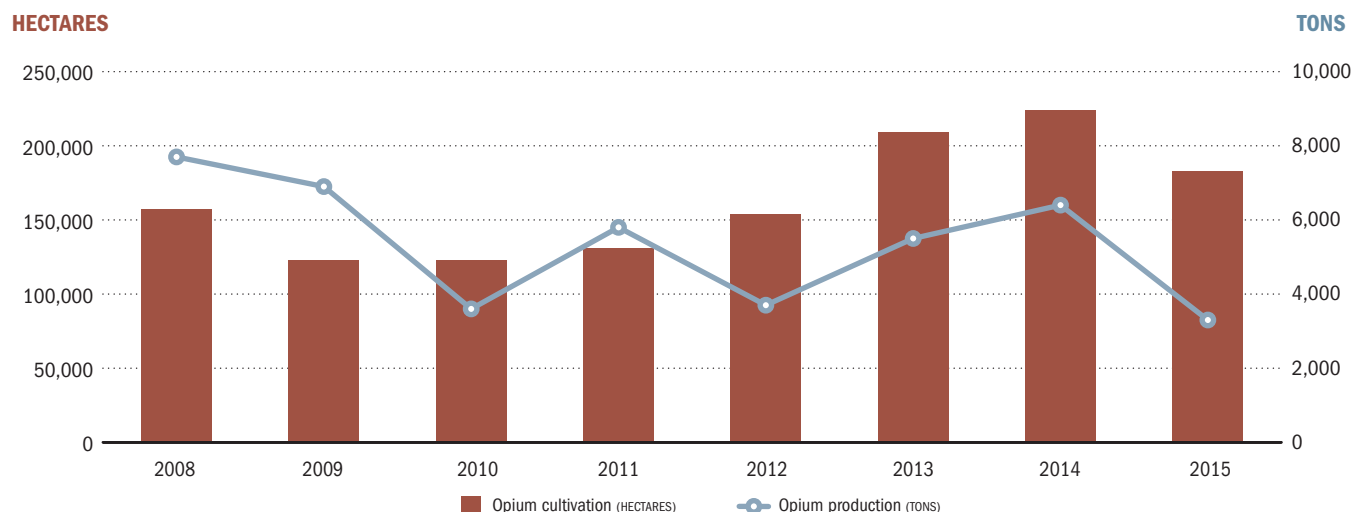
In December 2015, INL took part in two UNODC international meetings, the High-Level Meeting of Partners for Afghanistan and Neighboring Countries at which the National Drug Action Plan (NDAP) was presented, and the **Paris Pact** Consultative Group Meeting. The meetings reaffirmed U.S. support for counternarcotics in Afghanistan and encouraged international commitments to the NDAP.⁴⁰⁴

The Paris Pact: The partnership of several countries and international organizations to combat illicit opium traffic from Afghanistan. It originated from a meeting of various ministers held in Paris in 2003 on central Asian drug routes. It aims to reduce opium-poppy cultivation, production and global consumption of heroin and other opiates, and establish a broad international coalition to combat illicit traffic in opiates.

Source: Paris Pact website, “What is it?” www.paris-pact.net.

FIGURE 3.29

AFGHAN OPIUM CULTIVATION AND PRODUCTION SINCE 2008



Source: UNODC, *Afghanistan Opium Survey 2008*, 11/2008, p. 5; *Afghanistan Opium Survey 2009*, 12/2009, p. 5; *Afghanistan Opium Survey 2010*, 12/2010, p. 7; *Afghanistan Opium Survey 2011: Summary Findings*, 10/2011, p. 1; *Afghanistan Opium Survey 2013*, 12/2013, p. 12; *Afghanistan Opium Survey 2014: Cultivation and Production*, 11/2014, p. 7; *Afghanistan Opium Survey 2015: Cultivation and Production*, 12/2015, p. 3.

Drug Demand Reduction

Although INL reports that Afghanistan has one of the highest substance-abuse rates in the world, INL is reducing funding to all Afghan treatment centers in collaboration with the Ministry of Public Health (MOPH) in order to redirect funding to other critical drug-demand reduction programs. For example, funding will be redirected to rural treatment programs to address the rural drug use problem, which studies show is significantly higher than in urban areas. INL told SIGAR it lacked resources to maintain current levels.⁴⁰⁵ INL will also work with MOPH to encourage other international donors to provide funding for treatment facilities.⁴⁰⁶

In January 2015, INL transitioned the first group of 13 treatment programs to MOPH responsibility. Another 15 treatment centers began transitioning in January 2016; another 21 treatment centers will begin transitioning in January 2017; the remaining treatment centers will be transitioned by the end of 2019. INL reduced funding to all facilities (including the MOPH portfolio of 23 centers) by approximately 20% in 2015, another 15% in 2016, and another 25% in 2017. INL provided \$1.55 million for operational costs for all 89 facilities this quarter and \$1.49 million last quarter.

During 2015, the MOPH and the **Colombo Plan** collaborated to transfer all clinical staff onto the Afghan government payroll. According to INL, this

Colombo Plan: Instituted as a regional intergovernmental organization to further economic and social development, it was conceived at a conference held in Colombo, Sri Lanka (then Ceylon), in 1950 with seven founding member countries, and has expanded to 26 member countries. INL continues to support the Colombo Plan's Asian Centre for Certification and Education of Addiction Professionals (ACCE), a training unit of treatment experts to assist governments in developing a professional certification process for addiction professionals in Asia and Africa.

Source: The Colombo Plan Secretariat, "History," www.colombo-plan.org, accessed 4/7/2014; State, INL, *International Narcotics Control Strategy Report: Volume I, Drug and Chemical Control*, 3/2013, p. 20.

will be complete by January 2016. Due to Afghan legal constraints, the transition will occur as MOPH assumes responsibility of the transitional treatment centers. A total of 103 clinical staff members were trained between January and February 28, 2016, under the Colombo Plan; training for an additional 50 clinical staff will take place between March 27 and April 15, 2016.

According to the UN, 26 treatment centers were handed over to the Afghan government in 2015. These centers have an annual treatment capacity of about 33,000. However, this allows only 8% of the opium and heroin users in the country to access any form of drug-treatment services.

During the quarter, INL began working with the Ministry of Higher Education on the possibility of establishing an addiction-studies department at Kabul University and continued its efforts with the Ministry of Education on preventive drug-education teacher training.⁴⁰⁷

INL contributed over \$4.6 million to the Colombo Plan in April 2015 and \$12.9 million during 2015 for drug treatment and education programs.⁴⁰⁸

Counter-Narcotics Community Engagement

INL funds the nationwide Counter-Narcotics Community Engagement (CNCE) program, which focuses on discouraging poppy cultivation, preventing drug use by raising public awareness, and encouraging licit crop production. Since 2013, INL has expended \$9.18 million on the program, reflecting all funding available on the current grant. The program was extended for one year on April 4, 2015, with an additional cost of \$1.55 million. INL is negotiating an extension of the CNCE grant, and anticipates awarding it next quarter.

The program pays an Afghan company, Sayara Media Communications, to place 42 observers in Afghan provinces, which are ranked from tier 1 to tier 4 based on cultivation levels, to gather information and gauge perceptions of counternarcotics policies and messaging. Sayara assesses the effectiveness of campaigns and seeks to identify the provincial drivers of drug trafficking, opium cultivation, and public sentiment.

Sayara monitors counternarcotics-related items in the media and evaluates any changes in coverage on a monthly basis. The effectiveness of this media campaign is unclear. INL said some areas exposed to counternarcotics media experienced a decrease in opium cultivation, while in other areas where security and governance remain a challenge, cultivation numbers increased or remained the same. An independent evaluation of the INL-funded messaging program has not taken place since early in the program's implementation, but a 2008 evaluation of a similar campaign concluded that "public CN [counternarcotics] awareness campaigns cannot be effective in isolation and, to increase the chances of success, need to be (i) coordinated with the development of the licit rural economy to provide alternatives to opium poppy cultivation, and (ii) accompanied by credible threats of punishment (including eradication)."⁴⁰⁹

Ministry of Counter-Narcotics Capacity Building

INL has focused resources in the following areas in order to promote capacity-building efforts at the MCN: finance and fiscal transparency, administration support, public outreach and strategic communications, policy-development support, and ministerial-level advising by U.S. contractors. Additionally, INL funds Asian University for Women (AUW) fellows, who work in various offices across the MCN; plans are being made for another group of seven fellows to start in September 2016. The AUW fellows focus on English translation, grant writing, research, public outreach, and gender integration across the MCN's directorates.⁴¹⁰

INL will measure MCN's development through the indicators listed in the MCN capacity building performance measurement plan. Because the focus of the capacity-building program is shifting to provide skills-based training, INL will collect data on the number of training courses provided and individuals trained, the knowledge and skills acquired through training by means of pre- and post-training tests, and the Ministry's effectiveness at preparing and establishing administrative and financial standard operating procedures.⁴¹¹

To support some of the MCN's training requests, INL issued a notice of funding opportunity focused on the following training elements: English, computer software, grant writing, and human-resources management. The solicitation closed in early April and INL anticipates awarding the grant by June 2016. This quarter, INL also solicited a financial-remediation plan contract to improve financial management controls at the MCN. INL anticipates awarding the latter in April 2016. INL's initial assessment of the MCN Capacity Building Program was completed in November 2015. The next review is scheduled for May 2016.⁴¹²

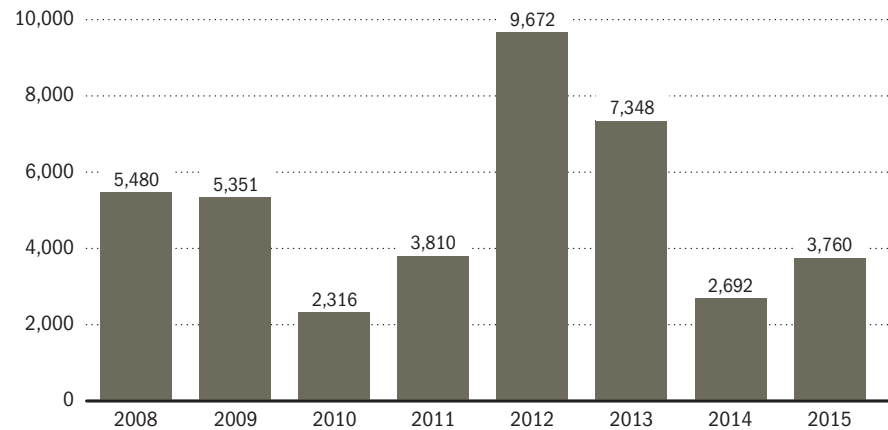
Governor-Led Eradication Program

INL funds the Governor-Led Eradication Program (GLE) program. The program reimburses provincial governors for expenses associated with poppy eradication. Since 2007, INL has contributed \$10 million to the MCN for the GLE program, which accounts for less than 2% of INL's annual counternarcotics budget for Afghanistan. The MCN tracks cumulative results that are verified by UNODC. According to UNODC, a total of 3,720 hectares were eradicated in 2015, a 40% increase from 2014. This quarter, INL disbursed \$540,750 to the MCN for the final 2015 GLE payment.

The MCN and INL agreed in February 2016 to reconcile unearned advances by province from previous years. Following this reconciliation, INL approved and disbursed the remaining 2015 GLE funds to the MCN in March 2016. An updated memorandum of understanding to the GLE implementing instructions was signed in March 2016 and awaits approval by the Afghan government.

FIGURE 3.30

GOVERNOR LED OPIUM-POPPY ERADICATION, 2008–2015 (HECTARES)



Note: Program results are based on UNODC-verified eradication figures.

Source: UNODC, *Afghanistan Opium Survey 2008*, 11/2008, p. 5; *Afghanistan Opium Survey 2009*, 12/2009, p. 5; *Afghanistan Opium Survey 2010*, 12/2010, p. 7; *Afghanistan Opium Survey 2011: Summary Findings*, 10/2011, p. 1; *Afghanistan Opium Survey 2013*, 12/2013, p. 12; *Afghanistan Opium Survey 2014: Cultivation and Production*, 11/2014, p. 7; *Afghanistan Opium Survey 2015: Cultivation and Production*, 12/2015, p. 3.

Eradiation results have been declining over the past few years, as shown in Figure 3.30. Few security incidents occurred during last year's eradication campaign, which UNODC attributes to improved coordination between the MCN, MOD, MOI, and the Independent Directorate of Local Governance. Eradication took place near active military operations in Helmand and Kandahar, which reportedly improved security but also underscored the lack of government control in those areas.⁴¹³

Good Performer's Initiative Will Be Phased Out Due to the Lack of MCN Capacity

INL's Good Performer's Initiative (GPI) is a program implemented by the MCN that seeks to incentivize provincial counternarcotics performance. As of February 2016, a total of 256 GPI projects with a value of \$119,867,042 were approved. Some 199 projects were completed, 54 projects are ongoing, and three projects are nearing completion.

Under the terms of the original GPI, which ran through August 30, 2014, a province was eligible for financial support of GPI development projects for each year that it achieved UNODC-verified poppy-free status or reduced cultivation by more than 10% compared to the previous year's levels. In September 2014, the MCN began implementing a redesigned GPI to encourage more integrated counternarcotics action and provide more focused

support for rural alternative livelihoods. Under the new GPI (GPI II), the award categories for “good performers” were expanded to include progress in public outreach and law enforcement, in addition to cultivation. The new program will continue to link action with rewards: provinces must demonstrate verifiable counternarcotics achievements against defined standards to receive awards.⁴¹⁴

INL said it has decided to phase out the GPI program because the MCN lacked the technical capacity to implement GPI II. INL will continue to approve new project proposals until April 30, 2016, after which the balance of previously awarded GPI funds not associated with projects in procurement will be rescinded. INL will continue to provide operational support for the MCN until all ongoing projects are completed. No new GPI awards will be issued, and the GPI II memorandum of understanding will not be signed. INL is currently in the initial stages of developing new alternative development programs with other implementing partners.⁴¹⁵

ALTERNATIVE DEVELOPMENT/ALTERNATIVE LIVELIHOOD

USAID’s alternative-development programs support U.S. counternarcotics objectives by helping countries develop economic alternatives to narcotics production. INL funding supports supply-reduction and alternative-development programs. INL told SIGAR it coordinates regularly with USAID to ensure that INL-supported alternative-development efforts complement past and ongoing investments by USAID in licit livelihoods and rural development in Afghanistan.⁴¹⁶

Strengthening Afghan Governance and Alternative Livelihoods

The nongovernmental Aga Khan Foundation and its partners implement activities under INL’s \$11.9 million Strengthening Afghan Governance and Alternative Livelihoods (SAGAL) grant across 16 provinces: Badakhshan, Baghlan, Takhar, Bamyan, Kunduz, Parwan, Faryab, Kabul, Balkh, Jowzjan, Kandahar, Nangarhar, Helmand, Laghman, Uruzgan, and Kunar. The implementers favor activities, rather than stand-alone projects, with the following five objectives:

- improve agricultural yields of high-potential licit crops
- increase economic return for licit crops
- improve farmers’ access to financing
- reduce vulnerability of at-risk populations to engage in the illicit economy
- improve subnational governance

The SAGAL grant ended January 20, 2016; \$7.3 million has been expended to date for actual expenses incurred through September 30, 2015. The Aga Khan Foundation is now closing out its financial reports

TABLE 3.15

ALTERNATIVE LIVELIHOOD PROGRAMS					
Agency	Project Title	Start Date	End Date	Total Estimated Cost (\$)	Cumulative Disbursements, as of 3/31/2016 (\$)
State (INL)	Strengthening Afghan Governance and Alternative Livelihoods (SAGAL)	7/21/2014	1/20/2016	\$11,884,816	\$7,321,345*
USAID	Commercial Horticulture and Agriculture Marketing Program (CHAMP)	2/1/2010	12/30/2016	45,296,184	45,296,184
USAID	Kandahar Food Zone (KFZ)	7/31/2013	8/30/2016	27,695,788	22,535,000
USAID	Regional Agricultural Development Program (RADP)-South	10/7/2013	10/6/2018	125,075,172	56,924,493
USAID	Regional Agricultural Development Program (RADP)-North	5/21/2014	5/20/2019	78,429,714	16,872,197
USAID	Regional Agricultural Development Program (RADP)-West	8/10/2014	8/9/2019	69,973,376	18,858,081

Source: USAID, response to SIGAR data calls, 3/28/2016 and 4/7/2016; INL, response to SIGAR data call, 4/1/2016.

* Disbursements for expenses incurred through 9/30/2015 only.

Note: USAID programs listed are not necessarily funded from the agency's Alternative Development Fund.

and will submit additional reimbursement requests during the project close-out period.⁴¹⁷

Table 3.15 provides summary financial information on SAGAL and other alternative livelihood programs.

Kandahar Food Zone

The Kandahar Food Zone (KFZ) is a three-year, \$27.7 million USAID project, implemented by International Relief and Development Inc. under a joint strategy and in close coordination with INL. KFZ is designed to identify and address the drivers of poppy cultivation in targeted districts of Kandahar province through grants for activities that improve community infrastructure, strengthen alternative livelihoods, and support small businesses. The Afghan government's MCN KFZ program has four pillars: public outreach, eradication, demand reduction, and alternative livelihoods. USAID's activities only support the alternative livelihoods component.⁴¹⁸

KFZ expended \$1.95 million between October and December 2015. During that period, KFZ trained 46 master trainers in technical areas, continued irrigation canal maintenance and rehabilitated or constructed 12 canals in the target districts, and continued rehabilitation of four additional irrigation canals. KFZ continued to partner with government entities to reinforce their capacity to provide efficient services to communities. The program received approval for 15 alternative development projects and four infrastructure canal-rehabilitation projects.

This quarter, construction and rehabilitation work on the four canals is approximately 59% complete. The program is waiting on government approval for two women's skills and market training projects. Coordination meetings took place in early February 2016 in preparation for the March 23–24, 2016, Agricultural Fair in Panjwayee, Kandahar. As of March 31, 2016, USAID has disbursed \$22.5 million. For funding information, please refer to Table 3.15.⁴¹⁹

Regional Agricultural Development Program

The Regional Agricultural Development Program (RADP) is intended to help Afghan farmers achieve more inclusive and sustainable economic growth. RADP projects are under way in the southern, western, and northern regions of Afghanistan. The projects focus on strengthening the capacity of farmers to improve the productivity of high-value crops and livestock. Using a **value-chain** approach, these projects work with farmers and agribusinesses to overcome obstacles hindering production, processing, sales, and overall development of agricultural value chains. As of March 31, 2016, USAID has made cumulative disbursements of \$16.9 million to RADP-North, \$56.9 million to RADP-South and \$18.9 million to RADP-West.⁴²⁰

RADP-North is a five-year, \$78.4 million program covering Badakhshan, Baghlan, Balkh, Jowzjan, Kunduz and Samangan Provinces. Last quarter, the program implemented seven activities and issued seven grants valued at \$115,062 to local partners. Between October and December 2015, 800 women were trained in hygiene and nutrition, and 14 contracts to use Afghan wheat varieties between seed enterprises and processors were signed. RADP-North also conducted a short-message service (SMS or “text message”) marketing campaign to more than 4,800 farmers and suppliers. The program also sponsored 12 agribusinesses to participate at the “WorldFood Kazakhstan” Trade Show that resulted in the signing of four contracts for over 62.5 tons of raisins and dried fruit.⁴²¹

The purpose of RADP-South is to improve food and economic security for rural Afghans in Helmand, Kandahar, Zabul, and Uruzgan. It began in October 2013 and is scheduled to end in October 2018 with an estimated cost of \$125 million. Between October and December 2015, RADP-South increased the capacity of over 17,800 farmers in greater wheat and high-value crop production, livestock care, and improved basic business skills, vegetable cultivation, and greenhouse technology for women farmers. During last quarter, RADP-South’s interventions impacted over 7,100 households; over 7,000 farmers grew high-value crops under the program. As a result, over 6,300 hectares are under increased high-value crop production. More than 1,000 surveyed farmers reported over 1,200 hectares being used with the improved technologies or management practices.⁴²²

The implementing partner noted that the security situation in Helmand and Uruzgan deteriorated during that period. Clashes between ANDSF and insurgent forces forced the cancellation or postponement of some activities. The program’s monitoring and evaluation unit was unable to conduct site visits in Helmand in October 2015 and RADP-South will engage a third party monitor during the next quarter to address this issue. RADP-South anticipates continuing planned program activities as the next quarter enfolds.⁴²³

The five-year RADP-West program focuses on helping rural Afghans in the western provinces of Herat, Farah, and Badghis to improve food and economic security. During January 2016, RADP-West monitored 785

Value chain: the range of goods and services necessary for an agricultural product to move from the farm to the final customer or consumer. It encompasses the provision of inputs, actual on-farm production, post-harvest storage and processing, marketing and transportation, wholesale and retail sales.

Source: USAID, response to SIGAR vetting, 4/12/2015.

cultivated wheat-plot germination rates and prepared and developed cultivation training that will be conducted during the winter. The program received commitments from flour mills to purchase wheat during the June/July harvest. In addition, the program will develop the capability of a Badghis flour producer to purchase wheat from program beneficiaries.

RADP-East is still in procurement; USAID anticipates awarding a contract next quarter.⁴²⁴

For summary information on this alternative-livelihood program, see Table 3.15 on page 134 of this report.⁴²⁵

Commercial Horticulture And Agricultural Marketing Program

The Commercial Horticulture and Agricultural Marketing (CHAMP) program is a \$45.3 million USAID program designed to boost agricultural productivity and food security, provide market opportunities, and decrease poppy production. CHAMP works to reduce poverty among rural Afghan farmers by helping them shift from relatively low-value subsistence crops, such as wheat and corn, to high-value crops such as fruits and vegetables.⁴²⁶ As of March 31, 2016, USAID has disbursed all funds for the CHAMP program. Though the program will end December 2016, USAID told SIGAR no funding increase is necessary given the current scope of the program; the implementing partner has also confirmed that the available funds will carry the project until its end date.

CHAMP worked with 289 **producer groups** last year. At CHAMP farmer field schools, participants learn new agricultural practices such as orchard or trellis management and receive modern agricultural tools. In 2015, the program arranged farmer field school programs for over 4,000 orchard farmers, including 488 women, in six provinces. The program also provided food safety training and harvest and post-harvest management training.

The program also provides direct assistance in fruit processing, sorting, grading and packing, and introducing improved packaging that meets international market standards. The program's marketing team worked with 19 companies to export 10,485 metric tons of apples, pomegranates, raisins, fresh and dried apricots, almonds, grapes, and melons to international markets. CHAMP organized business-to-business meetings between Afghan farmers and traders as well as meetings between Afghan traders and international buyers. CHAMP's trade offices in Dubai and New Delhi created stronger linkages between Afghan exporters and local buyers, facilitating nearly 600 metric tons of fruits and nuts. CHAMP also participated in international trade fairs in Dubai, Kabul, and New Delhi, enabling Afghan traders to bring their products to an international audience, most notably the Dubai Gulfood exhibition, at which CHAMP traders signed nearly \$4 million in contracts with international buyers.⁴²⁷

For summary financial information on this program, see Table 3.15 on page 134 of this report.

producer group: consists of a lead farmer and 10 to 15 member farmers (sub-farmers). The lead farmer is responsible for disseminating information on CHAMP trainings throughout the group.

Source: USAID, *Commercial Horticulture and Agricultural Marketing Program (CHAMP) 2015 Annual Report*, p. 7, 1/2016.

INTERDICTION OPERATIONS AND RESULTS

The Counternarcotics Police of Afghanistan (CNPA) consists of regular narcotics police and specialized units across the country. The specialized units include the Sensitive Investigation Unit (SIU), National Interdiction Unit (NIU), and the Intelligence Investigation Unit (IIU). Nearly half of the CNPA's 2,528 personnel are assigned to Kabul. In addition to the CNPA, Afghan organizations contributing to interdiction activities include elements of the Afghan National Police: the Afghan Border Police, Afghan Uniform Police, and the General Command of Police Special Unit (GCPSU).⁴²⁸

The INL interdiction program supports the maintenance and operations of NIU/SIU and DEA facilities as well as a judicial wire-intercept unit (JWIP). SIU processes an average of 45,000 pertinent calls quarterly through the JWIP, which generates evidence admissible in courts of law in Afghanistan and elsewhere. Until December 2015, INL provided limited mission and operations support for the CNPA Kabul headquarters compound, averaging less than \$1 million per year. INL provides extensive support to the CNPA's NIU and SIU including salary supplements for NIU members (and DEA for SIU members). As of late 2015, INL began support for SIU training and professional development. The NIU/SIU program is also supported by various DOD-funded activities, which include specialized training, and the Special Mission Wing, a rotary- and fixed-wing force that supports NIU missions, among others.⁴²⁹

Last quarter, INL reduced its operations at the Counter Narcotics Strip Mall in Kabul. The INL-funded mentoring program ended its mission in December 2015 with the withdrawal of U.S. and foreign personnel from the strip-mall facility. INL continues to provide operations and mission support services at the strip mall including core services such as meals and electric power generation. This quarter, INL will complete refurbishment of properties in two DEA compounds near the U.S. Embassy, where DEA and SIU officers will operate the JWIP system.

Since 2004, DOD's CN requirements for Afghanistan have been funded mostly through supplemental and Overseas Contingency Operations appropriations. These train-and-equip programs aim to support U.S. regional goals and reduce CN-related terrorism and financing. The majority of funding is for special-purpose vetted units such as the Special Mission Wing and the CNPA.⁴³⁰

DOD reported that from January 1 to March 24, 2016, Afghan security forces and law-enforcement agencies conducted 41 drug-interdiction operations resulting in the detention of 59 individuals. These operations included routine patrols, cordon-and-search operations, vehicle interdictions, and detention operations. DOD is currently working with INL and DEA to relocate personnel to the international zone in Kabul, which will enable DEA to continue mentoring and training the CNPA's specialized investigative units. U.S. interdiction activities in Afghanistan throughout

“Counternarcotics is primarily a law enforcement and justice function versus a military one. As such, the Department of Defense's role in broader U.S. government counternarcotics efforts is primarily to enable or support law enforcement agencies as appropriate, while limiting unilateral action to targets which are at the nexus of the drug trade and terrorism and are threats to U.S. vital national interests.

—General John W. Nicholson, Jr.,
Resolute Support Commander

Source: Advance Policy Questions for Nomination Hearing before the Senate Armed Services Committee, 1/28/2016.

2015 were minimal, and only one counternarcotic operation was conducted during the reporting period.⁴³¹

The security situation has negatively impacted counternarcotics activities in Afghanistan. In the south and southwest, operations are extremely difficult to conduct due to the increased requirements on security forces to protect threatened district centers and security force positions. The UN reported that 70% of security incidents that occurred in 2015 took place in the south, east and southeast. According to DOD, counternarcotics operations in the north and east also may decrease as security forces prioritize countering militant forces during spring and summer.

DOD also informed SIGAR of a reduction in available transportation, particularly helicopters. DOD also said counternarcotics forces are needed to play general security roles where drug trade and anti-government forces are concentrated in southern, southwest, and northern Afghanistan. Recent partnering of CN forces with U.S. Special Forces has not yet yielded immediate results, but may present opportunities for future operations.⁴³²

In 2014, DOD created a regional narcotics interagency fusion cell (RNIFC) to combat the regional drug trade given the U.S. military's reduced capabilities in Afghanistan. The RNIFC, located in Bahrain, tracks and interdicts the illicit movement of Afghan heroin and other illicit commodities on dhows (boats) destined for the Middle East and East Africa. The RNIFC collaborates with the Combined Maritime Force (CMF) passing on information to CMF patrols in the Arabian Sea and Indian Ocean on suspect dhows and other vessels.⁴³³

Afghan operations during this period also resulted in the reported seizures of the following narcotics contraband:⁴³⁴

- 1,430 kg of opium
- 109 kg of heroin
- 2,763 kg of hashish/marijuana

There were no seizures of precursor chemicals this quarter.

Precursor chemical: a substance that may be used in the production, manufacture and/or preparation of narcotic drugs and psychotropic substances.

Source: UNODC, "Multilingual Dictionary of Precursors and Chemicals," 2009, viii.

TABLE 3.16

INTERDICTION RESULTS, FISCAL YEARS 2008–2016										
	2008	2009	2010	2011	2012	2013	2014	2015	2016*	TOTAL
Number of Operations	136	282	263	624	669	518	333	268	77	3,170
Detainees	49	190	484	862	535	386	441	394	113	3,454
Hashish seized (kg)	241,353	58,677	25,044	182,213	183,776	37,826	19,088	24,785	120,280	893,042
Heroin seized (kg)	277	576	8,392	10,982	3,441	2,489	3,052	2,855	785	32,849
Morphine seized (kg)	409	5,195	2,279	18,040	10,042	11,067	5,925	505	-	53,462
Opium seized (kg)	15,361	79,110	49,750	98,327	70,814	41,350	38,307	27,498	5,236	425,753
Precursor chemicals seized (kg)	4,709	93,031	20,397	122,150	130,846	36,250	53,184	234,981	-	695,548

Note: The large increase in total precursor-chemical seizures from 2014 to 2015 reflects a 12/2015 seizure of 135,000 liters.

* Results for period 10/1/2015–3/24/2016 only.

Source: DOD, response to SIGAR data calls, 7/29/2015, 12/29/2015, and 3/31/2016.

As noted in previous SIGAR reports, interdiction results have been declining since 2012, as shown in Table 3.16.

According to UNODC, Africa is no longer just a transit point for Afghan-sourced opium; there is a growing domestic market for Afghan opium on the continent. Interdiction results have been declining since the withdrawal of Coalition forces.⁴³⁵

AVIATION SUPPORT

The Department of Justice (DOJ) Office of the Inspector General (OIG) issued a report this quarter on joint DEA/DOD aviation support. In 2008, the DEA purchased an aircraft at the cost of \$8.6 million to support its CN efforts in Afghanistan. Over the years, DEA and DOD expended \$86 million for aircraft modifications and construction of a hangar to house the aircraft at Kabul International Airport. The hangar remains unused.

DOJ OIG found that the aircraft purchased for what became known as DEA's Global Discovery program missed its initial delivery date and nearly quadrupled the initial program cost of \$22 million. It also found that DEA did not fully comply with federal regulations in the purchase and solicitation of the aircraft. In addition, it found that bids were not properly evaluated, resulting in a higher purchase price for the aircraft. The OIG audit uncovered over \$2.5 million in unsupported and unallowable costs. DOJ identified other deficiencies in the Global Discovery program. The aircraft remains inoperable.⁴³⁶

Between January and March 26, 2016, State's Air Wing provided the following air support to DEA (air shuttle and National Interdiction Unit movements): 43 flight hours, 34 sorties, 652 personnel transported, and 43,719 pounds of cargo moved. Air Wing also transported 305 INL and DEA personnel on its air shuttle for all movements within Kabul.⁴³⁷

INL's ability to support tactical operations in the south and southwest regions of the country has been constrained since the June 2015 closure of INL's base at Kandahar Air Field. NIU personnel continue to staff the regional law enforcement centers (RLECs) in Kandahar, Herat, and Kunduz. Additionally, NIU personnel occasionally support other MOI operations outside of Kabul. INL continues to assist the NIU and SIU with enablers, including operations and maintenance, while NIU typically uses Resolute Support assets, including the Special Mission Wing (SMW). See pages 114–115 of this report for more information on the SMW.⁴³⁸