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## SECURITY

### KEY ISSUES AND EVENTS

This quarter, President Donald Trump unveiled his Administration’s new strategy for the war in Afghanistan after a comprehensive review of the situation on the ground by officials in the Departments of Defense and State, and other U.S. agencies. In a speech at Fort Myer in Virginia on August 21, President Trump emphasized that the new approach to Afghanistan would be conditions-based, not built on “arbitrary timetables,” to break the stalemated conflict and avoid the unacceptable consequences of a hasty withdrawal.<sup>64</sup>

As with previous administrations, President Trump underlined the importance of preventing the resurgence of terrorist safe havens in Afghanistan as the primary goal of the war. He also highlighted Pakistan’s role in offering safe havens for “agents of chaos, violence, and terror.” Finally, the President also announced increases for U.S. and NATO troop strength and funding, and expanded authorities for American commanders on the ground to better enable targeting terrorists and insurgents.<sup>65</sup>

In a hearing before the House Armed Services Committee on October 3, Secretary Mattis testified that the new strategy will be “R four plus S,”



**Secretary of Defense James Mattis and General Joseph F. Dunford Jr.**, chairman of the Joint Chiefs of Staff, testified before the Senate Armed Services Committee, October 3, 2017, on the political and security situation in Afghanistan. (DOD photo by U.S. Army Sgt. James K. McCann)

“Make no mistake, this is combat duty for our troops, but the Afghan forces remain in the lead for the fighting.”

—Secretary of Defense James Mattis

Source: Secretary of Defense James Mattis, Statement Before the House Committee on Armed Services, “U.S. Defense Strategy in South Asia,” 10/3/2017.

which stands for regionalize, realign, reinforce, and reconciliation, plus sustain. According to his testimony, “Regionalize” refers to considering the regional context at the outset when determining the Afghanistan strategy. “Realigning” signifies that the United States will shift its main effort to align more advisors at the Afghan National Defense and Security Forces (ANDSF) battalion and brigade levels that do not currently receive such support. “Reinforce” indicates the infusion of more U.S. troops on the ground to expand the advisory effort. “Reconciliation,” the ultimate goal of the military mission, will occur when the insurgency realizes it is faced with no other option but to reconcile with the Afghan government. Finally, “Sustain” points to the political, financial, and military sustainability that will be achieved by implementing the strategy alongside and through Afghan and NATO partners.<sup>66</sup>

Efforts are already under way to implement the President’s strategy. Before determining new troop levels for Afghanistan, the Pentagon acknowledged in August that there are more than 11,000 U.S. personnel already on the ground, about 3,000 more than the 8,400 figure previously cited.<sup>67</sup> On August 31, Secretary Mattis signed new deployment orders to add over 3,000 troops in Afghanistan, which will bring the total to 14,000–15,000 personnel, not including civilians and contractors. The force increase is expected to expand the advising mission, increase training for Afghanistan’s special operations forces, and allow for increased U.S. air and artillery strikes in support of Afghan forces.<sup>68</sup> Addressing Congressional concerns that a conditions-based strategy lacks a clear timeline for troop withdrawal, Secretary Mattis said that the number of American forces in Afghanistan will decrease as the Afghan forces improve their capabilities.<sup>69</sup>

Both NATO and Afghan leaders have expressed support for the Trump Administration’s new strategy in Afghanistan. Just days before the United Nations (UN) General Assembly, Afghan President Ashraf Ghani reiterated his position that U.S. troops should continue their mission to train, advise, and assist the ANDSF, but not return to a combat role in the country.<sup>70</sup>

However, a sharp increase in American air strikes in Afghanistan in the last several months indicates U.S. forces are taking a more active combat role. According to NATO Resolute Support (RS), the United States has conducted 2,400 air strikes from January to September 2017, the most since 2014. The United States Air Force (USAF) Central Command Combined Air Operations Center also reported that the United States dropped 751 munitions against the Taliban and Islamic State-Khorasan (IS-K) targets in September 2017, a record high since 2012 and a 50% increase since August. In line with the Administration’s strategy to prevent safe havens and proactively target extremists that threaten Afghan security, the largest number of strikes occurred in IS-K strongholds in eastern Nangarhar Province and Taliban-held areas in southern Helmand Province.<sup>71</sup> The USAF will continue to expand its operations in Afghanistan as part of its adjustment to a



**F-16 fighters taxi at Bagram Airfield**, Afghanistan, ready to provide close-air support for Coalition forces. (USAF photo by Staff Sgt. Benjamin Gonsier)

counterterrorism-focused strategy, as seen by the recent deployment of six F-16 fighter jets to Bagram Airfield and an increase in B-52 missions.<sup>72</sup>

Though Secretary Mattis testified that in “recent months there have been fewer civilian casualties as a result of Coalition operations,” UNAMA reported a 52% increase in civilian casualties from pro-government (Coalition and Afghan) air operations in the first nine months of 2017 compared to the same period in 2016. United States Forces-Afghanistan (USFOR-A) noted that they strongly disagree with this assessment and UNAMA’s methodology. In two incidents in late August, UNAMA reported 28 civilians killed and 16 injured—all women and children—during air strikes targeting anti-government elements in Herat and Logar Provinces.<sup>73</sup> USFOR-A announced on August 30 that an official investigation has been launched into the Logar air strike, and that it “takes all allegations of civilian casualties seriously and is working with Afghan partners to determine the facts surrounding this incident.”<sup>74</sup>

This section discusses assessments of the Afghan National Army (ANA), Afghan National Police (ANP), and the Ministries of Defense and Interior, and provides an overview of how U.S. funds are used to build, equip, train, and sustain the Afghan security forces.

### USFOR-A Classifies Key ANDSF Data

USFOR-A classified or otherwise restricted information this quarter that SIGAR has previously published concerning the ANDSF. Of 39 questions directed to USFOR-A in SIGAR’s data call, USFOR-A classified or restricted nine of its responses. The newly classified or restricted data include important measures of ANDSF performance such as casualties, personnel strength, attrition, and the operational readiness of equipment.

In Appendix E of this report, SIGAR has listed the questions it posed to USFOR-A, some of whose precise answers can no longer appear in the public report.

For the first time in eight years, USFOR-A restricted the public release of ANDSF assigned strength figures (the number of personnel actually serving in a force element at a given time) to approximate figures. Therefore, USFOR-A rounded the force strength figures published in this report. USFOR-A also classified authorized strength figures (the number of personnel authorized for a force element by the Afghan government) and the proportion of ANDSF assigned strength to authorized strength. Attrition data (the percentage of total personnel each force element has lost over the quarter) as well as ANDSF casualty figures have also been classified. Exact assigned strength, progress toward authorized strength, attrition, and casualty data are critical for understanding ANDSF performance, readiness, and mission success.<sup>75</sup>

According to USFOR-A, a recent legal review determined that this ANDSF data belongs to the Afghan government and therefore USFOR-A must withhold, restrict, or classify the data as long as the Afghan government has classified it.<sup>76</sup>

USFOR-A also classified information on the operational readiness of ANDSF equipment for the first time this quarter. SIGAR's reporting and analysis of ANDSF equipment operational readiness was intended as another metric for understanding overall force readiness. However, after having initially provided the data as unclassified and releasable to the public, USFOR-A retroactively classified the data specific to ANA and ANP equipment operational readiness. USFOR-A cited guidance from Annex I of the *RS Classification Guide* (not provided to SIGAR) that all materiel readiness data should be classified. However, USFOR-A clarified that this did not apply to the Afghan Air Force's (AAF) equipment operational readiness or its airframe inventory because the AAF has different standards than the ANA and ANP in the *RS Classification Guide*.<sup>77</sup>

Finally, USFOR-A did not provide SIGAR with unclassified performance assessments of the Ministry of Defense (MOD) and Ministry of Interior (MOI), or the subordinate ANA and ANP headquarters assessments, as has been the standard in the past. This information has typically included unclassified assessments of the ministries' progress toward achieving Plan of Actions and Milestones (POAM) benchmarks that mark how they are performing across each of the eight essential functions on which the RS advisory effort is centered. See pages 112–116 for more information about the essential functions. When SIGAR inquired about the missing assessments, USFOR-A responded that it is “moving away from tracking POAMs to assess progress of Afghan institutions” and will instead assess the MOD and MOI on milestones laid out in the new, multiyear ANDSF Road Map.<sup>78</sup> The ANDSF Road Map is described as the Afghan government's strategy

to reform its security institutions. Further details about it are reported in SIGAR's July 2017, *Quarterly Report to the United States Congress*.<sup>79</sup>

This is the second time the U.S. military has sought to classify information on ANDSF capabilities that was previously releasable to the public. In the first quarter of 2015, RS classified the answers to 31 of SIGAR's 38 questions, only to declassify the bulk of them a few days after SIGAR published its January 30, 2015, quarterly report. Since 2015, SIGAR has published a quarterly classified annex to report the classified information not releasable in its public reports.<sup>80</sup> The classified annex for this quarterly report will contain the new types of information described above that have now been classified. The classified annex is available upon request to Congress, DOD, and the Department of State.

## UN: Armed Clashes at Record High in 2017

The UN Secretary-General conducted a strategic review of the UN's mission in Afghanistan this quarter. A key conclusion was that Afghanistan's declining security situation continues to hamper institution building and development, and threatens to erode what gains have been achieved. The review stated that in recent years the conflict has become an "eroding stalemate in which the Taliban have increased the territory they are able to contest and, in some areas, have begun to consolidate their hold." The report also emphasized that the emergence of the IS-K, the Islamic State affiliate operating in Afghanistan, has added a new, dangerous element to an already complicated and demanding security situation.<sup>81</sup>

The Secretary-General expanded this assessment in mid-September, reporting that security was "highly volatile" due to intensifying armed clashes between Afghan security forces and anti-government forces, and several high-profile attacks committed by insurgent and extremist groups. From June 15 through August 31, 2017, the UN recorded 5,532 **security incidents**, as reflected in Figure 3.26 on the following page. This quarter's figure represents an 11.5% decrease from last quarter, but a 3% increase from the same period last year.<sup>82</sup> Armed clashes between security forces and the Taliban comprised 64% of recent security incidents, an increase of 5% since 2016.<sup>83</sup>

This quarter's figures show a record level of armed clashes in 2017 compared to previous years of the conflict. According to the UN, there has been a shift in the conflict since the beginning of the year, away from asymmetric warfare, toward more traditional conflict characterized by armed clashes between government and anti-government forces. USFOR-A noted that an uptick in armed clashes can be partly attributed to increases in the ANDSF's offensive operations in an effort to take the initiative from the Taliban and IS-K.<sup>84</sup>

The UN reported that the most unstable regions continue to be eastern and southern Afghanistan. Conflict has continued there due to the Afghan government's strategic decision, given Taliban gains in rural areas, to

Afghanistan is not in a post-conflict situation, where sufficient stability exists to focus on institution-building and development-oriented activities, but a country undergoing a conflict that shows few signs of abating.

That is not to say that progress has not occurred, only that it continues to be challenged by the effects of the ongoing conflict.

—Antonio Guterres,  
UN Secretary-General

Source: UN, *Special report on the strategic review of the United Nations Assistance Mission in Afghanistan*, 8/10/2017, p. 3.

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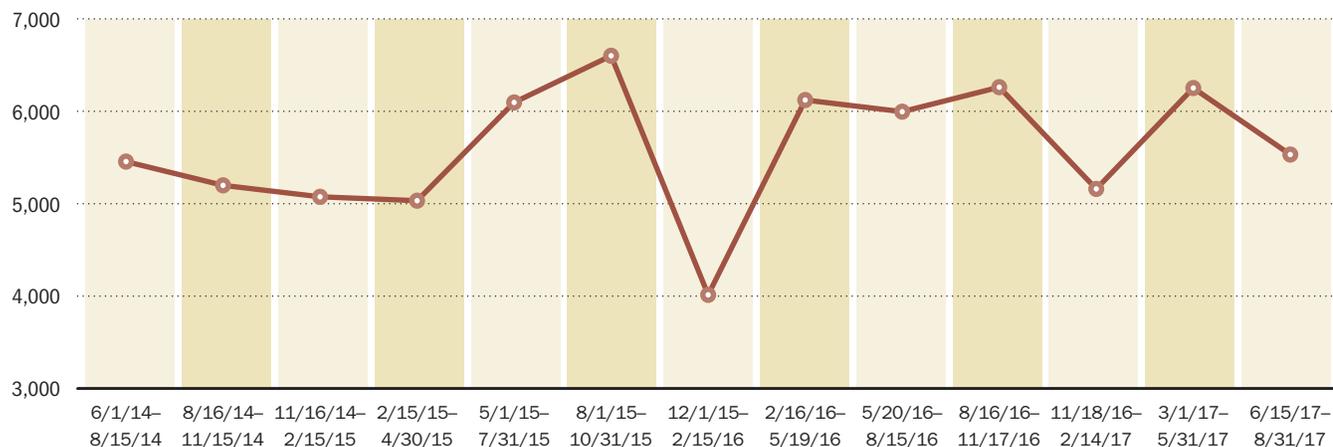
**Security incidents:** reported incidents that include armed clashes, improvised explosive devices, targeted killings, abductions, suicide attacks, criminal acts, and intimidation.

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Source: SIGAR, analysis of the United Nations report, 12/9/2014.

FIGURE 3.26

## UN-REPORTED SECURITY INCIDENTS FOR THE LAST THREE YEARS



Note: Security incidents were not reported for the month of November 2015.

Source: UN, *The situation in Afghanistan and its implications for international peace and security*, reports of the Secretary-General, 9/9/2014, p. 6; 12/9/2014, p. 5; 2/27/2015, p. 4; 6/10/2015, p. 4; 9/1/2015, p. 4; 12/10/2015, p. 5; 3/7/2016, p. 6; 6/10/2016, p. 4; 9/7/2016, p. 5; 12/13/2016, p. 4; 3/3/2017, p. 4; 6/15/2017, p. 4; 9/15/2017, p. 4.

channel its resources towards defending highly populated areas and disrupt Taliban control in strategic areas. This has intensified the battle to control vital lines of communication and infrastructure. The Taliban's control of some rural areas has enabled insurgent forces to launch more frequent attacks in formerly less-targeted areas, mainly in northern Afghanistan.<sup>85</sup>

According to the UN, the Taliban continued to contest territory across the country during the reporting period, forcing the Afghan government to use substantial resources to maintain the status quo. The Taliban made no major attempts to take a provincial capital since the beginning of its spring campaign in April, but they successfully captured and temporarily held several district centers, including Taywara in Ghor Province, Kohistan and Ghormach in Faryab Province, and Jani Khel in Paktiya Province. The ANDSF recaptured Kohistan and Taywara within a week, but control of Jani Khel changed three times over the reporting period. The Taliban also increased pressure on Qaramol, Dawlat Abad, Shirin Tagab and Khwajah Sabz Posh Districts in northern Afghanistan along the Maimana-Andkhoy highway in Faryab Province. In southern Afghanistan, the Taliban intensified attacks on the Kabul-Kandahar highway, as well as on districts next to the provincial capitals of Kandahar and Lashkar Gar.<sup>86</sup>

Violence in eastern Afghanistan has stemmed from the ANDSF and Coalition forces' escalating campaign to defeat IS-K in its stronghold there.<sup>87</sup> While IS-K's operations are mainly limited to the east, according to the UN,

the group claimed responsibility for eight attacks throughout Afghanistan this quarter. Expanding from Nangarhar, the group has begun consolidating its presence in neighboring Kunar Province. Additionally, IS-K successfully reestablished operational control in areas of Nangarhar Province such as Tora Bora that had previously been cleared and held by Afghan security forces. The UN reported alleged IS-K activities in the northern provinces of Jowzjan and Sar-e Pul, as well as in the western provinces of Herat and Ghor, an indication that IS-K may be attracting affiliates and expanding its reach into new regions of the country.<sup>88</sup>

Despite these developments, ANDSF and Coalition forces saw several key achievements this quarter against insurgent and extremist forces. On August 10, U.S. and Afghan forces killed the IS-K emir Abdul Rahman in a Kunar Province air strike.<sup>89</sup> They killed his two predecessors, Abu Sayed, in Kunar Province on July 11 and Sheikh Abdul Hasib, in Nangarhar Province on April 27.<sup>90</sup> U.S. air strikes also killed three senior Taliban leaders in Maidan Wardak near Kabul on September 9.<sup>91</sup> Additionally, Afghan special forces killed at least three senior Haqqani network leaders in Logar Province on September 10, including the alleged mastermind of the April 2016 attack on the Ministry of Interior's VIP Protection Unit that killed 28 people and wounded more than 300.<sup>92</sup>

### UNAMA Reports Increase in Civilian Deaths and Air Strike Casualties Since 2016

The United Nations Assistance Mission in Afghanistan (UNAMA) documented 8,019 civilian casualties from January 1, 2017, through September 30, 2017, a 6% decrease overall from the same period in 2016. The casualties comprised 2,640 deaths (a 1% increase since 2016) and 5,379 injuries (a 9% decrease).<sup>93</sup>

UNAMA attributed most of the 6% decline in civilian casualties to fewer Afghans injured by ground fighting between pro- and anti-government forces, which causes the majority of civilian casualties (35%). This is followed by suicide and **complex attacks** (20% of casualties), and improvised-explosive-devices (IEDs) (18%). Civilians living in Kabul, Helmand, Nangarhar, Kandahar, and Faryab Provinces have suffered the heaviest casualties thus far in 2017.<sup>94</sup>

Anti-government elements, who often illegally target civilians, continued to be responsible for the majority (5,167, or 64%) of civilian casualties, down 1% from the same period in 2016. Of those, UNAMA attributed 66% to the Taliban, 10% to IS-K, and the remainder to unidentified anti-government elements. Pro-government forces were responsible for 1,578 civilian casualties (20%), a 19% decrease from 2016. Of the remaining casualties, 916 were jointly caused by anti- and pro-government forces (11%), while 358 (5%) were from "other" causes.<sup>95</sup>

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**Complex Attack:** A complex attack includes the following elements: two or more attackers, and two or more types of weapons with one of the weapons being a suicide IED, i.e. body-borne IED or vehicle-borne IED.

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Source: UNAMA, *Afghanistan Protection of Civilians in Armed Conflict: Midyear Report 2017*, 7/2017, p. 4.

UNAMA reiterated its concern over the 52% increase in civilian casualties (466 casualties) caused by air strikes since the same period last year. More than two-thirds of these victims were reportedly women and children. Furthermore, UNAMA attributed 177 or 38% of all civilian casualties from air strikes to international military forces. According to UNAMA, air strikes account for roughly 6% of all civilian casualties.<sup>96</sup> In vetting comments, USFOR-A strongly disagreed with UNAMA's assessment and methodology, offering instead that it had confirmed 43 civilian casualties caused by international air strikes during this period.<sup>97</sup>

UNAMA documented a 13% increase in deaths and injuries of women and a 5% increase in child deaths compared to the same period in 2016. Women and children continued to be increasingly harmed by suicide-, complex-, and aerial-attacks, and children remain increasingly vulnerable to IEDs.<sup>98</sup>

## High-Profile Insurgent and Terrorist Attacks

Several high-profile attacks this quarter further damaged public confidence in the Afghan government's ability to safeguard the population. The most severe incidents targeted Afghanistan's Shi'a minority. IS-K's targeting of that community has raised fears about increasing sectarian tension.<sup>99</sup> The terrorist group claimed responsibility for two deadly attacks on Shi'a mosques this quarter. An attack in Herat killed over 90 people on August 1, and another at Imam Zaman mosque in Kabul on August 25 killed at least 40 people and injured 90.<sup>100</sup> Six other IS-K attacks on Shi'a places of worship this year have left more than 80 dead.<sup>101</sup>

The Taliban conducted several significant attacks targeting the ANDSF in October. Two contemporaneous attacks occurred on October 17, one attack on the ANP provincial police headquarters in Gardez, Paktiya Province killed at least 21 ANP personnel and 20 civilians, and another in Ghazni killed 25 police officers and five civilians. On October 19, the Taliban decimated nearly an entire unit of ANA soldiers, killing 43 of 60 personnel based in an area of Maiwand District in Kandahar Province. Using a deadly new tactic, the Taliban packed vehicles captured from the ANDSF with explosives and drove them into the ANA's base.<sup>102</sup>

Another high-profile incident targeting mainly Shi'a Afghans occurred during coordinated IS-K and Taliban attacks from August 3–5 in Mirza Olang village, Sayyad District of Sar-e Pul Province. UNAMA issued a special human-rights report on the incident after sending a fact-finding mission to the district.<sup>103</sup> The mission confirmed 36 people were killed and two injured during the attacks. Of the 36 killed, local sources confirmed that the dead included at least seven local militia, one Afghan Local Police (ALP) member, and one ANA soldier. UNAMA concluded that most of the remaining 27 fatalities were civilians, including one woman, four boys aged 13–17, and 13 men over 60 years old.<sup>104</sup> Both IS-K and the Taliban claimed the attack,

but the Taliban denied killing civilians and said that the commander was not IS-K, but one of their own.<sup>105</sup> However, UNAMA reported that “the cooperation and coordination between Taliban and local, self-identified Daesh [IS-K] has been observed for some time in Sayyad District, and is believed to be based upon family and tribal connections,” as the local IS-K commander and the Taliban shadow provincial governor are related. USFOR-A said it disagreed with UNAMA’s finding about Taliban and IS-K coordination, and knows of no evidence to support that claim.<sup>106</sup>

Two significant attacks against U.S. and Coalition forces at Bagram Airfield occurred this quarter. On September 6 an explosion outside an entry-control point wounded six Coalition service members, including three Americans. On September 11, an RS mission convoy was targeted by a suicide bomber outside of the base. The second attack resulted in five U.S. and one Coalition personnel wounded, but none of the injuries were life-threatening. It was unclear who was responsible for either attack.<sup>107</sup>

## U.S. RECONSTRUCTION FUNDING FOR SECURITY

As of September 30, 2017, the U.S. Congress had appropriated more than \$73.5 billion to support the ANDSF. This accounts for 61% of all U.S. reconstruction funding for Afghanistan since FY 2002.<sup>108</sup>

In 2005, Congress established the Afghan Security Forces Fund (ASFF) to build, equip, train, and sustain the ANDSF, which includes all security forces under the Ministry of Defense (MOD) and Ministry of Interior (MOI). Additionally, ASFF supports the ALP, which falls under the authority of the MOI although it is not considered part of the ANDSF. 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. According to DOD, the majority of ASFF funds are executed using DOD contracts to equip and sustain the ANDSF. The rest are transferred to Da Afghanistan Bank, Afghanistan’s central bank, to pay salaries of Afghan army and personnel costs for ALP to support a limited number of Afghan contracts approved by CSTC-A. The Ministry of Finance then sends treasury checks to fund the MOD and MOI based on submitted funding requests.<sup>109</sup> Of the \$68.3 billion appropriated for the ASFF, \$65.5 billion had been obligated and \$63.5 billion disbursed as of September 30, 2017.<sup>110</sup>

In a hearing on the Administration’s South Asia strategy on October 3 before the House Armed Services Committee, General Joseph Dunford Jr., Chairman of the Joint Chiefs of Staff, said CSTC-A administers roughly 75% of the U.S. funds obligated for Afghan security. He added that the remaining 25% that the Afghan government administers is subjected to “rigorous conditionality to make sure that [the United States] has transparency” over how the funds are used.<sup>111</sup>

“My military assessment is that we drew down our advisory effort and combat support for the Afghan forces too far and too fast. As a result, the Taliban expanded territorial and population control and inflicted significant casualties on the Afghan army and police, while the campaign lost momentum.”

—General Joseph F. Dunford Jr.,  
Chairman of the  
Joint Chiefs of Staff

Source: General Joseph F. Dunford Jr., Chairman of the Joint Chiefs of Staff, Statement Before the House Committee on Armed Services, “U.S. Defense Strategy in South Asia,” 10/3/2017.

## AFGHAN GOVERNMENT CONTROL DECLINES

The Afghan government’s district and population control deteriorated to its lowest level since SIGAR began analyzing district-control data in December 2015 and population-control data in September 2016.<sup>112</sup>

According to USFOR-A, approximately 56.8% of the country’s 407 districts are under Afghan government control or influence as of August 24, 2017, a one-point decline over the last six months and a more than six-point decline from the same period last year.<sup>113</sup> As reflected in Table 3.5, of the 407 districts of Afghanistan’s 34 provinces, 231 districts were under government control (74 districts) or influence (157 districts).<sup>114</sup> For more information on how USFOR-A assesses control, please see SIGAR’s April 2016 *Quarterly Report to the United States Congress*.<sup>115</sup>

TABLE 3.5

DISTRICT, POPULATION, AND AREA CONTROL WITHIN AFGHANISTAN'S 34 PROVINCES, AS OF AUGUST 28, 2017						
Control Status	Districts		Population		Area	
	Number	%	In millions	%	Sq Km	%
<b>GIROA</b>						
Control	74	18.2%	11.1	34.2%	104,000	16.2%
Influence	157	38.6	9.6	29.5	273,000	42.5
<b>CONTESTED</b>	122	30.0	8.1	24.9	138,000	21.5
<b>INSURGENT</b>						
Control	13	3.2	0.7	2.2	41,000	6.4
Influence	41	10.1	3.0	9.2	87,000	13.5
<b>Total</b>	<b>407</b>	<b>100%</b>	<b>32.5</b>	<b>100%</b>	<b>644,000</b>	<b>100%</b>

Note: GIROA = Government of the Islamic Republic of Afghanistan, sq km = square kilometers.

Source: USFOR-A, response to SIGAR data call, 8/24/2017.

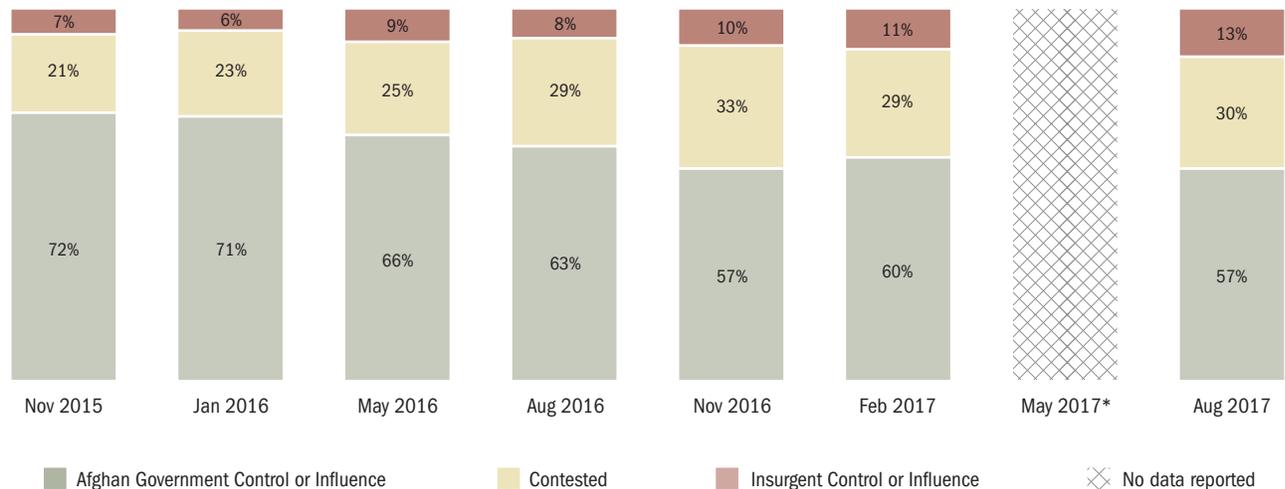
As of August 2017, there were 54 districts under insurgent control (13) or influence (41), an increase of nine districts over the last six months. Therefore, 13.3% of the country’s total districts are now under insurgent control or influence, a more than a two percentage-point increase over the last six months, and a five-point increase from the same period in 2016.<sup>116</sup> A historical record of district control is shown in Figure 3.27.

The number of contested districts (122) remained mostly unchanged and represents 30% of Afghanistan’s districts. It was not clear whether these districts are at risk or if neither the insurgency nor the Afghan government exercises any significant control over these areas, as USFOR-A previously described.<sup>117</sup>

USFOR-A reported this quarter that 3.7 million Afghans (11.4% of the population) live in districts under insurgent control or influence. This is a 700,000-person increase over the last six months. As reflected in Table 3.5, of the 32.5 million people living in Afghanistan, USFOR-A determined that

FIGURE 3.27

## HISTORICAL DISTRICT CONTROL OF AFGHANISTAN'S 407 DISTRICTS, AS OF AUGUST 28, 2017



Note: \* There is no district control data for May 2017. Per USFOR-A vetting, the USFOR-A-provided data published last quarter was inaccurate and will be updated next quarter.  
 Source: USFOR-A, response to SIGAR data call, 11/27/2015, 1/29/2016, 5/28/2016, 8/28/2016, 11/15/2016, 2/20/2017, 5/15/2017, and 8/28/2017; USFOR-A, response to SIGAR vetting, 10/16/2017.

the majority, 20.7 million (63.7%), still live in areas controlled or influenced by the government, while another 8.1 million people (24.9%) live in areas that are contested.<sup>118</sup>

USFOR-A identified the provinces with the largest percentage of insurgent-controlled or -influenced districts as Uruzgan Province, with five of its six districts under insurgent control or influence, Kunduz Province (five of seven districts), and Helmand Province (nine of 14 districts).<sup>119</sup> Therefore, the region with the most districts under insurgent control or influence is centered on northeastern Helmand Province and Uruzgan Province, and includes the Helmand/Kandahar border area and northwestern Zabul. USFOR-A also noted that the provincial centers of all of Afghanistan’s provinces are under Afghan government control or influence.<sup>120</sup>

In his testimony before the House Armed Services Committee in October, Joint Chiefs Chairman Joseph Dunford concluded that lack of Coalition advisors at the lower levels of the Afghan combat forces as well as reduced Coalition aviation and intelligence support to the ANDSF were the primary causes for the insurgency’s recent successes and Afghan forces’ failures. However, he noted that the Administration’s new strategy for the war seeks to reverse these shortfalls to enable the ANDSF to conduct more offensive operations, better defend critical terrain, and reduce Afghan casualties.<sup>121</sup> USFOR-A reported this quarter that improvements in the ANDSF’s fighting

capabilities, a key component of President Ghani's ANDSF Road Map, intend to reverse the negative trends in district and population control.<sup>122</sup>

The Afghan government began implementing its ANDSF Road Map earlier this year, the main goal of which is to expand the Afghan government's control over population centers, eventually to include 80% of the population. The initiative is an overhaul of significant elements of Afghanistan's security sector and seeks to improve leadership development, double the size and combat power of the Afghan Special Security Forces (ASSF), bolster the capabilities of the AAF, improve resource management, create a unity of command and effort, reduce corruption, and shift the ANP away from combat operations to civilian policing.<sup>123</sup> For more information, see SIGAR's July 2017 *Quarterly Report to the United States Congress*.<sup>124</sup>

## U.S. FORCES IN AFGHANISTAN

Before determining new U.S. troop levels for Afghanistan, the Pentagon acknowledged this quarter that there were more than 11,000 personnel already on the ground, about 3,000 more than the 8,400 figure previously reported. This figure was confirmed by USFOR-A, as of September 10, 2017. It does not include the 15,000 U.S. civilian contractors in Afghanistan, which would bring the current total of U.S. personnel to roughly 26,000.<sup>125</sup> That number is expected to rise as part of the President's new strategy for Afghanistan.

Secretary of Defense James Mattis signed new deployment orders on August 31 for over 3,000 more troops, which will bring the total to 14,000–15,000 personnel, not including civilians and contractors, as part of 30,000 total U.S. personnel in country. The force increase will primarily provide additional advisors and supporting personnel to advise down to the battalion level of the ANA's conventional forces, increase training for training for the ASSF, and allow for increased U.S. air and artillery strikes in support of Afghan forces.<sup>126</sup>

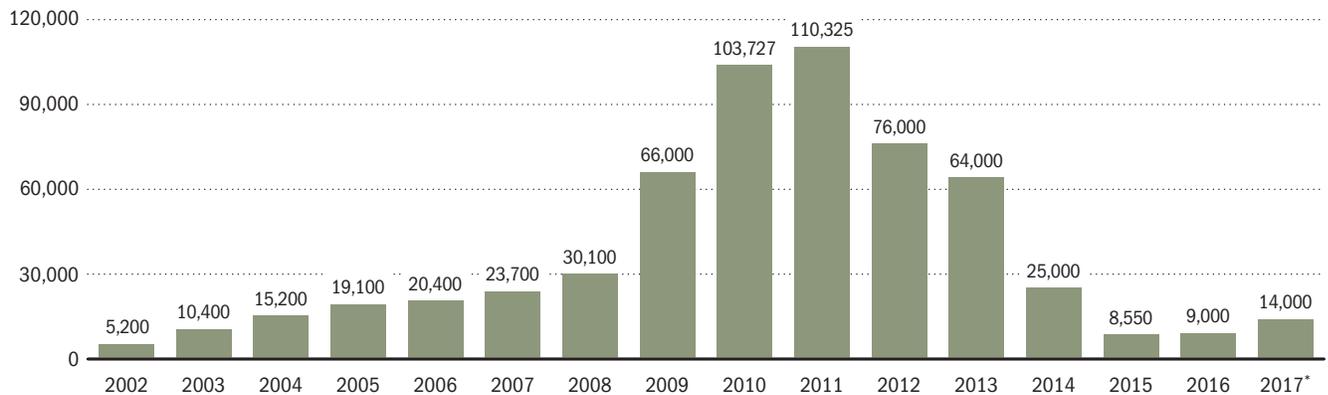
Of the 11,000 U.S. military personnel currently serving in Afghanistan as part of Operation Freedom's Sentinel (OFS), approximately 5,000 are assigned to the NATO Resolute Support (RS) mission to train, advise, and assist Afghan security forces.<sup>127</sup> The RS mission also includes roughly 7,000 military personnel from 39 NATO allies and non-NATO partner nations, about 500 more than the number reported last quarter. The remaining U.S. military personnel in Afghanistan support the OFS mission through air operations, training the ASSF, and conducting counterterrorism operations.<sup>128</sup>

For a historical record of U.S. troop levels in Afghanistan since 2002, please see Figure 3.28.

As the U.S. troop commitment increases, American combat casualties are also rising. From January 1 through August 23, 2017, 10 U.S. military personnel were killed in Afghanistan, and 48 were wounded. This is an

FIGURE 3.28

## U.S. TROOP LEVELS IN AFGHANISTAN, 2002-2017



Note: \* Projected, based on Defense Secretary James Mattis's testimony to Congress on 10/3/2017.

Source: CRS, *Troop Levels in the Afghan and Iraq Wars, FY2002-FY2012*, 7/2/2009; DOD, *Report on Progress toward Security and Stability in Afghanistan*, 10/2009, p. 18; SIGAR, *Quarterly Report to the United States Congress*, 10/30/2010, p. 73; 7/30/2011, p. 71; 10/30/2012, p. 95; 10/30/2013, p. 87; 10/30/2014, p. 91; 10/30/2015, p. 92; OSD, response to SIGAR data call, 6/30/2016 and 12/27/2016; USFOR-A, response to SIGAR data call, 9/10/2017; General James Mattis, U.S. Marine Corps, U.S. Secretary of Defense, Statement Before the House Committee on Armed Services, "U.S. Defense Strategy in South Asia," 10/3/2017.

increase of seven personnel killed in action, and 22 wounded in action since last quarter, and double the personnel killed in action when compared to the same periods in 2015 and 2016. USFOR-A also reported that one civilian contractor was wounded in action since last quarter.<sup>129</sup>

Changes to the U.S. contribution to RS's advising mission is a key element of the Administration's new strategy for Afghanistan. The number of U.S. military personnel assigned to advisory roles is set to increase. Most of 3,000 troops being sent as reinforcements will be conventional (U.S. Army and Marine Corps) personnel who can fill advisory roles in which Special Operations Forces (SOF) personnel have been placed, partly to enable the expansion of the ANDSF advisory effort but also to make SOF available for missions better suited to their capabilities. This is in line with both Chairman Dunford and General Nicholson's conclusion that the U.S. counterterrorism mission is adequately manned, but that its advisory mission is not. Chairman Dunford emphasized that the incoming advisors will be "the most mature, most competent, most experienced individuals we have."<sup>130</sup>

Another aspect of the new strategy includes expanded authorities regarding U.S. advisors and the rules of engagement. DOD previously only had the authority to deploy advisors to the corps level, equivalent to the general officer level, which is not actually engaged in the fight every day. Chairman Dunford describes the shift to the battalion and brigade level as "two levels down below, [which] is where the decisive action is taking place, and [where] we didn't have any advisors." This will provide what is



**U.S. 3rd Infantry Division soldiers** board a plane to deploy to Afghanistan on a nine-month mission supporting Operation Freedom's Sentinel. (U.S. Army photo by Staff Sgt. Candace Mundt)

called “persistent embedded” advisors—those who live, eat, and fight alongside the ANDSF forces they are supporting—a model that has proven very successful in U.S. advising of the Afghan special forces.<sup>131</sup> Rules of engagement will also expand in the “assist” element of the advisory mission as well as in the U.S. counterterrorism mission. During the previous administration, American forces could only engage enemy forces if they were in close proximity, or “basically ... in contact with that enemy,” according to Secretary Mattis. Now, wherever any individual or group is found that presents a threat to the U.S., Coalition, or Afghan forces or the mission, that enemy can be targeted.<sup>132</sup>

## Insider Attacks

Since responsibility for security transitioned to the Afghans in January 2015, “green-on-green” insider attacks when ANDSF personnel are attacked from within their own ranks, often by an insurgent infiltrator, have become a severe problem for the ANDSF.<sup>133</sup> This quarter, there was a sharp increase in insider attacks targeting both U.S. and ANDSF personnel. According to USFOR-A, from January 1 to August 15, 2017, there have been 54 reported insider attacks: 48 green-on-green and six “green-on-blue” attacks, when ANDSF personnel turned against their Coalition counterparts. This is an increase of 22 green-on-green and four green-on-blue attacks from last quarter.<sup>134</sup> Insider attacks this year are trending to exceed the 60 recorded for 2016—56 green-on-green and four green-on-blue.<sup>135</sup>

Unlike other ANDSF casualty figures this quarter, USFOR-A did not classify ANDSF casualties as a result of insider attacks. The ANDSF experienced a decrease in casualties from insider attacks since last year. This quarter, 97 ANDSF personnel were killed and 50 wounded from insider attacks, a decrease of 23 personnel killed and 20 wounded compared to the same period last year.<sup>136</sup>

However, American casualties from insider attacks have increased. As of August 15, three U.S. military personnel were killed and 10 wounded in five of the six green-on-blue attacks that occurred in 2017.<sup>137</sup> Secretary Mattis described green-on-blue attacks as “probably one of the most difficult aspects of this war” as they pose a great challenge to U.S. forces’ sense of commitment to the mission. He said the Afghan government is providing “very strong support” to ensure that insider threats do not erode American and Coalition willingness to continue their support.<sup>138</sup>

According to USFOR-A, RS has taken several steps this quarter to help the ANDSF develop capabilities to counter insider threats. As part of a wider effort to improve accountability within the security institutions, RS worked with the Afghan government to include security commitments in the Kabul Compact, which outlines tangible reforms for governance, the economy, peace and reconciliation, and security. The security aspects of the compact include improving screening and vetting for security forces, improving security in Kabul, and developing force-protection policies, all of which hope to curb insider attacks. As part of this effort, the Ministry of Defense (MOD) formulated its force-protection and insider-threat policy on September 8, 2017; the MOI is currently developing its own policy.<sup>139</sup> For more information about the compact, see pages 150–151.

USFOR-A also reported that both MOD and MOI have launched independent insider attack commissions, separate from the usual chain of command and from one another, which are free to come to different conclusions regarding attacks. These commissions are supported by RS, and they have requested RS aid in initiating force-protection seminars. RS has continued to liaise with and advise senior ANA counterintelligence (CI) officials in order to help MOD develop adequate CI infrastructure and policies. To that end, RS created a Coalition insider-threat advisor position, which works under the Coalition’s intelligence advisory (see the following section for more information). This advisor is the lead for training and advising missions to identify and expel ANDSF personnel who pose a potential threat to Coalition or Afghan security forces.<sup>140</sup>

To counter green-on-blue attacks, RS also has several internal measures in place. RS has implemented standard operating procedures to cover force protection and insider-threat and -attack mitigation. These efforts include mandatory “guardian angel” security-force training for all deploying U.S. forces as well as in-country training for RS personnel. RS also created leadership teams to address insider attacks: the Joint Casualty Assessment

Team investigates all insider attacks, while the Force Protection General Officer Steering Committee provides guidance for its Force Protection Working Group to implement. Finally, RS tracks all threats to Coalition forces and has implemented target-avoidance measures through tactics, techniques, and procedures and the removal of threats from Afghan security institutions.<sup>141</sup>

Additional information on insider attacks will be reported in the classified annex to this report.

## Updates on Developing Essential Functions of ANDSF, MOD, and MOI

Key areas of the RS mission are organized under eight Essential Functions (EF) intended to develop its Afghan counterparts. The highlights of each function reported to SIGAR this quarter include:

- **EF-1 (Multi-Year Budgeting and Execution):** EF-1 produced a potential annual savings of \$50 million by convincing 16 Law and Order Trust Fund Afghanistan (LOTFA) donor nations to use the Personal Asset Inventory (PAI),<sup>142</sup> a process that verifies whether personnel on the payroll are actually assigned to units and present for duty, as the basis for providing MOI payroll funds rather than funding the authorized number of personnel. LOTFA donors have notionally accepted the standardization of pay initiatives with MOD, which would allow for MOI's first pay raise in eight years. Under a July 2017 memorandum, the ALP will be funded through the end of FY 2017, and CTSC-A has budgeted for ALP salaries and operational costs for FY 2018. Additionally, the Ministry of Finance and the Afghan Revenue Department agreed to stop unlawful taxation on 31 large companies working for the U.S. and NATO in Afghanistan.<sup>143</sup>
- **EF-2 (Transparency, Accountability, and Oversight):** EF-2 assisted the MOD in developing its Ministerial Internal Control Program (MICP), an oversight mechanism to minimize fraud and ensure efficiency, which is being implemented at the ministry, ANA-corps and ANP-zone levels. FY 2017 is the first year in which MICP Statements of Assurance (SOA), outlining risk areas MOD leadership is addressing, have been submitted to MOD as required. The SOAs will inform the FY 2018 Annual Inspection Plan (AIP), which outlines all planned inspections for the year across the ministries and is the primary tool through which Inspector Generals (IGs) prevent and detect fraud and abuse in the ministries' programs and operations. For the MOI, EF-2 reported that MOI IGs successfully trained one police zone on the MICP; three more zones are scheduled to complete training by the end of September. EF-2 advisors assisted MOI IG with developing focus areas as part of the ANDSF Road Map. MOI has also reportedly achieved an efficient asset-collection process in coordination with the High Office of Oversight

and Anti-Corruption, having collected approximately 95% of asset declarations from current and new personnel. The MOI's zone IGs are mostly in place, with positions in only one zone, Helmand, entirely unfilled. Of the 126 MOD and MOI IG positions throughout the country, roughly 50% are filled with trained IGs. USFOR-A noted that another 43 IGs recently completed their training course. As previously reported, some zone commanders continue to infringe upon the independence of the Zone IGs.<sup>144</sup>

- **EF-3 (Civilian Governance of Afghan Security Institutions):** The Major Crimes Task Force (MCTF), an elite MOI unit focused on corruption, organized crime, kidnapping, and other serious crimes, initiated over 40 corruption cases this quarter. The Anti-Corruption Justice Center (ACJC) tried seven major cases in three weeks between July and August 2017, bringing its total to 21 primary court trials since its inception in October 2016. Former ANA 215th Corps Commander Lieutenant General Moeen Faqir and oil company CEO Abdul Ghafar Dawi were convicted this quarter. Additionally, the ACJC moved from Camp Falcon to permanent facilities at Camp Heath. With the arrival of

### **MOD's Investigation into the Attack on Camp Shaheen**

This quarter, CSTC-A reported the outcome of MOD's investigation into the high-casualty attack that occurred at the ANA's 209th Corps' Camp Shaheen on April 21, 2017. A delegation of senior MOD Inspection Directorate officials investigating the incident made a site visit on April 23, 2017. They inspected all towers, sentries, and other locations relevant to the attack.<sup>145</sup> The investigation determined that it was not an insider attack, as had been widely reported. Though Taliban attackers impersonated ANA personnel, there was no evidence that active 209th Corps personnel cooperated with the attackers. However, several 209th Corps personnel involved in the response to the attack were placed under observation by Afghan authorities.<sup>146</sup>

The MOD report points to a great deal of planning by the attacking insurgents given the highly sophisticated tactics used. The insurgents assumed specific identities of ANA personnel by utilizing stolen ANA uniforms, ID cards, weapons, and vehicles that the investigators traced back to battlefield losses during clashes in the Kohistanat District of Sar-e Pul Province in 2015.<sup>147</sup> The attack was possible in part because the insurgents impersonating ANA soldiers claimed, when driving an ANA vehicle through the compounds' sentries, that they were carrying a gravely wounded ANA soldier. This enabled them to advance past two checkpoints. At the third checkpoint, an interior location where personnel turn in weapons, the insurgents began firing.<sup>148</sup> The final casualty toll for the attack included 138 corps personnel killed and 60 wounded. A key

reason for the high number of casualties was the surprise element of the attack: in addition to killing sentry guards, insurgents massacred a congregation of corps personnel as they were exiting the camp's mosque after prayers.<sup>149</sup>

The investigation also found that responsibility for the failure to prevent the attack lay directly in the "negligence" and "carelessness" of 209th Corps leaders who did little to ensure that pre-determined security measures were in place and operational. These include: insufficient record keeping and manning of observation towers, inactive radio communications in most observation towers, lack of armor and technical and tactical skill of tower watchmen, unexplained absence of 209th Corps personnel from assigned posts, and generally low combat-alert level of 209th Corps personnel due to deficiencies in their training and procedural and command-order awareness. Additionally, the investigators identified two other issues problematic for securing Camp Shaheen: there were no security cameras in the compound and there were many adjacent lots of vacant land, on which enemies could stage attacks.<sup>150</sup>

In vetting comments, USFOR-A noted that immediately following the attack, the 209th Corps commander and several other senior leaders were removed from their posts and "replaced by new, younger, and more effective leaders." Additionally, in June, 34 former corps personnel were convicted of negligence in a military court and sentenced to prison terms ranging from one to three years.<sup>151</sup>



**A senior U.S. advisor** congratulates an Afghan Border Police officer on his promotion to brigadier general. (U.S. Army photo by Sgt. First Class Randall Pike)

an additional MOI legal advisor this quarter, EF-3 is beginning to expand beyond its focus on Gross Violations of Human Rights (GVHR) to also provide legal advising on countercorruption at MOI. Four additional law-enforcement advisors have also been added, two each for MOD and MOI. No new GVHR incidents committed by MOD or MOI personnel were reported this quarter. As of late August, four closure letters were being prepared, reducing the number of open GVHR cases from 26 to 22.<sup>152</sup>

- **EF-4 (Force Generation):** EF-4 reported on improvements in ANA kandak (battalion) commanders' attendance of Pre-Command Course (PCC) training, which increased 40%, from 20 students in the first quarter to 28 in the second quarter. The PCC is intended to establish standards for operational and tactical level leadership. RS, in partnership with the ANA, has developed a functioning career path for officers and NCOs that will increase merit-based promotion and provide opportunities for professional military education. The Command and Staff Academy is expanding the role of air-to-ground integration in planning exercises for senior leadership in order to increase the effectiveness of aircraft in combined-arms operations. As of August 31, 2017, EF-4 reported that 3.7% of ANP personnel were untrained, up from 2.4% in April 2017.<sup>153</sup>
- **EF-5 (Sustainment):** The Afghan MOD and MOI provided CSTC-A with fuel orders in accordance with agreed timelines allowing CSTC-A to provide the information to the U.S. contractor in a timely manner. Four new ASFF-funded DOD contracts are in place, reducing the

opportunities for corruption compared to using Afghan government contracts. Separate DOD fuel contracts are in place to support MOD, MOI, and the AAF. The fourth contract provides independent quality assurance to validate the quality of fuel being provided by the other three contractors. EF-5 reported that President Ghani's directive to transfer the Afghan Border Police (ABP) and Afghan National Civil Order Police (ANCOP) to the MOD will commence on October 31, 2017, and be completed by January 1, 2018. They also noted that there is currently a void in senior leadership for logistics and maintenance: the MOD deputy minister for support was promoted this quarter and not yet replaced. Additionally, USFOR-A noted that every ANA corps has had at least three visits by expeditionary sustainment advisory teams (eSAT), which assess logistics capabilities. The eSAT program will conduct these assessments continuously in the future.<sup>154</sup>

- **EF-6 (Strategy and Policy, Planning, Resourcing, and Execution):** Most ANDSF efforts during the past three months were dedicated to executing Operation Khalid, the 2017 operational plan. As reported last quarter, the ANDSF demonstrated moderate improvement and increased independence in their planning processes, with RS reporting mixed and inconsistent training results between the corps and zones.<sup>155</sup>
- **EF-7 (Intelligence):** In the third quarter of 2017, the ANA's ScanEagle unmanned aerial system became operational with the 215th Corps in Helmand and the 209th Corps in Kunduz. The 215th's ScanEagle detachment enabled six successful strikes by A-29 and MD-530 aircraft in a 45-day period between July and August. Training and site surveys are under way to expand ScanEagle capability, with the next cadre of 20 students from the 201st Corps due to graduate at the end of November 2017. A new, Afghan-developed display portal for intelligence, surveillance, and reconnaissance information has been implemented at ANDSF operations centers to enable leaders to view live feeds from Afghan ScanEagle and Aerostat systems. The MOI has developed a new Counter Threat Finance (CTF) Section, part of the Network Targeting and Exploitation Center, to better analyze the nexus between crime, corruption, and the insurgency. The CTF achieved initial operating capability on September 21, 2017.<sup>156</sup>
- **EF-8 (Strategic Communications):** EF-8 reported that the Afghan government has significantly increased its use of the Government Media and Information Center (GMIC) compared to earlier in the year. The GMIC is used primarily to distribute key events and other important information about the ANDSF to the public. However, the GMIC relies heavily on advisors to be effective due to difficulties in hiring qualified local employees.<sup>157</sup>
- **Gender Office:** The Gender Occupational Opportunity Development (GOOD) program, a literacy, English, computer-skills, and

office-administration training program for women, began in May 2017 and has expanded to include a class of 41 women at MOD headquarters and 40 women at the ANA Sewing Factory at Camp Scorpion. There are currently 191 ANA women working towards bachelor's degrees in law and political science, business administration, or computer science as part of the program. The RS Gender Officer reported this quarter that Police Family Response Units are adding more female police to existing units to improve their ability to deal with domestic and sexual-abuse cases.<sup>158</sup>

## AFGHAN SECURITY MINISTRIES AND THE ANDSF

### U.S. and Afghan Governments Initiate Kabul Compact

This quarter, the U.S. and Afghan governments announced the launch of the Kabul Compact, an Afghan-led initiative designed to demonstrate the government's commitment to reforms. The Kabul Compact process consists of four U.S.- and Afghan-chaired working groups covering governance, economic, peace and reconciliation, and security issues.<sup>159</sup> For more information about the compact, see pages 150–151 of this report.

In his October 3 testimony to the House Armed Services Committee, Defense Secretary James Mattis said the compact is intended to quantify the degree to which the U.S. and Afghan government are making progress on their shared goals of combatting corruption and accelerating institutional reform in the security sector.<sup>160</sup>

The security portion of the compact outlines the 257 benchmarks across 37 action areas as commitments to which the Afghan government has agreed for improving the ANDSF. Most of these commitments apply to either the entire ANDSF, or both the MOD and MOI or their main components (ANA and ANP).<sup>161</sup> Together they lay out a comprehensive U.S.-Afghan plan to reform and upgrade the capabilities of ANDSF over the next few years.

The first action item is the one “critical” security item slated for immediate implementation: the ANDSF's eradication of insider threats to Coalition and Afghan forces and increased protection of the Kabul “green zone.”<sup>162</sup>

Other action items concern the growth and capability improvements of different components within the ANDSF. One details the projected growth of the ASSF, with the main aim being to increase the ANDSF's offensive fighting capability by expanding ANA Special Operations Command capabilities and by developing the special police capacity within General Command Police Special Units (GCPSU). The desired goal is to develop “a maneuverable, cohesive and coordinated ASSF [that can] support the ANDSF to defeat and disrupt threat groups and contribute to security reform efforts.”<sup>163</sup>

The compact outlines a large expansion and several improvements for the ANDSF's intelligence capabilities. By creating a national intelligence



**Afghan National Police and Afghan National Army leaders** celebrate successful joint operations in Ghazni Province. (U.S. Army photo)

system and defining intelligence-sharing procedures between MOD, MOI, and NDS, Afghan security institutions and the ANDSF intend to gain the ability to plan and execute special, conventional, and police operations using Afghan-derived intelligence to deter current and future threats.<sup>164</sup>

Over the next couple of years, the Afghan government has committed to developing a National Joint Command and complementary Regional Joint Commands as part of the compact. The establishment of these commands will increase the ANDSF's unity of command and effort while achieving better coordinated security operations with clear lines of responsibility and authority. This will develop an ANDSF command-and-control structure capable of directing security operations and promoting rule-of-law activities at every level.<sup>165</sup>

In another effort to improve force unity, the compact seeks to implement a Unified Training System and a Unified Training Command in order to support leadership and ministry development. A unified training system and command enable is expected to establish well-coordinated and efficiently structured professional training and education options in combination with human resources management from recruitment until retirement. The system and command will also include a centrally-managed, merit-based process for leader selection, promotions, assignments, and for selecting individuals to attend professional training and educational programs.<sup>166</sup> Secretary Mattis recently remarked that these processes will go a long way toward addressing the “strategic vulnerability” presented by corruption in ANDSF personnel practices.<sup>167</sup>

As mentioned, the transfer of the Afghan Border Police (ABP) and the Afghan National Civil Order Police (ANCOP) from MOI to MOD is also an

action item that is expected to commence in October 2017 and finish by January 2018. The stated goal of the transfer is to improve unity of command by combining ANA and ANP combat forces under one command structure. The transfer also aims to reduce corruption and ministerial complexity within the MOI, enabling it to focus on civil policing and promotion of the rule of law.<sup>168</sup>

Strategic communications is another focus area. The compact includes the creation of an integrated ANDSF communications strategy that ensures both internal and external audiences remain informed of and confident in the ongoing efforts to increase the capability of ANDSF to provide security for the Afghan people.<sup>169</sup>

The compact also details efforts to build ANDSF counter-corruption capabilities by creating policies and procedures to prevent corruption and properly conduct corruption investigations free of undue political influence. It is hoped that this will significantly reduce ANDSF corruption and patronage networks and foster an improved perception of governance amongst the population. Boosting personnel transparency is part of this effort. The compact stipulates that the ANDSF work toward achieving fully automated personnel management systems of record (AHRIMS, APPS, etc.) down to the kandak level to ensure sufficiently accurate and complete personnel records.<sup>170</sup>

The MOD was assigned several action areas in the compact that are only relevant for their institutions and combat elements. The first is that the ANA will be responsible for the development and deployment of a new Territorial Army (TA), which will serve as a force that will “hold” territory against enemy recapture of lands seized and cleared by the ANA and ASSF. It will serve under ANA command, with one branch established in southern



**Afghan Border Police** personnel participate in a training exercise in July. (RS photo by Cpl. Fletcher King)

Nangarhar Province and another branch covering Khowst, Paktika, and Paktiya Provinces. The goal for the TA is to reach a total strength of 6,000 personnel and to be fully operational by February 2018 and April 2018 for the Nangarhar and Khowst branches respectively.<sup>171</sup>

The AAF is also a focal point of the Kabul Compact, which calls for improved Afghan close-air-support and airlift capabilities through bolstering and reorganizing AAF. This is intended to create a more professional, credible, and sustainable AAF that is capable of supporting ANDSF joint operations, especially with the ASSF. With increased focus on the AAF, the compact outlines another action item for an effective training system for the ANA in air-to-ground integration. With proper training, the ANA should be able to sustain, without Coalition support, a sufficient number and quality of ANA tactical air coordinator personnel to meet the ANA's operational requirements.<sup>172</sup>

The compact includes specific guidance for overall ANA readiness, as well as personnel, equipment, and training readiness benchmarks and reporting requirements that are to be implemented and achieved from December 2017 through December 2020. The ultimate aims are to improve the accuracy of ANA readiness reporting and, eventually, the force's performance in personnel and equipment sustainment, and training proficiency.<sup>173</sup>

Finally, there are several other “aspirational” action areas for implementation across ANDSF elements on issues such as budget formulation, payroll execution, health and medical standards, cybersecurity implementation, and supply-chain management. These are included in the compact but do not have established milestone commitments. The compact notes that these aspirational areas will be further discussed and refined by the Compact Committee “as larger conditions within the government of Afghanistan develop and resource availability become clearer.”<sup>174</sup>

## Cybersecurity for MOD and MOI

For the first time this quarter, SIGAR requested information from CSTC-A about its training and advising efforts toward developing a sustainable cybersecurity infrastructure for MOD and MOI's computer networks.

According to CSTC-A, Coalition advisors have advocated that the Afghan security ministries implement a uniform application of cybersecurity policies and processes. They attend weekly MOD and MOI working groups that include IT providers supporting each respective ministry. Although both ministries' networks are centrally managed, the implementation of a “train the trainer” approach targeting network end-users complements the decentralization of services outside Kabul and allows the ANA and ANP to provide in-person training in remote locations.<sup>175</sup>

Advisors are currently focused on developing secure standards for network configuration and implementing a compliance checklist through use of a risk-management framework. Other focus areas include creating an

incident-response unit with procedures focused on cyberthreat detection, containment, and incident resolution. CSTC-A indicated that MOD and MOI IT officials are competent but still need technical and nontechnical guidance on all cybersecurity matters, including incident management.<sup>176</sup>

As with other technical capabilities, CSTC-A notes that there is a significant difference in maturity between the MOD and MOI cybersecurity posture. While MOD is much more advanced in implementing policies and processes, both ministries continue to struggle to improve user and senior-leader understanding and acceptance of the need for cybersecurity measures. CSTC-A advisors are also continuing to work with their Afghan counterparts to gain authorization for civilian cybersecurity positions to advance related sustainment goals.<sup>177</sup>

CSTC-A reported that cybersecurity sustainment initiatives include efforts to build course curricula at the Unified ANDSF School that are specifically focused on IT governance and cybersecurity. Additionally, discussions recently took place with the President Ghani's chief IT advisor to finalize and formally adopt the Afghanistan National Cyber Security Strategy. In the meantime, implementation has begun within the ministries where possible. The purpose of the strategy is twofold: first, execute the chief of security positions within the ministries, a step that would also require developing guidelines that convey the ministries' cybersecurity program; second, create a plan to develop a cybersecurity-focused workforce for the ministries that leverages Afghan university students. The goal would be to create a pipeline of potential applicants that could fulfill the ministries' cybersecurity personnel needs.<sup>178</sup>

The challenges that CSTC-A identified in implementing a secure and fully functional cybersecurity apparatus for the Afghan security ministries included the lack of a foundational technical security-requirements policy, which means there is no method of assessment for implementing security controls. CSTC-A said that there are currently no performance metrics or implementation guidance for assessing procedures. Although the Afghan National Cyber Security Strategy requires International Standards Organization security-management systems standards, which are applicable to all institutions' systems, they have not yet been implemented. The ministries' adherence to this security-management systems standard and the build up of a cybersecurity workforce are the key areas of focus for both security ministries.<sup>179</sup>

The United States has spent roughly \$6.7 million on the hardware and software necessary for MOD and MOI cybersecurity measures, according to CSTC-A. This includes about \$5 million for MOI and \$1.5 million for MOD, and \$240,000 for the U.S. program for MOD advising. CSTC-A said that the cost estimates may vary from the figures provided because some components, such as routers, have more than just a cybersecurity function.<sup>180</sup>

## ANDSF Strength Declines

This quarter, USFOR-A classified ANDSF authorized strength figures and exact assigned strength figures across each force element. As such, assigned strength figures reported here are approximations. The questions SIGAR asked about ANDSF strength can be found in Appendix E of this report. SIGAR will report on the authorized and assigned strength figures in its classified annex.

ANDSF assigned force strength declined this quarter. According to USFOR-A, as of August 28, 2017, ANDSF assigned strength was approximately 320,000, a roughly 9,000-person decrease from last quarter. This includes the AAF but does not include ANA or AAF civilians.<sup>181</sup> However, this strength figure reflects an increase of roughly 3,500 personnel from the same period last year.<sup>182</sup>

This quarter, there were about 4,450 civilian personnel in the ANDSF, about 4,200 in the ANA and 250 in the AAF. This is a roughly 1,300-person decrease in ANA civilians and a 150-person decrease in AAF civilians since last quarter.<sup>183</sup>

As reflected in Table 3.6 on the following page, both the ANA and the ANP saw a several-thousand-person decrease in force strength, negating the force growth seen earlier this year. Compared to last quarter, the ANA, including Afghan Air Force but not civilians, decreased by roughly 4,000 personnel and the ANP by roughly 5,000 personnel.<sup>184</sup> However, compared to this time last year, this quarter's strength is an approximately 2,700-person increase for the ANP and a roughly 750-person increase for the ANA.<sup>185</sup>

## ANDSF Casualties

USFOR-A classified ANDSF casualty data this quarter, which SIGAR has consistently reported since 2015. The questions SIGAR asked about ANDSF casualties can be found in Appendix E of this report. SIGAR will report on ANDSF casualties in the classified annex to this report.

## AHRIMS and APPS

The MOD and MOI, with RS assistance, are implementing and streamlining several systems to accurately manage, pay, and track their personnel—an effort that could greatly improve protection for the U.S. funds that pay most of the ANDSF's expenses.<sup>186</sup>

The Afghan Human Resource Information Management System (AHRIMS) contains data that includes the name, rank, education level, identification-card number, and current position of ANDSF personnel. AHRIMS also contains all the approved positions within the MOD and the MOI, along with information such as unit, location, and duty title. The Afghan Personnel Pay System (APPS) is under development; when implemented, it will integrate AHRIMS data with compensation and payroll data to process authorizations, record unit-level time and attendance data, and calculate

# SECURITY

TABLE 3.6

<b>ANDSF ASSIGNED FORCE STRENGTH WITH CIVILIANS, FEB 2014–AUG 2017</b>				
	<b>2/2014</b>	<b>5/2014</b>	<b>8/2014</b>	<b>11/2014<sup>b</sup></b>
ANA including AAF	184,839	177,489	171,601	169,203
ANP	153,269	152,123	153,317	156,439
<b>Total ANDSF</b>	<b>338,108</b>	<b>329,612</b>	<b>324,918</b>	<b>325,642</b>
	<b>2/2015</b>	<b>5/2015</b>	<b>7/2015<sup>a</sup></b>	<b>10/2015<sup>a</sup></b>
ANA including AAF	174,120	176,762	176,420	178,125
ANP	154,685	155,182	148,296	146,026
<b>Total ANDSF</b>	<b>328,805</b>	<b>331,944</b>	<b>324,716</b>	<b>324,151</b>
	<b>1/2016</b>	<b>4+5/2016<sup>c</sup></b>	<b>7/2016</b>	<b>11/2016</b>
ANA including AAF	179,511	171,428	176,058	174,950
ANP	146,304	148,167	148,480	147,635
<b>Total ANDSF<sup>d</sup></b>	<b>325,815</b>	<b>319,595</b>	<b>324,538</b>	<b>322,585</b>
	<b>1/2017</b>	<b>4/2017</b>	<b>8/2017<sup>e</sup></b>	
ANA including AAF	177,711	180,031	174,450	
ANP <sup>f</sup>	153,997	156,011	150,000	
<b>Total ANDSF<sup>f</sup></b>	<b>331,708</b>	<b>336,042</b>	<b>324,450</b>	

Note: ANA = Afghan National Army; AAF = Afghan Air Force; ANP = Afghan National Police; ANDSF = Afghan National Defense and Security Forces. ANA and AAF numbers include civilians except for the May 2016 numbers; available data for ANP do not indicate whether civilians are included. ANA, ANP, and Total ANDSF figures do not include “standby” personnel, generally reservists.

<sup>a</sup> 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.

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

<sup>c</sup> ANA data as of 5/20/2016; ANP data as of 4/19/2016.

<sup>e</sup> The exact force-strength figures for this quarter were classified. These are USFOR-A-provided approximations.

Source: CSTC-A, response to SIGAR data call, 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 vetting, 4/10/2015, 7/12/2015, 1/29/2016, 4/12/2016, 10/9/2016, and 10/11/2016; USFOR-A, response to SIGAR data call, 12/28/2014, 3/24/2015, 6/29/2015, 9/11/2015, 12/14/2015, 3/4/2016, 6/3/2016, 8/30/2016, 11/20/2016, 1/20/2017, 4/19/2017, 5/20/2017, and 8/28/2017; USFOR-A, response to SIGAR vetting, 10/16/2017.

payroll amounts.<sup>187</sup> APPS reached initial operational capability in July 2017 and is expected to be fully operational by May 2018.<sup>188</sup>

CSTC-A is overseeing the transition from AHRIMS to APPS to ensure interoperability. The process of verification of AHRIMS data also includes a personnel asset inventory (PAI) that physically accounts for ANA and ANP personnel so that they can be issued biometrically linked identification cards. APPS will generate payroll information and bank-account information for accounted-for personnel. According to CSTC-A, this structure will reduce the potential for nonexistent personnel to be entered into APPS, although it will not completely eliminate the risk of paying such “ghost” personnel. Routine checks will still be required to determine that personnel are properly

accounted for and are still actively serving in the ANDSF.<sup>189</sup> The biometric cards will also, once implemented, be used to access all human-resources information for personnel, including identity, pay, and APPS data, promotions, assignments, killed/wounded/absent-without-leave information, and other documents.<sup>190</sup>

As USFOR-A has reported previously, there are three ongoing efforts to ensure that accurate personnel data exist in AHRIMS to support the migration to APPS: (1) “slotting” or matching a person to an authorized position; (2) “data cleansing” or correcting and completing key personnel data; and (3) a Personnel Asset Inventory (PAI) to correct the employment status of personnel retired, separated, or killed in action.<sup>191</sup>

This quarter, USFOR-A reported that the MOD’s PAI is nearly finished, with an anticipated completion date of late November 2017: phase one, which included Kabul-area ANA and ANP units, has been completed; phase two, for the ANA’s 203rd and 215th Corps, has been completed; phase three, for the 201st and 207th Corps, has been recently completed; and only phase four, for the 205th and 209th Corps, remains incomplete. The last portion of the PAI will take place in October and November as PAI teams re-visit selected ANA units that had lower registration turnout in order to provide those personnel unable to reach a PAI center previously a last chance to enroll. According to USFOR-A, among the ANA units processed as of late August, 94% of personnel claimed to exist by MOD in monthly reports have been physically verified by biometric identification. This a six-point increase from the 88% reported last quarter.<sup>192</sup> However, the AHRIMS enrollments, which include 22 fields of personal information, remain error-prone, with only 55% completed without inaccuracies.<sup>193</sup>

The main phase of the MOI’s PAI process ended in late May. As with MOD, PAI teams are currently revisiting lower enrollment ANP and ALP units in order to collect last-chance enrollments. Among the units processed through August 2017, the AHRIMS enrollment rate is 72% for ANP, up two points since last quarter, and 55% for ALP.<sup>194</sup>

The MOD and MOI personnel records now completed in AHRIMS have been transferred to the APPS. According to USFOR-A, as of late August, 96% of MOD, 43% of ANP, and 66% of ALP personnel are slotted into authorized positions in the payroll system in APPS.<sup>195</sup> USFOR-A projected that PAIs and the transition to APPS for both the MOI and MOD would occur before the end of 2017.<sup>196</sup>

### “Unaccounted for” or “Ghost” Personnel

As a result of increased attention in early 2017 to the possible inclusion of many “ghost” or nonexistent personnel within the ANDSF rolls, U.S. officials confirmed that as of January 1, 2017, salaries will be paid only to MOD and MOI personnel who are correctly registered in AHRIMS.<sup>197</sup> USFOR-A has since described the situation involving ghost personnel and what

actions are being taken by the U.S. and Afghan officials to address the issue. Defense Secretary James Mattis said on October 3 that continuing to ensure that all Afghan forces are biometrically enrolled is one of the key ways U.S. forces will “make certain there are no more ghost soldiers.”<sup>198</sup>

As of late August 2017, USFOR-A estimated that 10,000 MOD personnel remain “unaccounted for” in AHRIMS, roughly 2,100 less than last quarter. While USFOR-A did not provide a corps-level distribution of unaccounted-for ANA personnel this quarter, they indicated that of the four corps that have completed the PAI process, the 201st Corps has the highest percentage of unaccounted-for personnel against their reported end strength. For MOI, approximately 41,000 ANP and 13,000 ALP personnel remain unaccounted for; and there is currently no police zone-level accounting of these personnel. USFOR-A noted that unaccounted-for personnel either have yet to be validated biometrically or simply do not exist.<sup>199</sup>

The U.S. government continues to disburse funds only to those ANDSF personnel it is confident are properly accounted for. USFOR-A reported approximately \$44.6 million in cost avoidance by not paying unaccounted-for and suspected ghost personnel from January to August 2017, up \$26.1 million from last quarter. The command advised that this amount will continue to change as the MOD and MOI increase the validation of the remaining soldiers and police through the ongoing PAI process.<sup>200</sup>

## Afghan Local Police

ALP members, known as “guardians,” are usually local citizens selected by village elders or local leaders to protect their communities against insurgent attack, guard facilities, and conduct local counterinsurgency missions.<sup>201</sup> While the ANP is paid via the UN Development Programme’s multilateral Law and Order Trust Fund for Afghanistan (LOTFA) which is funded by the international community, the ALP is paid with U.S. funds provided directly to the Afghan government.<sup>202</sup> Although the ALP is overseen by the MOI, it is not counted toward the ANDSF’s authorized end strength.<sup>203</sup>

As of August 19, 2017, the NATO Special Operations Component Command-Afghanistan (NSOCC-A) reported that according to the ALP Staff Directorate, the ALP has roughly 30,000 guardians, about 25,000 of whom are trained, 4,000 untrained, and 100 in training.<sup>204</sup> These figures indicate an increase of 75 ALP personnel overall, a 127-person decrease in trained personnel, and an increase of 308 untrained personnel since last quarter.<sup>205</sup> The MOI’s 1396 (2017) Bilateral Financial Commitment Letter obligates the MOI to have no more than 5% of the on-hand ALP force untrained, but currently 14% of the force is untrained, a slight increase from last quarter.<sup>206</sup>

This quarter, NSOCC-A reported continuing efforts to enroll ALP personnel in AHRIMS to transition ALP salary payments to an electronic funds-transfer (EFT) process and to inventory materiel. These processes are expected to help track and train ALP personnel.<sup>207</sup> As mentioned, PAI

teams are in the final stages of collecting AHRIMS enrollments from lower-enrolled ALP units. According to USFOR-A, among the units processed through August 2017, the AHRIMS enrollment rate was 55% for ALP, a 22-point decrease since last quarter.<sup>208</sup> Additionally, 66% of ALP personnel are slotted into authorized positions in the payroll system in APPS, down 13 points since last quarter.<sup>209</sup>

The current figures indicate that the ALP still has not reached its enrollment goals. The MOI's 1395 (2016) Bilateral Financial Commitment Letter laid out clear goals for completing ALP registration for biometric IDs (100% of the ALP), EFT salary payments (90% of the ALP), and slotting ALP personnel in AHRIMS (95% of ALP) by December 20, 2016.<sup>210</sup> The 1396 (2017) Commitment Letter calls for 100% of the ALP to be registered into AHRIMS, though it is unclear by what date. It also stipulates that guardians will receive their biometric IDs, be slotted into AHRIMS and APPS (when APPS is implemented), and enrolled in EFT during training.<sup>211</sup> NSOCC-A pointed to the difficulties in meeting the MOI Bilateral Financial Commitment Letter's goals for the ALP because its personnel are mostly located in very rural areas. According to NSOCC-A, some districts do not have the infrastructure needed to complete AHRIMS enrollment, and travelling to PAI locations to perform AHRIMS enrollment can be a life-threatening task for some ALP personnel.<sup>212</sup>

As with the ANA and ANP, CSTC-A will fund salaries only for ALP guardians who are actively slotted in AHRIMS. NSOCC-A reported a reduction in their estimated U.S. funding for the ALP from \$93 million annually in early 2017 to an estimated \$85–91 million for the rest of the fiscal year, depending on how many additional ALP are successfully enrolled in AHRIMS. NSOCC-A has previously noted that they suspect the reduction of funding will incentivize the MOI to account for those ALP not registered in AHRIMS in order to recoup lost U.S. funding.<sup>213</sup> NSOCC-A says that CSTC-A reviews validated personnel numbers every three months and provides updated funding based on validated AHRIMS personnel numbers.<sup>214</sup>

This quarter, NSOCC-A provided an update on the status of reforming the ALP. Several efforts are under way to assess ALP reform, including personnel and equipment reforms, addressing powerbrokers' sway over the ALP, and the establishment of ALP Zone shuras. ALP Zone shuras to assess the ALP reform process were projected to occur in September and October 2017. NSOCC-A noted that once the shuras are complete, additional reform assessment findings will be available. According to NSOCC-A, personnel reforms remained stagnated during the reporting period due to intense fighting in the majority of the districts where ALP personnel are located. Annual equipment inventories have been submitted by district with an 83% completion rate since the Afghan fiscal year began in late December 2016.<sup>215</sup>

The ALP's Coalition advisors submitted a report on the influence of powerbrokers in the ALP in September. The report found that the number

of ALP personnel under powerbroker influence increased from 124 guardians in March 2017 to 395 in August. This is considerably lower than the 1,395 reported to be under powerbroker influence in early 2016. USFOR-A noted that the increased reporting may indicate increased transparency and declining corruption. The main powerbrokers influencing ALP personnel continue to be parliamentarians, provincial councils, provincial governors, and district and provincial chiefs of police.<sup>216</sup>

## AFGHAN NATIONAL ARMY

As of September 30, 2017, the United States had obligated \$44.4 billion and disbursed \$43.3 billion of ASFF funds to build, train, equip, and sustain the ANA.<sup>217</sup>

### ANA Strength Declines

This quarter, USFOR-A classified ANA authorized strength figures as well as the exact figures for assigned strength. Assigned strength figures reported here are therefore approximations. The questions SIGAR asked on ANA strength figures can be found in Appendix E of this report. SIGAR will report on ANA authorized strength figures in its classified annex.

As of August 28, 2017, the overall assigned strength of the ANA, including the AAF but not including civilians, was roughly 170,000 personnel.<sup>218</sup> ANA strength (including the AAF but not civilians) decreased by more than 4,000 personnel since last quarter, reversing the positive trends in force strength earlier in 2017.<sup>219</sup> Despite this decline, ANA and AAF overall strength still saw a roughly 750-person increase from the same period last year. The ANA had about 77,000 enlisted personnel, 60,000 noncommissioned officers, and 33,000 officers. The largest increase in personnel since last quarter occurred in the officer ranks (about 150 more officers), and the biggest decrease among enlisted ranks (about 3,300 fewer soldiers).<sup>220</sup>

There were about 4,200 civilian personnel in the ANA and 250 in the AAF this quarter. This is a roughly 1,300-person decrease in ANA civilians and a 150-person decrease in AAF civilians since last quarter. This brings the total ANA strength with AAF and civilians to roughly 174,450, as shown in Table 3.6 on page 122.<sup>221</sup>

According to USFOR-A, possible ghost personnel are not subtracted from these strength figures because ghosts are estimated using the AHRIMS (personnel management) and APPS (payment) systems, both still undergoing improvements, while a different reporting system currently calculates manpower.<sup>222</sup> This quarter, there were approximately 10,000 unaccounted-for MOD personnel.<sup>223</sup> For more information on AHRIMS, APPS, and ghost personnel, please see pages 121–124.

## ANA Attrition

This quarter USFOR-A classified ANA attrition data. The questions SIGAR asked about ANA attrition can be found in Appendix E of this report. SIGAR will report on ANA attrition in the classified annex to this report.

## ANA Sustainment

As of September 30, 2017, the United States had obligated \$21.1 billion and disbursed \$20.4 billion of ASFF for ANA sustainment.<sup>224</sup>

CSTC-A reported the total amount expended for all payroll and nonpayroll sustainment requirements in Afghan FY 1396 (2017) was \$400.3 million through August 21, 2017, a \$52.4 million increase compared to the same period last year.<sup>225</sup> While the majority of sustainment funding goes toward ANA salaries and incentive payments, aside from these, the largest uses of sustainment funding were for equipment and supplies, mainly vehicle fuel, (\$22.6 million) and uniforms (\$3.4 million).<sup>226</sup>

## ANA Salaries and Incentives

Of the total amount spent on ANA sustainment in Afghan FY 1396 through August 21, 2017, \$145.4 million was spent on salaries and \$220.6 million on incentive pay for ANA officers, noncommissioned officers and soldiers, civilians, and contractors.<sup>227</sup> Funding for ANA salaries increased by \$24.5 million since this period last year, while incentive pay increased by about \$51.9 million.<sup>228</sup>

CSTC-A reported that the funding required for ANA base salaries, bonuses, and incentives for this year and the next three years will average \$610.2 million annually, a decrease from last quarter's estimate of \$627.1 million, but a considerable increase from last year's estimate of \$545.8 million annually through 2021.<sup>229</sup> DOD previously noted that the increase in cost was mainly due to the transfer of 40,000 ANP personnel to the ANA as part of the ANDSF Road Map plan to move certain paramilitary police elements (Afghan Border Police and Afghan National Civil Order Police) from MOI to MOD authority.<sup>230</sup> DOD also stated that forecasted salary and incentives figures are for planning purposes only and are not definitive indicators of future DOD support, which will depend on Afghan progress toward reconciliation, reducing corruption, security conditions, and other factors.<sup>231</sup>

## ANA Equipment and Transportation

As of September 30, 2017, the United States had obligated and disbursed \$13.3 billion of ASFF for ANA equipment and transportation, as shown in Figure 3.29 on the following page.<sup>232</sup>

FIGURE 3.29

## ANA EQUIPMENT AND TRANSPORTATION FUNDS OBLIGATED (\$ BILLIONS)



Source: DFAS, AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2017 (draft), 10/18/2017; DFAS, AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2016, 10/19/2016; DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2015," 10/19/2015; DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2014," 10/16/2014; DOD, response to SIGAR data call, 10/9/2013; DOD, response to SIGAR data call, 10/18/2012; DOD, response to SIGAR data call, 10/17/2011.

### ANA Equipment Operational Readiness

This quarter USFOR-A classified data concerning the ANA's equipment readiness. The questions SIGAR asked about ANA equipment readiness can be found in Appendix E of this report. SIGAR will report on ANA equipment readiness in its classified annex.

### Core Information Management System

The Core Information Management System (CoreIMS) is part of the solution to address capability gaps in the Afghan logistical supply chain to ensure that the ANDSF are properly equipped. Since 2012, efforts have been under way to develop and implement an automated system within both MOD and MOI to replace a paper-based process in order to better monitor Afghan- and U.S.-purchased ANDSF equipment and supplies.<sup>233</sup>

CoreIMS is an inventory-management system that electronically tracks basic items like vehicles, weapons, night-vision devices, and repair parts. The system helps allocate materiel and analyze its usage to predict future item and budget requirements while reducing opportunities for fraud.<sup>234</sup> The goal for the system is to improve Afghan sustainment processes by providing managers and decision makers with a real-time status of assets.<sup>235</sup> To do this, CSTC-A has integrated CoreIMS with the Security Cooperation Information Portal (SCIP)—a U.S. database of the sale and provision of U.S. military

materials, services, and training to foreign countries and international organizations—to save time and resources of ANDSF procurement personnel, decrease human error, and significantly improve order and asset visibility.<sup>236</sup>

As of March 1, 2017, the web-based CoreIMS became available and fully functional at MOD and MOI national logistic locations, forward supply depots, and regional supply logistic centers.<sup>237</sup> According to CSTC-A, the remaining challenge with CoreIMS is that once materiel is distributed below the regional level to the local forward supply depots or units, CoreIMS loses visibility. CSTC-A notes that plans are under way to integrate CoreIMS down to the brigade level (ANA) and the provincial-headquarters level (ANP) in the next four years. This will also include the ALP, which are supported through the MOI's supply chain.<sup>238</sup> CSTC-A continues to provide advanced CoreIMS training for Afghan logistic specialists to train, mentor, and assist other ANA and ANP personnel in logistics operations and CoreIMS functionality.<sup>239</sup>

This quarter, CSTC-A reported that a maintenance module is currently being tested for CoreIMS, with its rollout planned for February 2018. The main goal of the module is to better facilitate accurate equipment-readiness and maintenance reporting by utilizing the digital records for equipment in CoreIMS. The module will begin with vehicle maintenance, and once the ANA's mentoring on its use for vehicles is complete, CSTC-A anticipates the expansion of the module to other fleets of equipment.<sup>240</sup>

## ANA Infrastructure

The United States had obligated \$6.1 billion and disbursed \$5.9 billion of ASFF for ANA infrastructure projects as of September 30, 2017.<sup>241</sup> As with last quarter, ANA sustainment costs for FY 2017, covering all ANA facility and generator requirements, are roughly \$74.2 million, \$17.5 million of which is funded through the NATO ANA Trust Fund, while the remaining \$56.7 million is U.S. funded through the ASFF.<sup>242</sup>

According to CSTC-A, as of August 28, 2017, the United States has completed 417 infrastructure projects in Afghanistan valued at \$5.3 billion, an increase of nine projects completed since last quarter, with another 34 ongoing projects valued at \$166.3 million.<sup>243</sup>

The largest ongoing ANA infrastructure projects are the same as last quarter: the second phase of the Marshal Fahim National Defense University in Kabul (costing an estimated \$73.5 million, a nearly \$1 million cost increase since last quarter) to be completed in December 2017, a Northern Electrical Interconnect (NEI) substation project in Balkh Province (\$27.7 million), slated for completion in October 2019, and an NEI substation in Kunduz (\$9.5 million), due to be completed in February 2019.<sup>244</sup>

Nine ANA infrastructure contracts with a total value of \$12.5 million were awarded this quarter. The largest of these include: infrastructure

**Women's Participation Program:** An initiative that seeks to advance and promote women's participation in Afghan security institutions. The program promotes safe and secure facilities, proper equipment, training, and opportunities for women to increase their membership in the ANSDF.

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

security improvements for MOD headquarters (\$5.8 million), the initial operating capacity infrastructure (includes utilities, barracks, dining facility, and other essential infrastructure) for Camp Pratt in Mazar-e Sharif (\$3.3 million), and a bakery and medical warehouse at Kabul National Military Hospital (\$699,151).<sup>245</sup>

An additional 45 infrastructure projects valued at \$265.8 million are being considered including: five Kabul National Military Hospital projects (\$66.8 million), four Afghan Electrical Interconnect projects (\$71.5 million), nine ANASOC projects (\$68.9 million), and four AAF projects (\$10.5 million). The remaining 23 projects, valued at around \$48.1 million, comprise other ANA infrastructure and sustainment projects supporting the new MOD headquarters, the **Women's Participation Program**, and other security facilities.<sup>246</sup>

This quarter, CSTC-A reported a significant increase in projects to develop facilities for female personnel in the ANA and ANP as part of the Women's Participation Program (WPP). One project was completed this quarter, and there were 18 ongoing WPP projects, an increase of 16 projects since last quarter. In August, the compound at the ANA's regional training center in Jalalabad (costing roughly \$7.8 million), was completed. It includes a barracks, laundry, training facility, day care, playground, and gym. The largest project in development is a women's compound with similar facilities for phase two of Kabul Police Academy (\$6.5 million) with an estimated completion date of June 2019.<sup>247</sup>

CSTC-A reported several updates this quarter on infrastructure-related train, advise, and assist activities. CSTC-A has multiple advisors responsible for mentoring the Construction and Property Management Department (CPMD), which supervises and provides engineering and facility maintenance for MOD. CPMD and CSTC-A advisors also train and advise ANA facility engineers (FE) and facility-sustainment staff to increase their capacity to operate, maintain, and sustain the ANA's infrastructure.<sup>248</sup> This quarter, advisors provided significant training and mentorship to the CPMD leadership and FEs during three to four advising engagements per week focused on operations and maintenance, sustainment, and construction program-management issues.<sup>249</sup>

CSTC-A is executing a facility-maintenance training program, under the National Operations and Maintenance Contract, to train FEs and other personnel in the trades and skills needed to operate and maintain power plants, HVAC systems, water-treatment plants, and waste-water treatment plants, as well as to perform quality control and quality assurance over their work. Training courses are offered for MOD and MOI personnel at their respective headquarters. In the past three months, this program trained 304 ANSDF facility personnel.<sup>250</sup>

According to CSTC-A, following several years of investment from Germany and other Coalition partners, the ANA Engineer School at Camp

Shaheen in Mazar-e Sharif has become a “stable feature” of the ANA’s training institutions. The goal is for the ANDSF to eventually sustain an infrastructure portfolio worth over \$10 billion. The school conducts several basic and high-level engineer courses regularly, which include training in IED detection and defeat, combat engineer, and other technical specialties. CSTC-A has mentored ANA engineer instructors to teach some of these courses to both MOD and MOI facility-sustainment staff.<sup>251</sup>

### ANA and MOD Training and Operations

As of September 30, 2017, the United States had obligated and disbursed \$3.9 billion of ASFF for ANA, AAF, and MOD training and operations.<sup>252</sup>

According to CSTC-A, ASFF training funds are used to send ANA and AAF students to vocational training and professional military education opportunities abroad, including aviation training, special forces training, basic officer-leadership courses, captain’s career courses, war-college programs, seminars, and conferences. The funds are also used to contract advisors and mentors for the ANDSF to advise, train, and mentor them in undertaking essential functions.<sup>253</sup>

As of August 28, 2017, CSTC-A reported 11 ongoing U.S.-funded training programs for the ANA and AAF. The largest of these are multiyear contracts that include a \$41.9 million project for out-of-country training for AAF pilots, a \$37.3 million project to train the ASSF, and a \$14.7 million counter-IED training program for the ANA.<sup>254</sup>

This quarter, SIGAR received updated information about the basic training process for ANA personnel. According to USFOR-A, the current basic training program, called Basic Warrior Training (BWT), is nine weeks long, comprising eight courses that total 251 hours of scheduled training. This model has been approved by the MOD as the standard for training all recruits, and it is currently implemented at both the Kabul Military Training Center (KMTC) and the Regional Maneuver Training Centers (RMTC) elsewhere in Afghanistan. USFOR-A noted that ANA senior leaders are currently weighing the benefits of increasing the BWT to 12 weeks, a move that the Chief of General Staff and some ANA leaders support. USFOR-A does not know the type or quantity of equipment provided to new recruits and soldiers for the BWT at either the KMTC or the RMTCs.<sup>255</sup>

DOD officials consistently stress the importance of adequate training for the ANDSF, but USFOR-A reports wide variation in Coalition advisors present to oversee and assist in the training of Afghan officers, noncommissioned officers, or soldiers at the 18 Afghan training institutions.<sup>256</sup> Advisor presence has increased since June, but of the 18 schools and academies (including basic training centers), only seven currently have persistent advisor presence. CSTC-A said advisor presence in these institutions has resulted in improved resources, curricula, instructors, and facility repairs. However, advisors still noted the difficulty of applying



**Afghan President Ashraf Ghani** inaugurates the addition of U.S.-provided UH-60 Black Hawk helicopters to the Afghan Air Force fleet. (USAF photo by Staff Sgt. Benjamin Gonsier)

standardized performance requirements to trainees at the schools, and the absence of adequate mechanisms to determine and ensure the quality of the training instructors.<sup>257</sup>

## Afghan Air Force

This quarter, USFOR-A classified AAF authorized strength figures as well as the exact figures for assigned strength. Assigned-strength figures reported are therefore approximations. The questions SIGAR asked on strength figures can be found in Appendix E of this report. SIGAR will report on AAF authorized strength figures in its classified annex.

As of August 28, 2017, there were more than 8,000 personnel in the AAF, a roughly 100-person increase since last quarter. In addition, the AAF has approximately 250 civilian personnel.<sup>258</sup>

The AAF saw key developments this quarter on the path to expanded capabilities as part of the ANDSF Road Map and the Kabul Compact. On September 18, the AAF received its first shipment of two U.S.-made UH-60 Black Hawk helicopters, an important part of the seven-year Afghan Aviation Transition Plan (AATP) to replace the AAF's aging, Russian-made Mi-17 fleet.<sup>259</sup> SIGAR's Inspector General John Sopko and other senior leaders traveled to Kandahar Airfield for the ceremony inaugurating the new airframe into the AAF's inventory. Additionally, U.S. Joint Chiefs of Staff Chairman Dunford noted in October the importance of the expanded U.S. advisory effort to lower levels of the AAF so that it can be more effective in integrating crucial air support for ANA operations.<sup>260</sup>

There was no change this quarter in the funding data for the AAF. As of August 23, 2017, the United States has appropriated approximately



**The first UH-60 helicopter** provided to the Afghan Air Force is offloaded at Kandahar Airfield, Afghanistan. (USAF photo by Staff Sgt. Trevor T. McBride)

\$5.2 billion to support and develop the AAF since FY 2010, with roughly \$1.5 billion requested in FY 2017. Of the total amount since 2010, roughly \$2.5 billion was obligated for the Special Mission Wing, the special-operations branch of the AAF.<sup>261</sup> CSTC-A noted that the FY 2017 figure includes DOD's November 2016 request to Congress for \$814.5 million to fund the AATP.<sup>262</sup>

Since FY 2010, nearly \$3.4 billion has been obligated for the AAF, with roughly \$252 million of FY 2017 funds obligated as of May 18, 2017.<sup>263</sup> The majority of the funding obligated since FY 2010 has been designated for sustainment items, which account for 48.9% of obligated funds, followed by equipment and aircraft at 31.5%, a percentage that will increase as funding for the AATP continues to be obligated.<sup>264</sup>

The AAF's current inventory of aircraft includes:<sup>265</sup>

- 4 Mi-35 helicopters
- 46 Mi-17 helicopters (19 unavailable)
- 25 MD-530 helicopters (one unavailable)
- 24 C-208 utility airplanes
- 4 C-130 transport airplanes (two unavailable)
- 19 A-29 light attack airplanes
- 2 UH-60 utility helicopters (added in September 2017)<sup>266</sup>

As of August 31, 2017, six of the 19 unavailable Mi-17s are in overhaul, four are in heavy repair, three are awaiting extraction and assessment, and six have expired, meaning they will be reused once they are overhauled. One unavailable MD-530 is damaged due to a hard landing during a training mission and two unavailable C-130s are going through routine depot-level

maintenance.<sup>267</sup> Of the 19 A-29 aircraft, 12 are currently in Afghanistan and seven are at Moody Air Force Base in the United States supporting AAF pilot training, weapons operational testing, and cockpit upgrades. When the A-29 training program at Moody concludes, the remaining U.S.-based A-29s will be moved to Afghanistan.<sup>268</sup>

As part of the AATP, the AAF is scheduled to receive an additional 12 Afghan-owned UH-60s in FY 2018, with deliveries of two per month beginning from January 2018 through June 2018. The AAF is also scheduled to receive 10 additional MD-530 helicopters in July 2018, with deliveries of five additional aircraft per quarter beginning the third quarter of FY 2018.<sup>269</sup> Over the next several years, the AAF will continue to receive a significant number of new or refurbished airframes to grow its inventory. USFOR-A provided a snapshot of the expected end state of the AAF's aircraft inventory by the end of FY 2023, which will include: 61 UH-60s, 58 Fixed Forward Firing UH-60s, 55 MD-530s, 24 C-208s, four C-130s, 25 A-29s, and 32 AC-208s.<sup>270</sup>

## **AAF Operational Readiness**

The AAF saw some decline in operational readiness over the reporting period with two of five airframes (C-208 and A-29) falling short of operational readiness goals and two of five airframes significantly exceeding their recommended flight hours (C-130 and Mi-17).<sup>271</sup>

This quarter, USFOR-A indicated that a change was made to AAF operational reporting as of June 2017. The number of sorties (defined as one takeoff and one landing) is no longer being used for reporting, but rather the number of "missions" (a single operation, which may include multiple sorties) is now being used. According to USFOR-A, the AAF flew 2,448 missions from May 1 through July 31, 2017 at an average of 816 per month, with the most missions (1,031) flown in May 2017. Unlike previous quarters, the C-208 airframe flew the greatest number of missions (695), followed closely by the Mi-17 (667).<sup>272</sup> However, the Mi-17 continued to fly the most hours of any airframe, an average of 986 hours per month this reporting period, followed by the MD-530 at 767 average hours. This was a considerable increase compared to the Mi-17's 786-hour average and the MD-530's 614-hour average reported last quarter.<sup>273</sup> All AAF airframes flew roughly 1.5 times more hours per month on average than last quarter.<sup>274</sup>

## **Personnel Capability**

USFOR-A provided the following information on how many fully mission-qualified, or certified mission-ready (CMR) crew members the AAF has for each of its airframes. For more information about the specific training involved for crew members attaining CMR status, please see SIGAR's April 2017 *Quarterly Report to the United States Congress*.<sup>275</sup> According to USFOR-A, this quarter:<sup>276</sup>

- **C-130:** 12 total pilots, including five mission pilots, three instructor pilots, and four copilots, five flight engineers, and nine loadmasters (down one from last quarter) are CMR.
- **C-208:** 33 total pilots, including 14 mission pilots, 10 instructor pilots, and 9 co-pilots are CMR (down nine from last quarter).
- **A-29:** 12 total pilots, including eight mission pilots (two of which are instructor pilots) and four wingmen, are CMR (up one from last quarter).
- **MD-530:** 59 total pilots, including 47 mission pilots (up 12 from last quarter) and seven instructor pilots, are CMR. The five remaining personnel are not yet CMR.
- **Mi-17:** 82 total pilots, including 32 aircraft commanders, 39 co-pilots, and 11 instructor pilots, 27 flight engineers, and 53 gunners are CMR (same as last quarter).
- **Mi-35:** 10 pilots are CMR (same as last quarter).

## The Special Mission Wing

The Special Mission Wing is the aviation branch of the MOD's Afghan Special Security Forces (ASSF) that provides aviation support to Afghanistan's counternarcotics, counterterrorism, and special operations forces. According to DOD, the SMW is the only ANDSF force with night-vision, rotary-wing air assault, and fixed-wing intelligence, surveillance and reconnaissance capabilities. The SMW's four squadrons include two in Kabul, one at Kandahar Airfield, and one at Mazar-e Sharif Airfield, and provide the ASSF with operational reach across Afghanistan.<sup>277</sup>

As of June 2017, the SMW had 788 personnel—87% of its authorized strength, slightly lower than Afghanistan's other force elements. DOD notes that because the SMW's recruiting standards are higher than those of the AAF and other ANDSF elements, the SMW struggles to find qualified personnel for pilot and maintenance positions.<sup>278</sup>

The two main funding sources for the SMW are the ASFF and the DOD Counternarcotics (DOD-CN) fund.<sup>279</sup> According to NSOCC-A, from FY 2010 to August 22, 2017, approximately \$2.2 billion has been obligated for the SMW from both funds, a roughly \$71 million decrease since last quarter. However, NSOCC-A reported that it is requesting \$305.5 million for the SMW for FY 2018, over \$100 million more than the funds obligated for FY 2017. The vast majority of the funding obligated since FY 2010 has been designated for equipment and aircraft (46%) and sustainment items (45.6%) with the rest going toward training and infrastructure costs.<sup>280</sup> According to NSOCC-A, of the \$200.7 million obligated for the SMW from the ASSF and DOD-CN funds for FY 2017, about \$184.5 million has already been spent.<sup>281</sup>

This quarter, NSOCC-A reported that the SMW successfully conducted an increased number of counternarcotics and counterterror missions for the

ASSF and the ANA as part of the summer 2017 campaign. Some of the missions in support of the ANA drew enemy fire that damaged some aircraft.<sup>282</sup>

NSOCC-A said SMW leadership has placed more focus on recruitment efforts in recent months ahead of the ASSF expansion and increased SMW requirements. Leadership has also improved efforts to train lower enlisted and junior ranking officers, partly by ensuring all available soldiers attend literacy training, and by mandating that junior officers gain English-language proficiency through English-as-a-second-language courses.<sup>283</sup>

SIGAR will report additional details of the SMW budget, inventory, and capabilities in the classified annex to this report.

## AFGHAN NATIONAL POLICE

As of September 30, 2017, the United States had obligated \$20.6 billion and disbursed \$20.1 billion of ASFF funds to build, train, equip, and sustain the ANP.<sup>284</sup>

### ANP Strength Declines

This quarter, USFOR-A classified ANP authorized strength and the exact figures for assigned strength. Assigned strength figures reported here are therefor approximations. The questions SIGAR asked about authorized and assigned ANP strength can be found in Appendix E of this report. SIGAR will report on ANP authorized and assigned strength in its classified annex.

As of August 28, 2017, USFOR-A reported that the assigned strength of the ANP, including the Afghan Uniform Police (AUP), Afghan Border Police (ABP), Afghan National Civil Order Police (ANCOP), and MOI Headquarters and institutional support (MOI HQ & IS), was approximately 150,000.<sup>285</sup> ANP strength decreased by about 4,800 personnel since last quarter, the majority of whom were trainees, according to USFOR-A.<sup>286</sup> See Table 3.6 on page 122 for historical ANP strength data.

Patrolmen continue to represent the largest component of the ANP this quarter with roughly 71,000 personnel; noncommissioned officers numbered about 50,000, while officer ranks stood at roughly 30,000. Compared to last quarter, the largest increase in personnel occurred within the patrolmen ranks (nearly 100 new personnel) and largest decrease was within the noncommissioned officer ranks (about 750 fewer officers).<sup>287</sup>

### ANP Attrition

This quarter USFOR-A classified ANP attrition data. The questions SIGAR asked about ANP attrition can be found in Appendix E of this report. SIGAR will report on ANP attrition in the classified annex to this report.

## ANP Sustainment

As of September 30, 2017, the United States had obligated \$9.1 billion and disbursed \$8.7 billion of ASFF for ANP sustainment.<sup>288</sup>

According to CSTC-A, as of August 21, 2017, the United States has spent \$513.2 million for ANP sustainment, including payroll and non-payroll expenditures, for Afghan fiscal year 1396 (2017). Of that amount, \$39.7 million was expended on ANP payroll as of August 28.<sup>289</sup> The payroll funds included \$20.8 million, contributed by the United States on-budget (through ASFF) to LOTFA to pay for ANP salaries.<sup>290</sup>

In addition to LOTFA, CSTC-A has provided ASFF funds for ALP salaries (\$17.6 million) and incentives (\$7 million) since the beginning of Afghan fiscal year 1396 in December 2016. The total estimated ALP salary and incentive costs are \$73.8 million per year for the next two years, including the U.S. contribution to LOTFA.<sup>291</sup>

CSTC-A reported that aside from payroll expenses, the majority of ASFF ANP sustainment funding for Afghan FY 1396, the greatest expenditures for the funds have been for fuel (\$9.8 million) and electricity (\$5.1 million).<sup>292</sup>

## ANP Equipment and Transportation

As of September 30, 2017, the United States had obligated and disbursed \$4.7 billion of ASFF for ANP equipment and transportation, as shown in Figure 3.30.<sup>293</sup>

FIGURE 3.30

ANP EQUIPMENT AND TRANSPORTATION FUNDS OBLIGATED (\$ BILLIONS)



Source: DFAS, AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2017 (draft), 10/18/2017; DFAS, AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2016, 10/19/2016; DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2015," 10/19/2015; DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts September 2014," 10/16/2014; DOD, response to SIGAR data call, 10/9/2013; DOD, response to SIGAR data call, 10/18/2012; DOD, response to SIGAR data call, 10/17/2011.



**U.S. Marine advisors train ANP personnel** to reassemble M16A2 assault rifles in Helmand Province. (U.S. Marine Corps photo by Sgt. Justin Updegraff)

CSTC-A reported the major equipment provided to the ANP from April 1 through June 30, 2017. During that period, the ANP received 3,000 M16A4 rifles, the U.S. Marines' standard-issue assault rifle, and 93 expanded-capacity armament and personnel-carrier Humvees.<sup>294</sup>

### **Equipment Operational Readiness**

This quarter USFOR-A classified data on the ANP's equipment readiness. The questions SIGAR asked about ANP equipment readiness can be found in Appendix E of this report. SIGAR will report on ANP equipment readiness in its classified annex.

### **ANP Infrastructure**

As of September 30, 2017, the United States had obligated \$3.2 billion and disbursed \$3.1 billion of ASFF for ANP infrastructure.<sup>295</sup>

According to CSTC-A, as of August 28, 2017, the United States had completed a total of 745 infrastructure projects in Afghanistan valued at \$3.6 billion. This quarter, CSTC-A reported 20 ongoing projects valued at roughly \$64.3 million.<sup>296</sup> Thirteen infrastructure projects in the planning phase will cost nearly \$112 million; the majority are WPP and ASSF projects.<sup>297</sup>

The largest ongoing ANP infrastructure project this quarter continues to be the installation of an IT server at the MOI Headquarters Network Operations Center in Kabul, which is estimated to be completed in January 2018. The cost of this project is \$43.5 million, a nearly \$10 million cost

increase since last quarter. This is followed by two WPP projects: compounds for women at the Kabul Police Academy (\$6.7 million) and the Police Central Training Command in Kabul (\$6.5 million), both of which are slated for completion in June 2019.<sup>298</sup>

CSTC-A reported that several other WPP projects are under way. The largest ongoing project is a women's compound including a gym, dining facility and conference center at Marshal Fahim National Defense University in Kabul (\$4.4 million). The largest project being considered is a women's barracks at the Pohantoon-e-Hawayee AAF training academy in Kabul (\$2 million).<sup>299</sup>

Three ANP infrastructure contracts with a total value of \$2.9 million were awarded this quarter. These include: the construction of ANP checkpoints at Bagram Airfield (\$1 million), culvert and storm-water management system repairs at the Joint Readiness Afghan National Defense Center in Kandahar (\$1 million), and renovations to GCPSU training facilities in Logar Province (\$562,289).<sup>300</sup> CSTC-A projects that the U.S. government would need to spend approximately \$48.1 million toward future ANP infrastructure costs to cover ANP facility and generator sustainment requirements. This figure includes the \$42.3 million in ASFF provided to the Afghan government to spend on ANP sustainment costs. This projection may change with development of U.S. contracts for facility maintenance and the expansion of the Afghan power grid with the transition of ANP bases to commercial power. There is also a projected requirement for \$8.1 million in funding to support the expansion the ASSF.<sup>301</sup>

CSTC-A provided an update on its infrastructure-related training and advisory role with MOI's Facilities Department (FD) engineers. This quarter, CSTC-A advisors held at least two formal meetings per week to advise on solutions for all aspects of facility engineering and program management including regional- and national-level budget planning, contract reviews, project planning and development, and facility-repair task orders. CSTC-A augmented these efforts with a U.S. Army Corps of Engineers generator-overhaul contract to rapidly provide maintenance to critical, large ANP generators, repairing one MOI generator this quarter.<sup>302</sup>

CSTC-A has contracted Afghan subject-matter experts (SMEs) with technical skills matched to requirements, to assist MOI FD in meeting daily operation requirements, train MOI facility engineers, and complete other technical tasks. As of August 28, 2017, there are currently 18 SME engineers working at MOI FD, with one working at CSTC-A as a WPP manager. CSTC-A reported that 60 of 72 authorized SMEs have been hired for use throughout Afghanistan (the 19 aforementioned included). Of the 60, 42 are located within the provinces, six are at the pillars (ABP, ANCOF, etc.) and the remaining 12 are at MOI headquarters. CSTC-A CJ-ENG expects all positions to be filled by December 31, 2017.<sup>303</sup>

## ANP Training and Operations

As of September 30, 2017, the United States had obligated \$3.7 billion and disbursed \$3.5 billion of ASFF for ANP and MOI training and operations.<sup>304</sup>

According to CSTC-A, ASFF training funds for the ANP are used for professional military education, travel, living allowances, and medical expenses for MOI, ANP, and GCPSU personnel to attend law-enforcement and military training in the United States. Some training courses include Command and General Staff College, Sergeant Major Academy, and the Captain's Career Course. The goal of the U.S.-based military training is to increase technical skills and to enhance knowledge and leadership at all levels. CSTC-A says that the program allows the U.S. military to have a lasting influence on ANP development.<sup>305</sup>

Additionally, CSTC-A uses ASFF funding to recruit and hire Afghan logistics specialists who train, advise, and assist the ANP in a wide array of ANDSF logistic skills, including English translation, computer skills, equipment accountability and tracking, inventory management and warehousing, modern business skills, and other logistic functions. ASFF is also used to contract advisors and mentors who advise, train, and mentor the ANP to increase their overall capabilities in essential functions such as finance, internal controls, governance, force generation, training and sustainment of the force, logistics, sustainment, planning, executing security operations, and intelligence.<sup>306</sup>

As of August 31, 2017, roughly 5,000 ANP personnel were untrained, about 4% of the force. While this is more than a one-point increase in untrained ANP personnel since last quarter, the ANP is still maintaining better training readiness than the 5% untrained-personnel threshold mandated by the MOI's *Bilateral Financial Commitment Letter*.<sup>307</sup>

The MOI's largest ongoing training ASFF-funded contracts include an \$18.3 million contract to train ANP personnel, an \$11 million contract for training MOI advisors and mentors, and a \$4.5 million contract to provide counter-improvised-explosive-device and explosive-ordnance-disposal training. An additional \$1.1 million of ASFF funds is allocated for ANP professional military education, which includes training ANP personnel in the United States and abroad.<sup>308</sup>

## WOMEN COMPRISE 1.4% OF ANDSF PERSONNEL

This quarter, USFOR-A classified the exact figures for assigned strength of female personnel in the ANDSF. Assigned-strength figures reported here will therefore be approximations. The questions SIGAR asked about women in the ANDSF can be found in Appendix E of this report. SIGAR will report on the exact assigned strength of female personnel in its classified annex.

According to the RS Gender Affairs Office, as of August 28, 2017, there were roughly 4,500 women serving in the ANDSF, an increase of nearly



**ANP policewomen participate** in the opening ceremony of a newly completed Women Participation Program Compound in Kabul. (USACE photo)

300 personnel since last quarter. The ANP continued to have the highest percentage of female personnel, at roughly 2% of its entire force strength. The percentage of female personnel in the ANDSF rose slightly from last quarter's 1.3% to 1.4% this quarter.<sup>309</sup>

Of the total female personnel in the ANDSF, around 3,200 were in the ANP, 1,200 were in the ANA, 120 were in the ASSF, and about 100 were in the AAF. Of the women in the ANP, ANA, ASSF, and AAF, there were roughly 1,500 officers, 1,700 noncommissioned officers, 1,300 enlisted personnel, and 120 cadets. The largest increase in female personnel occurred within the ANP, which added about 260 personnel this quarter. The ASSF saw the greatest decrease in female personnel, losing around 20 since last quarter.<sup>310</sup>

RS noted this quarter that female attrition in the ANDSF is an ongoing concern. According to RS, overall perceptions of a security deterioration and concern over the safety of women serving in the security sector are the main factors driving attrition. Efforts to reduce female attrition include construction of secure women's facilities across the ANDSF, the payment of incentives for female servicemembers, and continued RS advising on the implementation of the newly developed sexual harassment and assault policy.<sup>311</sup>

## ANDSF MEDICAL AND HEALTH CARE

This quarter, USFOR-A classified the exact figures for assigned strength of medical personnel in the ANDSF. Assigned-strength figures reported here will therefore be approximations. The questions SIGAR asked about

ANDSF medical personnel can be found in Appendix E of this report. SIGAR will report on the exact assigned strength of medical personnel in its classified annex.

As of August 21, 2017, there were around 1,000 physicians (a roughly 60-person increase from last quarter) and about 3,000 other staff (a roughly 30-person increase) within the ANDSF healthcare system. Many positions remain vacant, including about 250 physician positions and nearly 450 other medical positions, according to CSTC-A.<sup>312</sup>

The U.S. government did not field any new medical equipment for ANDSF this quarter. The first deliveries of equipment are expected in late October 2017. CTSC-A projects that it will spend \$23.5 million for medical equipment procurements in 2017.<sup>313</sup>

This quarter, the MOI Office of the Surgeon General (OTSG), the ANA Medical Command (MEDCOM) Commander and the ANA Deputy Minister of Defense for Health Affairs signed the Combat Casualty and Disease Non-Battle Injury Committee Charter. According to RS, this charter sets the course for ANDSF medical leaders to better collaborate and make data-backed decisions to enhance ANDSF medical support for force preservation.<sup>314</sup>

For the first time in over two years, the Surgeon General assessed that MOI has sufficient medical supplies to fully support both routine and contingency operations.<sup>315</sup> Additionally, according to CSTC-A, the ANA has capable surgeons and medical doctors, but they are concentrated in Kabul, and it is difficult to retain physicians in remote or insecure regions. MEDCOM has had to send physicians from Kabul on temporary-duty assignments to other regions. Presently, seven doctors and medical staff are sent from Kabul to Helmand and six to Kunduz on a monthly basis.<sup>316</sup> ANA regional hospitals have reportedly demonstrated the ability to effectively triage and treat mass casualties, and have adequate standards of surgical care, however post-operative care is less than optimal. Inadequate hygiene standards remain a concern throughout the ANA medical community.<sup>317</sup>

CSTC-A reports that MEDCOM's biggest challenge continues to be managing medical commodities.<sup>318</sup> MEDCOM is to implement a new medical-pharmaceutical reporting process to improve the medical-supply logistics process and retention of related information.<sup>319</sup> Revised logistics rules will transition the logistics process from a "push" system to a demand-based "pull" system to prevent waste and mismanagement.<sup>320</sup>

TAAC-Air focused on improving its medical-evacuation (MEDEVAC) capability in June 2017 following reports of casualties in the field that could not be evacuated by ground transport due to insurgent activity, resulting in preventable deaths.<sup>321</sup> The ANDSF MEDEVAC system transported an increased number of casualties compared to the previous quarter, however, transport is still limited to stable patients only, and there are no AAF



**U.S. Army Engineers** inspect a recently constructed American MEDEVAC facility at Bagram Airfield. (DOD photo by Jet Fabara)

aircraft dedicated specifically for MEDEVAC.<sup>322</sup> There are currently 114 MEDEVAC-trained personnel, with an additional 16 expected to begin training in November once the increase in strength is approved. All of the current flight medics are capable of carrying out routine MEDEVACs on C-130, C-208, and Mi-17 aircraft without daily advising, although TAAC-Air advisors still occasionally fly with them to observe. USFOR-A clarified in vetting that the ANDSF are responsible for their own MEDEVAC on Afghan missions and that U.S. MEDEVAC support is only provided to urgent patients on joint U.S.-Afghan missions.<sup>323</sup>

As scheduled, the first two units of the AAF's new UH-60 Black Hawk helicopters were delivered to Kandahar Airfield on September 18, 2017.<sup>324</sup> CSTC-A reported that nonmedical AAF crews will undergo a Combat Lifesaver Course and that the UH-60s will be equipped with combat lifesaver kits to enable them to perform casualty evacuation (CASEVAC) missions even if medical personnel are not available to perform en route MEDEVAC care. There is currently no plan to dedicate any of the UH-60s solely to a MEDEVAC role. Instead, the intention is to have a multi-role fleet with the ability to switch quickly between non-medical and MEDEVAC/CASEVAC roles.<sup>325</sup>

## REMOVING UNEXPLODED ORDNANCE

The Department of State's (State) Bureau of Political-Military Affairs' Office of Weapons Removal and Abatement (PM/WRA) manages the

# SECURITY

TABLE 3.7

CONVENTIONAL WEAPONS DESTRUCTION PROGRAM METRICS, FISCAL YEARS 2010–2017						
Fiscal Year	Minefields Cleared (m <sup>2</sup> )	AT/AP Destroyed	UXO Destroyed	SAA Destroyed	Fragments Cleared	Estimated Contaminated Area Remaining (m <sup>2</sup> )*
2010	39,337,557	13,879	663,162	1,602,267	4,339,235	650,662,000
2011	31,644,360	10,504	345,029	2,393,725	21,966,347	602,000,000
2012	46,783,527	11,830	344,363	1,058,760	22,912,702	550,000,000
2013	25,059,918	6,431	203,024	275,697	10,148,683	521,000,000
2014	22,071,212	12,397	287,331	346,484	9,415,712	511,600,000
2015	12,101,386	2,134	33,078	88,798	4,062,478	570,800,000
2016	27,856,346	6,493	6,289	91,563	9,616,485	607,600,000
2017**	24,787,163	3,648	26,580	78,555	1,158,886	583,600,000
<b>TOTAL</b>	<b>229,641,469</b>	<b>67,316</b>	<b>1,908,856</b>	<b>5,935,849</b>	<b>83,620,528</b>	<b>583,600,000</b>

Note: AT/AP = anti-tank/anti-personnel 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 (m<sup>2</sup>) 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.

\*\*Results through 6/30/2017.

Source: PM/WRA, response to SIGAR data call, 9/21/2017.

conventional-weapons destruction program in Afghanistan. Since FY 2002, State has provided \$350 million in weapons-destruction and humanitarian mine-action assistance to Afghanistan. PM/WRA has funding which must be obligated within two fiscal years before it expires (and is no longer available). PM/WRA has obligated approximately \$20 million of FY 2016 funds and \$1.6 million in FY 2017 funds, representing no change from last quarter.<sup>326</sup>

State directly funds six Afghan nongovernmental organizations (NGOs), three international NGOs, and one U.S. government contractor. These funds enable the clearing of areas contaminated by explosive remnants of war (ERW) and support clearing conventional weapons used by insurgents to construct roadside bombs and other improvised-explosive devices. As of June 30, 2017, State-funded implementing partners have cleared more than 229.6 square kilometers of land (approximately 88.7 square miles) and removed or destroyed approximately 7.9 million landmines and other ERW such as unexploded ordnance (UXO), abandoned ordnance (AO), stock-piled munitions, and homemade explosives since FY 2010 (see Table 3.7).<sup>327</sup>

The estimated total area of contaminated land continues to fluctuate as clearance activities reduce hazardous areas, while ongoing surveillance find new contaminated land. At the beginning of this quarter, there were 592 square kilometers (229 square miles) of contaminated minefields and battlefields. During the quarter, eight square kilometers (three square miles) were cleared, bringing the known contaminated area to 584 square kilometers (225.3 square miles) by the end of June 30, 2017. PM/WRA defines a

minefield as the area contaminated by landmines, whereas a contaminated area can include both landmines and other ERW.<sup>328</sup>

USAID, in partnership with the United Nations Mine Action Service (UNMAS), provides services for victims and survivors of mines and ERW, as well as for civilians affected by conflict and persons with disabilities, through the \$19.6 million Afghan Civilian Assistance Program (ACAP) III. ACAP III aims to mitigate the short- and long-term impact of conflict on civilians by enhancing the government's capacity to better deliver services to the families of martyrs and disabled persons in Afghanistan. Program activities are expected to continue through February 2018.<sup>329</sup>

ACAP III quickly responded to the Kabul vehicle-borne suicide attack on May 31. Of the 150 fatalities and 400 injuries reported, ACAP distributed assistance to 486 families.<sup>330</sup>

According to the UN, nearly 16,290 security incidents took place between January and the end of August 2017, and over 5,500 between June 15 and August 31, 2017. Asymmetric attacks, such as detonations of improvised explosive devices, suicide attacks, assassinations, and abductions, remained the main cause of civilian casualties.<sup>331</sup> The United Nations urged all parties to begin clearing and marking all ERW in areas under their control. To mitigate civilian casualties from ERW, the Afghan government ratified Protocol V of the international Convention on Certain Conventional Weapons in February 2016.<sup>332</sup> According to UNMAS, 20 Afghan communities were declared mine-free between June 1 and July 31, 2017. The average monthly mine-incident rate of 182 victims from January to June 2017 represents an increase compared to the monthly average of 164 recorded over the same period in 2016.<sup>333</sup>