Report No. DODIG-2012-028 December 9, 2011

Inspector General
United States Department of Defense

Special Plans and Operations

Assessment of U.S. Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army

Inspector General

United States Department of Defense

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INSPECTOR GENERAL
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December 9, 2011

MEMORANDUM FOR SECRETARY OF DEFENSE
DEPUTY SECRETARY OF DEFENSE
COMMANDER, U.S. CENTRAL COMMAND
COMMANDER, INTERNATIONAL SECURITY ASSISTANCE FORCE/UNITED STATES FORCES-AFGHANISTAN
COMMANDER, INTERNATIONAL SECURITY ASSISTANCE FORCE JOINT COMMAND
COMMANDER, NORTH ATLANTIC TREATY ORGANIZATION TRAINING MISSION--AFGHANISTAN/ COMBINED SECURITY TRANSITION COMMAND-AFGHANISTAN
COMMANDER, JOINT THEATER SUPPORT CONTRACTING COMMAND
DIRECTOR, JOINT CENTER FOR INTERNATIONAL SECURITY FORCE ASSISTANCE

SUBJECT: Assessment of U.S. Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army (Report No. DODIG-2012-028)

We are providing this final report for review and comment. This is the twelfth in a series of reports published by the Office of Inspector General's Special Plans and Operations Directorate that focus on the train and equip missions in Iraq, Afghanistan, and Pakistan. We considered client comments on a draft of this report when preparing the final report.

We request additional comments and information by January 11, 2012, as follows:

- Commander, International Security Assistance Force/U.S. Forces-Afghanistan-Recommendations 1, 3.
- Commander, NATO Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan-Recommendations 2.a, 4.b, 5.a, 6, 9.a, 10.a, 10.b, 12.b, 12.e, 13.a, 13.b, 14, 15.a, 15.b, 16, 18.a, 18.c, 18.d, 19, 21.b, 24, 28.d.
- Commander, Joint Theater Support Contracting Command-Recommendation 8.
- Director, Joint Center for International Security Force Assistance-Recommendation 12.g.

If possible, please send your comments in electronic format (Adobe Acrobat file only) to spo@dodig.mil. Copies of your comments must have the actual signature of the authorizing official for your organization. We are unable to accept the / Signed / symbol in place of the actual signature. If you arrange to send classified documents electronically, they must be sent over the SECRET Internet Protocol Router Network (SIPR).

We appreciate the courtesies extended to our staff. Please direct questions to Mr. Stanley E. Meyer (703) 604-9130 (DSN 312-664-9130) or Stanley.Meyer@dodig.mil or Stanley.Meyer@dodig.smil.mil.

Kenneth P. Moorefield
Deputy Inspector General
Special Plans and Operations

Executive Summary – Assessment of U.S. Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army

Who Should Read This Report?

Personnel within the Office of the Secretary of Defense, the Joint Staff, the U.S. Central Command (USCENTCOM) and its subordinate commands in Afghanistan, the Military Departments, and Agencies responsible for and engaged in training, mentoring, equipping, and other aspects of the logistical development of the Afghan National Army (ANA) should read this report.

Synopsis

Both North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan (NTM-A/CSTC-A) and the International Security Assistance Force (ISAF) Joint Command (IJC) have important responsibilities and capabilities with respect to the logistical development of the ANA. NTM-A/CSTC-A has the lead responsibility for managing the use of Title 10, U.S.C., fiscal resources, training and equipping the ANA, and Ministry of Defense (MoD) capacity building. IJC is responsible for improving the effectiveness of the ANA through partnering with ANA organizations at Corps and below (operational and tactical units). ISAF has the responsibility to plan, direct, and integrate the contributions of these two commands in support of ANA logistical development.

Previously, the Coalition's primary focus had been on recruiting, training, and fielding the combat units of the ANA. As of July 2011, NTM-A/CSTC-A had exceeded the force generation milestones set for expanding the ANA. However, the Coalition has only recently been able to focus on fielding ANA enabling organizations, to include logistics/maintenance units and supporting structure/infrastructure. The ANA logistics system is therefore at a nascent stage of development. It will take an intensive effort by the Coalition and the Afghan Ministry of Defense/General Staff (MoD/GS) to build an independent and sustainable ANA logistics capability, a complex challenge made even more difficult given that the country's security forces are at war. To succeed in this endeavor will take time, sufficient resources, and strategic patience.

ISAF has taken initiative across a broad front to close the gap between ANA operational support needs and the ANA logistical system's capacity to meet them. These Coalition actions include ANA logistical system planning and design, training, infrastructure, and equipping, as well as accountability and control over necessary contracting, equipment, and services. Specifically, NTM-A/CSTC-A has been constructing supply depots across the regional commands closer to forward deployed ANA Corps and Brigades. A new Army Logistics Command, being established this year under the General Staff, will integrate parts of logistics organizations/ functions from the Logistics Support Operations Center's (LSOC's) Forward Support Group,

along with the Forward Support Depots (FSDs), and Corps Logistics Kandaks[1]. This new command, and its subordinate Regional Logistics Support Commands, will better support the transport and maintenance needs of ANA combat brigades. With NTM-A/CSTC-A support, the MoD has progressed in its capacity to plan, program and successfully expend annual budgets to provide for ANA logistical requirements. Ministerial functions in the areas of logistics management are being fortified. In addition, IJC has deployed its Support Battalions and the Joint Sustainment Command-Afghanistan (JSC-A) has deployed its Sustainment Brigades as partners supporting ANA logistical development, an undertaking comparable to a successful effort in Iraq that achieved impressive results.

Nonetheless, there are significant vulnerabilities and weaknesses in the logistical system, which are identified in the report observations. Among them remains the challenge of establishing a more effective system of oversight with respect to ANA equipment, supplies, and installations. The ability of the ANA to provide this oversight is fundamental to being able to sustain the operational readiness of its forces, prevent fraud, waste, and abuse of ANA materiel and infrastructure; and reduce corruption. Such a system would also contribute to instilling a new cultural ethos of stewardship within the ANA.

Recognizing the need to achieve that goal, ISAF has taken proactive measures, such as an initiative underway to establish a base line inventory of vehicles, weapons, and communications equipment provided the ANA by the Coalition. Efforts to strengthen the capacity of the MoD/GS and ANA to maintain accountability and control over its logistics enterprise are proceeding. ISAF has also identified a parallel need to improve its own internal oversight capability with respect to U.S. appropriated funds used to supply equipment and supplies to the ANA, and is in the process of obtaining additional qualified personnel and establishing programs to do so.

Notable Progress

Although much work remains to be done, there are many noteworthy areas of progress identified in this report under seven distinct focus areas, discussed in detail in Part I. Those areas were:

- High Level Logistics Reviews,
- Contract Oversight,
- Planning, Programming, Budgeting, and Execution,
- Logistical Training,
- Ministry of Defense/Ministry of Interior Cooperation,
- Tactical Logistics Operations**,** and
- Literacy.

[1] A kandak is the Afghan equivalent to a U.S. Army battalion.

Challenges—Areas of Concern

Planning

ISAF lacks a plan that integrates the efforts of the IJC and NTM-A/CSTC-A, in partnership with the MoD/GS, and ANA, to address the complexities of timely development of a core ANA logistics capability, according to a determined timeline and defined end state. There is a significant gap between the growing ANA personnel strength and ANA logistical ability to support its field operations. The ANA still primarily relies on U.S./Coalition Force (CF) logistics support.

This occurred because the U.S./CF previously focused primarily on recruiting, training, and fielding ANA combat units to conduct kinetic operations and support governmental development in key operational areas of the country. The recent emphasis by the U.S./CF, in conjunction with the MoD/GS, to build a sustainable ANA logistics capability presents an extremely complex organizational challenge, especially for a country at war. This has created a growing need for a well-coordinated plan to build this capability while U.S./CF resources are available.

Among other things, this has led to:

- Failure to effectively communicate goals/objectives/timelines/processes throughout the MoD/General Staff (GS), ANA, and CF chains of commands responsible for the development and execution of logistics support operations,
- Inadequate consideration of the impact of planning for drawdown of U.S. forces on ANA logistical development,
- An immature MoD/GS Planning, Programming, Budgeting, and Execution (PPBE) process incapable of developing the requirements and acquiring the equipment/ materials necessary to sustain the ANAs maintenance and logistics systems, and
- Coalition Regional Support Commands (RSCs) being undermanned for the scope of their mission and responsibilities.

Contracting

ISAF and its subordinate commands, NTM-A/CSTC-A and IJC, do not have an integrated planning and execution approach, in concert with DoD contracting authorities, that effectively links contract requirements and performance to the accomplishment of ISAF operational goals and objectives, while also ensuring effective contract oversight.

The sheer magnitude and complexity of the countrywide roles played by contractors in support of the NTM-A/CSTC-A and IJC missions confounds the effects of these contracted services in support of the operational campaign plan. The challenge of coordinating the respective roles and responsibilities of contracting and operational commands further complicates delivery of desired contract effect.

Without well-focused and integrated operational and contracting command joint planning, there has not been a clearly understood common operating picture that ensured contract requirements and performance were well-synchronized with ISAF operational goals and objectives. It has therefore been difficult to maintain appropriate contract oversight and to measure overall

progress generated from the execution of contract services delivered to the various ISAF commands and subordinate units across the Combined Joint Operational Area –Afghanistan.

Training

Kabul-centric combat service support (CSS) logistics training is unlikely to meet requirements or to be fully supported by Corps and below ANA commands and needs to be made more accessible. NTM-A/CSTC-A and MoD/GS have attempted to mitigate this issue by forming Logistics Mobile Training Teams (MTTs), but ANA commanders and logistics staff officers, as well as U.S./CF trainers, were largely unaware of the MTTs, their capabilities, or how to request their support.

Logistics Process and Procedure

The "push" supply process, associated with fielding equipment and supplies to new units or providing ASL materiel to FSDs and Combat Service Support Kandaks (CSSKs), has led to confusion among ANA logisticians and U.S./CF trainers at FSDs and Corps.

This has occurred because:

- There is a significant lack of understanding among ANA logisticians, as well as U.S./CF trainers, about when, why, and how to rely on the push system vice the standard MoD 14 resupply request process (pull system).
- ANA depots and units have become dependent on the Coalition to push supplies to them, so do not see the need to forecast or request supplies (pull) with a MoD 14.
- ANA Commanders, logisticians, and U.S./CF trainers view the MoD 14 process as unreliable and unresponsive.
- There is no MoD 14 feedback/reconciliation process that provides status of a supply item to requesting units.

Other process and procedure issues include:

- MoD 14 supply requests from fielded units are addressed on a "first come, first served" basis, if they are responded to at all; thus operational considerations within the Corps commands are not prioritized and responded to first.
- Copies of MoD Form 9 (issuance documentation) reportedly do not accompany the unit property books, in accordance with (IAW) MoD Decree 4.2, when a fielding unit deploys to its assigned field command location. Nor are the Form 9s made available to Afghan officials at the MoD.
- The ANA procedures for reporting supply discrepancies are confusing and ineffective.
- The process for turning in vehicles destroyed in combat/accidents and removing them from the unit property books is inefficient, confusing, and time-consuming.

Accountability

Issues with accountability include:

- Internal controls for fuel accountability and management are inadequate at some FSDs.
- No one was held accountable when ANA vehicles and equipment were wrecked/damaged due to command/operator negligence.
- Unusable medical supplies were on hand at the 2nd and 5th FSD Class VIII warehouses and loss of accountability for supplies/equipment at the 2nd FSD Class VIII warehouse.

Maintenance

Issues with maintenance include:

- Some ANA Commanders and G4/S4 officers in the Corps and below were not aware of the state of equipment readiness in their subordinate organizations.
- A shortage of Class IX (spare/repair) parts caused a significant vehicle maintenance backlog that negatively affected ANA operational readiness and impeded implementation of the new A-TEMP ANA maintenance contract.
- Difficulty retaining trained ANA mechanics and other skilled logistical professionals who come to the end of their ANA enlistment contract.
- Lack of a long-term capability to operate and maintain a wide variety of gas or diesel-powered generators that supply power to their operational units, particularly away from industrialized areas.

Personnel and Equipment Authorization (Tashkil)[2]

The Tashkils for the LSOC and the General Support Units (GSUs) do not support the current mission requirements of those organizations. The LSOC's manning shortfalls were having an adverse effect on the command and control over the MoD/GS supply chain, impacting all classes of supply, as well as weapons systems management. At the brigade level, the GSUs were not capable of planning and executing their core installation support functions due to insufficient authorization of personnel and critical equipment.

Commanders' Unit Assessment Tool (CUAT)

There is a lack of feedback from IJC to the Afghan National Security Forces (ANSF) Development Directorates in the Regional Commands (RCs) on Commander's Unit Assessment Tool (CUAT) trend analysis/data/ recommendations. The result is that the ANSF Directorates in each RC may not be able to monitor effectively the output and eventual outcome of CUAT-related guidance and resource decisions made at IJC, nor would they have visibility of trends across the other RCs that might be of value in their RC. Additionally, the CUAT does not capture the actual capability/ effectiveness of ANA logistics/maintenance systems at corps and below. IJC is unable to measure with sufficient detail progress toward development of an enduring logistics/maintenance capability in ANA corps/brigades/kandaks. This could delay transition from ISAF-led to ANA-led logistics/maintenance operations.

[2] The Afghan document that authorizes personnel and equipment for an organization—similar to a U.S. Modified Table of Organization and Equipment (MTOE).

Recommendations Table

Office of Primary Responsibility	Recommendations Requiring Additional Comment/Information	No Additional Comments Required at This Time
Commander, ISAF/U.S. Forces-Afghanistan	1, 3	2.b
Commander, ISAF Joint Command		11, 12.f, 22.b,29, 30
Commander, NTM-A/CSTC-A	2.a., 4.b, 5.a, 6, 9.a, 10.a, 10.b, 12.b, 12.e, 13.a, 13.b, 14, 15.a, 15.b, 16, 18.a, 18.c, 18.d, 19, 21.b, 24, 28.d	4.a, 5.b., 7.a, 7.b, 9.b, 12.a, 12.c, 12.d, 17, 18.b, 20, 21.a, 21.c, 22.a, 23.a, 23.b, 25, 26.a, 26.b, 27.a, 27.b, 28.a, 28.b, 28.c
Commander, Joint Theater Support Contracting Command	8	
Director, Joint Center for International Security Force Assistance	12.g	

Please provide comments by January 11, 2012.

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Introduction

Background

This is the twelfth in a series of reports published by the Office of Inspector General's Special Plans and Operations Directorate that focus on the train and equip missions in Iraq, Afghanistan, and Pakistan. General areas discussed in these reports include:

- Accountability of weapons transferred to the Iraq and Afghan Security Forces,
- Accountability of night vision devices transferred to the Iraq Security Forces,
- Effectiveness/responsiveness of the Foreign Military Sales system in support of the Iraq and Afghan Security Forces,
- Logistics development of the Iraq and Afghan Security Forces,
- Effectiveness of U.S. and Coalition efforts to develop the Iraq and Afghan Security Forces, and
- Review of the Coalition Support Fund Program and other DOD security assistance/cooperation programs with Pakistan.

Previous reports on these subjects may be viewed at http://www.dodig.mil/spo/reports.html.

Public Laws

Congress appropriated $38.46 billion to the Afghanistan Security Forces Fund in Public Laws 109-13, 109-234, 109-289, 110-28, 110-161, 110-252, 111-32, 111-118, and 112-10. These Public Laws define the "train and equip" mission performed in Afghanistan. The laws specify use of the funds in support of the security forces of Afghanistan.

Objectives

On February 14, 2011, the DODIG announced the "Assessment of U.S. Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army," (Project No. D2011-D00SPO-0172-000). The objectives of this assessment were to determine whether:

- Planning and operational implementation of efforts by U.S./Coalition Forces (U.S./CF) to train, advise, and assist in the development of an enduring logistics sustainability capability for the Afghan National Army (ANA) were effective. This included evaluating output/outcome in ANA logistical and operational organizations resulting from U.S./CF involvement in developing Ministry of Defense (MoD)/General Staff (GS)/ANA logistics support processes.

- Plans, training, preparation, and designated missions of International Security Assistance Force (ISAF)/U.S. Forces-Afghanistan (USFOR-A), North Atlantic Treaty Organization (NATO) Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan (NTM-A/CSTC-A), and ISAF Joint Command (IJC) to train, advise, and

assist in the development of an enduring logistics sustainability capability for the ANA were integrated across all levels of U.S./CF commands/staffs, as well as with the MoD, and address ANA operational needs.

This report consists of nine separate sections.

- Notable Progress,
- Planning,
- Contracting,
- Training,
- Logistics Process and Procedure,
- Accountability,
- Maintenance,
- Personnel and Equipment authorization (Tashkil)[3], and
- Commander's Unit Assessment Tool (CUAT).

[3] The Afghan document that authorizes personnel and equipment for an organization—similar to a U.S. Modified Table of Organization and Equipment.

PART I – NOTABLE PROGRESS

Working Towards Transition

An important goal of the International Security Assistance Force (ISAF) in Afghanistan is to successfully transition security responsibility to the Government of the Islamic Republic of Afghanistan (GIRoA). Through the efforts and leadership of ISAF, IJC, and NTM-A/CSTC-A working at all levels of the MoD, General Staff (GS), and ANA, progress has been made in the area of developing an independent logistical capability to support ANA military operations.

High Level Logistics Reviews

ISAF established a joint IJC/NTM-A/CSTC-A Logistics Council of Colonels and Logistics 2-Star Steering Committee that have been maintaining a dialogue, identifying and recommending actions regarding significant MoD/ANA logistics challenges and issues. These venues combine both the U.S./Coalition trainers and operators in a forum to address logistics problems and issues that are then coordinated with their MoD and Afghan GS G4 counterparts.

The Afghan GS G4 hosted a two-day logistics and maintenance seminar in Kabul on 12 and 13 June 2011. The corps G4s, brigade S4s, property book officers, maintenance officers, and other key leaders were required to attend the seminar. The GS G4 planned and executed this seminar, with very little Coalition assistance. The seminar focused on the:

- Newly issued MoD Manual for Organization and Functions that defined logistics organizational roles and responsibilities carried out by ministry offices, the MoD Logistics Command and Acquisition Agency, ANA General Staff, and ANA units at corps and below.
- Recently issued MoD decrees that cover core ANA logistical system requirements for maintenance, transportation, supply, and accountability functions.

The seminar also provided clarification regarding the Coalition/MoD "push process" versus the "pull process." The push process sends down the supply chain authorized equipment, repair parts, and other supplies not yet provided to recently fielded ANA units. It is also being used to establish repair/spare parts Authorized Stockage Lists (ASLs) at Forward Supply Depots (FSDs). The "pull process" requisitions re-supply to sustain already-fielded ANA units using the MoD Form 14 request process.

Regional Command (RC)-Southwest has established a logistics-focused Council of Colonels and is working to gain a common operating picture[4] of the logistics issues facing the ANA.

The 209th Corps Command Sergeant Major organized a 3-day leadership seminar for all Command Sergeants Major within the Corps that was intended to enhance their understanding of the importance of the non-commissioned officer (NCO) mission and to underscore the value of the NCO role in the life of the Afghan soldier to the command. Logistical issues were at the forefront of his message to his NCOs.

[4] A single identical display of relevant information shared by more than one command. A common operational picture facilitates collaborative planning and assists all echelons to achieve situational awareness. Also called COP.

Contract Oversight

The recently established Training Program Support Office (TPSO) of NTM-A/CSTC-A, supported by the Office of the Secretary of Defense, Acquisition, Technology, and Logistics (OSD AT&L), Department of the Army AT&L, and the Defense Contract Management Agency, will integrate management and oversight of key contracts to train and mentor MoD/ANA and Ministry of Interior (MoI)/Afghan National Police (ANP) personnel. This will help to ensure that the collective impact of over 700 of these contracts enables NTM-A/CSTC-A and IJC mission accomplishment and enhances fiscal resource stewardship.

On a related note, IJC/Task Force 101 has further developed a database that provides comprehensive oversight of all contracts and contractors supporting the train, equip, and mentor mission in its RC-East area of operations, a project initiated by its predecessor, Task Force 82.

NTM-A/CSTC-A also is working to allow the MoD/GS/ANA to manage some of their own logistics sustainment contracts, providing training on these processes, while further developing the Afghan ability to sustain their infrastructure, equipment and operations.

Planning, Programming, Budgeting, and Execution

NTM-A/CSTC-A has begun an intensive training program to address the critical importance of developing the MoD/GS capabilities to execute the planning, programming, budgeting, and execution processes so that the ministry and army command and staff have the capability to support their logistical functions and sustainment needs. Currently, 15 MoD/GS departments are participating in this process. The U.S. Ministry of Defense Advisors program provides the primary trainers.

Logistical Training

Formal training in logistical/maintenance specialties has increased and is improving. Examples include:

Figure 1. Combat Service Support School in Kabul

- Certified Afghan military trainers – “Afghans training Afghans” - present many of the logistics training courses at the Combat Service Support School in Kabul.
- The IJC/Combat Logistics Battalion 8 of the Marine Corps Logistics Command, RC-Southwest (RC-SW), has organized and is administering a logistics training school

for the 5th Combat Service Support Kandak[5] (CSSK), 2nd Brigade, 215th Corps of the ANA.

- The ANA is transitioning to lead responsibility, with NTM-A/CSTC-A-contracted training support, for performing tactical-level vehicle maintenance at all CSSKs organic to ANA combat brigades.
- The U.S. Sustainment Brigade in RC-East and NTM-A/CSTC-A has trained seventy ANA personnel of the 203rd Corps on vehicle operator maintenance.
- By restructuring and redistributing trainer capability, the Afghan National Security Force (ANSF) Development Section in RC-North developed and implemented a plan that ensures all the ANA 209th Corps kandaks have Coalition teams assigned to provide them logistics support/training.

Ministry of Defense/Ministry of Interior Cooperation

Figure 2. Before and After: MoI Weapons Refurbished by the MoD

MoD cooperation with the MoI now includes support from the MoD Logistics Command Weapons Repair Facility at the Central Workshop, which is conducting technical inspections, malfunction checks, and limited repair for 10,000 Afghan National Police AK-47 rifles. Reports from the field indicate that trust and cooperation between the ANA and ANP is improving, albeit slowly. As violence has subsided in some areas, the ANP has been able to assume primary security responsibility from the ANA.

Tactical Logistics Operations

ISAF has prioritized the development, by 2014, of the sustainable and functional logistics capability required to support the ANSF. Progress has occurred. Examples include:

- The ANA 201st Corps effectively planned and executed a logistical support operation in Nuristan province that provided additional capability necessary to fortify the operationally vulnerable Afghan Border Police (ABP)/Afghan Uniformed Police (AUP) base at Barg-e-Metal along the northeastern border with Pakistan.
- Convoy training conducted by IJC/RC-South's 1225th Combat Service Support Battalion, 7th Sustainment Brigade, and a Bulgarian Operational Mentor and Liaison

[5] A kandak is the Afghan equivalent to a U.S. Army battalion.

Team (OMLT), partnered with the Tennessee National Guard, enabled the ANA 205th Corps Logistics Kandak (CLK) to execute its first logistic resupply convoy operation.

Literacy

Developing a sustainable ANA logistics capability requires soldiers with effective literacy skills. Arguably, literacy is some of the most important ANSF training conducted today. In the past year, literacy training provided by NTM-A/CSTC-A, utilizing over 2,000 contracted Afghan instructors, has increased the number of ANA soldiers qualified to read and write at the 1st grade level from 4,294 to 14,047. Currently a requirement in basic and advanced ANA training courses, ANA leaders and soldiers are uniformly committed to the literacy program. "My eyes are now wide open," said one ANA soldier in RC-SW, after completing his initial literacy training course.

PART II –PLANNING

Observation 1. An Integrated Plan to Develop Afghan National Army Logistics Capability

ISAF lacks a plan that integrates the efforts of the IJC and NTM-A/CSTC-A, in partnership with the MoD, GS, and ANA, to address the complexities of achieving timely development of an essential core ANA logistics capability, according to a determined timeline and defined end state. There is a significant gap between the growing ANA personnel strength and ANA logistical ability to support its field operations. The ANA still primarily relies on U.S./Coalition logistics support.

This occurred because the U.S./Coalition previously focused primarily on recruiting, training, and fielding ANA combat units to conduct kinetic operations and support governmental development in key operational areas of the country. The recent emphasis by the U.S./Coalition, in conjunction with the MoD/GS, to build a sustainable ANA logistics capability presents an extremely complex organizational challenge, especially for a country at war. This has created a growing need for a well-coordinated plan to build this capability while U.S./Coalition resources are available.

Past and current efforts of U.S./Coalition logistics partner units, mentors, and trainers, operating in commands with distinct but overlapping roles and responsibilities, have been periodically divergent and insufficiently leveraged. Mentors at all levels of the NTM-A/CSTC-A and IJC have not sufficiently synchronized their various efforts to build ANA logistical capability, which has created gaps in coordination and execution of the logistics development mission. Without an integrated and well-executed plan for developing essential ANA logistical functions, ISAF risks prolonging dependency on U.S./CF support. This could delay development of an ANA that can provide logistical support sufficient to sustain independent ANA operations.

Applicable Criteria (See Appendix C, Numbers 5, 7, 25, 27, 32, and 34, for additional details.)

- Army Field Manual 3-24/Marine Corps Warfighting Publication 3-33.5, "Counterinsurgency," December 2006.
- Center for Army Lessons Learned Handbook 10-08, "Partnership: Development of Logistics Capabilities," November 2009.
- DOD Instruction 5000.68, "Security Force Assistance (SFA)," October 27, 2010.
- DOD 4140.1-R, "DOD Supply Chain Material Management Regulation," May 23, 2003.
- IJC Operation Order OMID 1390 001-2010, "ISAF Joint Command Operations in Afghanistan" –Annex R: Logistics, October 9, 2010.
- Joint Publication 3-07.1, "Joint Tactics, Techniques, and Procedures for Foreign Internal Defense," April 30, 2004.

Discussion

While there is an increased emphasis on development of ANA logistics and maintenance

capability during the current "year of the enabler,"[6] ISAF does not have an integrated plan to ensure unity of effort regarding development of an enduring ANA logistics capability that will meet current and future operational support requirements of its growing ANA combat forces. Such a plan is necessary to ensure a successful transition to Afghan security forces lead by 2014. U.S./CF efforts to build ANA logistics capacity were largely deferred until recent years due to the strategic emphasis placed on fielding additional ANA combat units. The U.S./Coalition continues to play a prominent role in providing logistical support to the ANA.

IJC and NTM-A/CSTC-A each have responsibilities for development of certain components of the development of the overall ANA logistics capability, but these responsibilities also overlap in terms of training and mentoring a range of ANA logistical functions. The absence of an ISAF plan, which ensures that the two commands jointly align and synchronize between themselves and with the ANA to achieve the most efficient implementation of resources, has periodically created gaps or redundancies in the overall effort.

Recent logistical development incidents have occurred which underscore the need for a well designed logistical plan. For example, the MoD/GS, with assistance from NTM-A/CSTC-A, recently decided to organize an Army Support Command (ASC), with subordinate Regional Logistics Support Commands (RLSCs), incorporating the existing CLKs, now assigned to each corps, and different lines of MoD and GS/ANA command and control that would phase in over the course of 2011. (See Figure 3 and 4 below.)

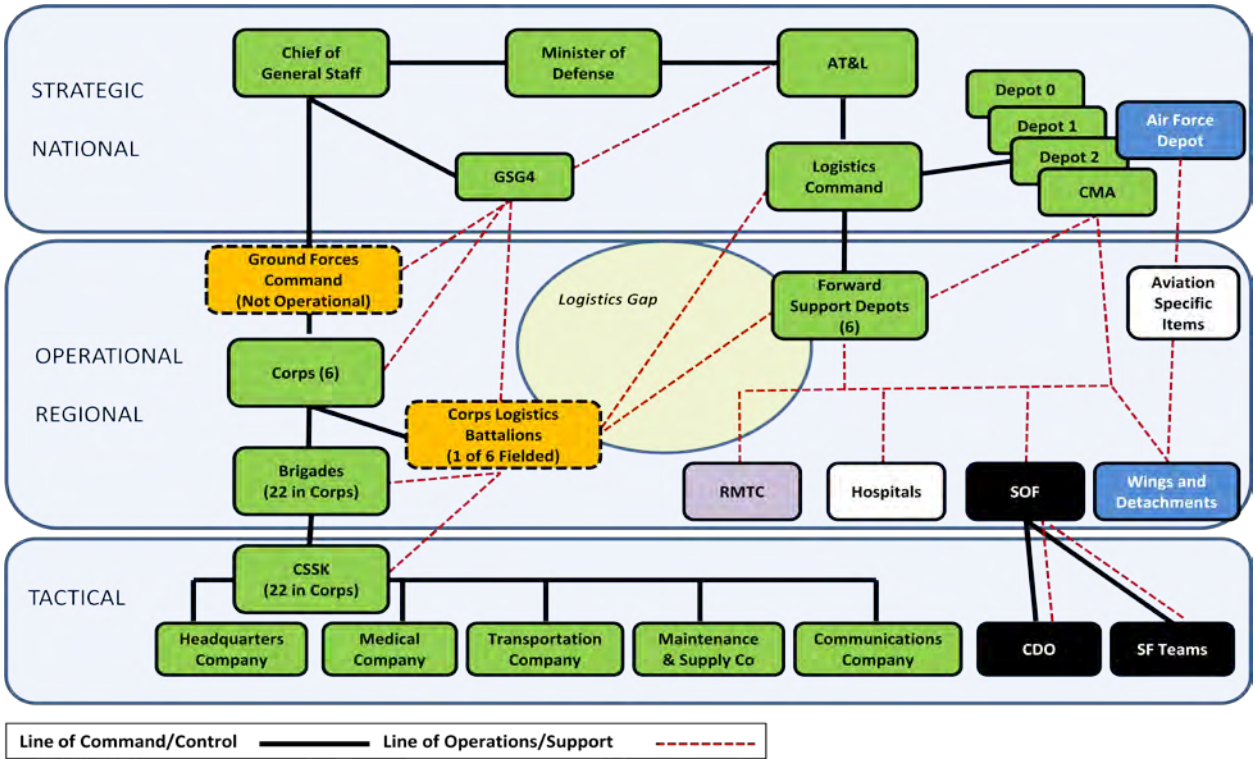

Figure 3. Current ANA Logistics Structure **Source: NTM-A/CSTC-A, 9 March 2011**

[6] NTM-A/CSTC-A is now fielding combat enabling units, such as engineer, transportation, and maintenance units.

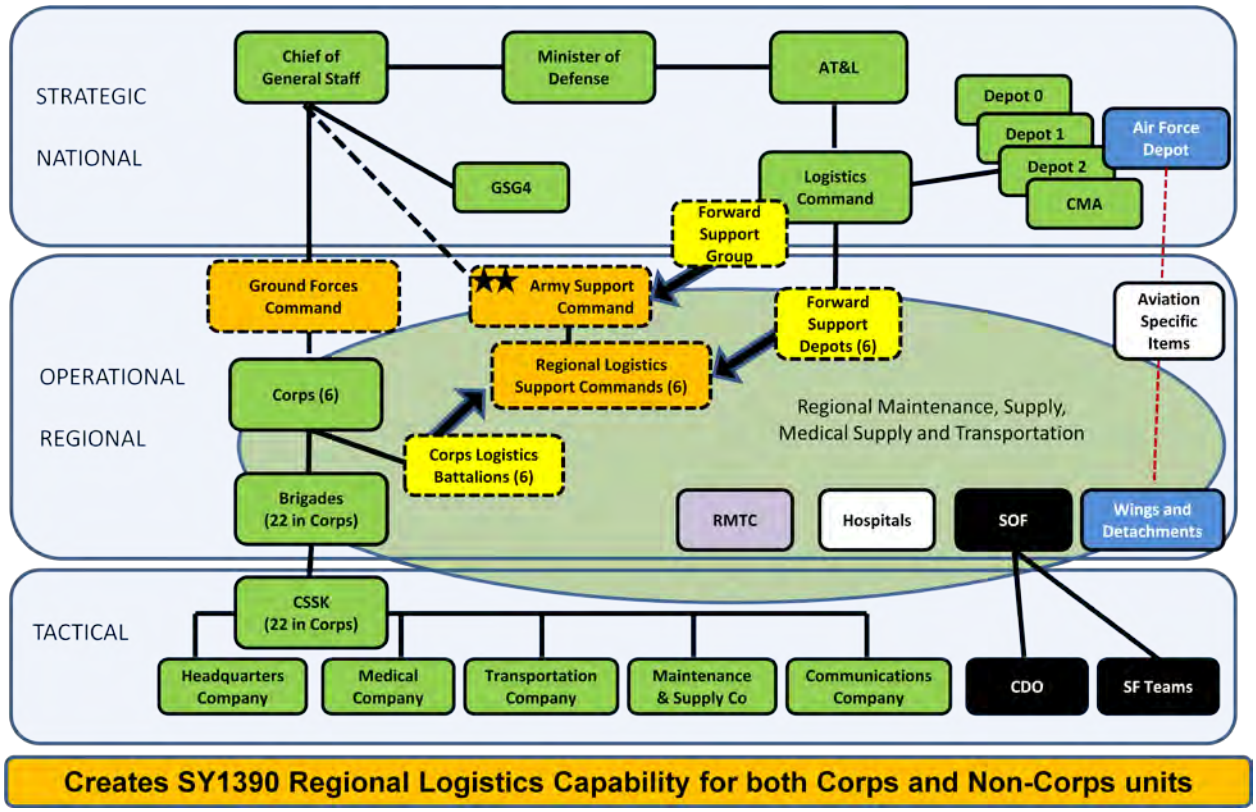

Figure 4. Proposed ANA Logistics Structure **Source: NTM-A/CSTC-A, 9 March 2011**

This was likely to be a challenging realignment under any circumstances. But, because of the lack of a well-understood logistical development plan, with defined goals, objectives and timelines, and efficiencies to be gained by the organizational changes, implementation of the new logistics organizational structure was initially not sufficiently understood and coordinated between ISAF, NTM-A/CSTC-A, IJC, MoD, and GS. Well-synchronized implementation guidance was not jointly agreed and conveyed to ANA units and their mentors, with resulting confusion and initial failure to execute.

A comparable circumstance occurred in the recent initial phase of the implementation of the NTM-A/CSTC-A "Afghanistan-Technical Equipment Maintenance Program" (A-TEMP) contract intended to transfer lead responsibility for vehicle maintenance at the ANA brigades to their assigned CSSKs, with contract mentoring back-up support. This represents a significant shift towards the ANA beginning to take the logistical lead. However, without sufficient advance preparation based on guidance flowing from a well-understood logistical plan, the implementation of A-TEMP was initially problematic and not well understood by the ANA or its logistical field mentors.

For their part, U.S./CF and MoD/GS leaders and staffs recognized the confusion and concern over recent steps to improve the ANA logistical organization structure and maintenance capability. Among other things, the Afghan MoD and GS, supported by ISAF and its subordinate NTM-A/CSTC-A and IJC commands, hosted a two-day logistics/maintenance seminar in Kabul on June 12 and 13, 2011. The corps G4s, brigade S4s, property book officers

(PBOs), maintenance officers, and other key leaders were required to attend the seminar, which focused on the logistical restructuring of the ANA and A-TEMP maintenance contract purposes and execution issues.

The development and implementation of an integrated ANA logistics development plan would focus the efforts of ISAF, IJC, NTM-A/CSTC-A, and the MoD/GS more efficiently and effectively to meet predefined, minimum essential ANA logistical capabilities. The plan would also clearly define the related organizational structures required at strategic, operational, and tactical levels by 2014. U.S. Army doctrine in FM 3-24, "Counterinsurgency," notes that logisticians must prepare to provide support across all lines of operations (LLOs) visualized and articulated by the commander. They are often no longer the tail, but the nose, of the COIN force. The continuing logistical transformation of the ANA would benefit from a cohesive joint U.S./Coalition and ANA logistics planning strategy developed on this analytical foundation.

Having such a plan becomes even more imperative given that developing a logistical system is a complex mission requiring the complementary but parallel formation and execution countrywide of many interrelated functions--equipment procurement and acquisition, management of supply depots, transportation of materiel, and vehicle and other equipment maintenance. These logistics functions have to be effectively linked from ministerial to infantry brigade level and below in order to provide sustained support to the ANA forces countrywide consistent with their war-time operational requirements. In addition, time becomes an increasingly diminishing resource between now and 2014, as do the U.S./Coalition forces available to train/mentor/partner the ANA in developing this capability.

Careful planning and execution will be key to leveraging the U.S./Coalition use of resources and the momentum now being generated towards building the necessary ANA logistical system.

Recommendation

1. Commander, International Security Assistance Force/U.S. Forces-Afghanistan, in coordination with the International Security Assistance Force Joint Command, the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan and the Ministry of Defense/General Staff, develop an integrated Afghan National Army logistics development plan that defines minimum essential logistics/maintenance capabilities required through 2014 and beyond.

Management Comments

ISAF concurred with this recommendation. As part of the ongoing review and revision of the ISAF Campaign Plan, the development of the Afghan National Security Forces Plan of Record addresses Recommendation 1. Annex 2 to Annex A, which relates to ANSF development (including logistics sustainment), is still being staffed with a suspense of 15 December 2011. The Annex will provide guidance that defines the minimum essential capabilities for operations and logistics/maintenance of the ANSF out to 2017. The plan includes a method for measuring the overall effectiveness of the ANSF as a fighting force and whether it is capable of sustaining itself.

Our Response

ISAF comments were responsive. We request a copy of those sections of the Afghan National Security Forces Plan of Record applicable to Recommendation 1.

Observation 2. Effective Communication of Afghan National Army Logistic Goals, Priorities, Plans, Processes, and Procedures

Communication of the current/future logistics development goals and priorities to develop the ANA logistical system was not consistent and effective throughout the MoD/GS, ANA, and CF chains of commands.

The communication void has occurred because ISAF and the MoD/GS have not developed and executed a communication strategy for ensuring that significant changes in the concept and operations of the logistical system of the MoD/GS/ANA are thoroughly explained and understood by responsible ANA leaders and staff, and U.S./Coalition Forces sufficiently in advance of their being implemented.

Ineffective communication of the new ANA logistic organizational strategy created confusion and disruption in implementation in what already promised to be a challenging set of changes in ANA logistical system operations. It also contributed to a lack of confidence among ANA field commanders and logisticians as to the purpose and value of the intended new organizational structure.

Applicable Criteria (See Appendix C, Numbers 7, 18, 19, 25, and 32, for additional details.)

- Center for Army Lessons Learned Handbook 10-08, "Partnership: Development of Logistics Capabilities," November 2009.
- Decree 467, "Organizational Structure," October 2010.
- Decree 5001, "Ministry of Defense Organization and Functions Manual," March 29, 2011.
- DOD Instruction 5000.68, "Security Force Assistance (SFA)," October 27, 2010.
- IJC Operation Order OMID 1390 001-2010, "ISAF Joint Command Operations in Afghanistan" – Annex R: Logistics, October 9, 2010.

Discussion

There was a general lack of understanding by both ANA commanders and logisticians at corps and below, and their U.S./CF partners/mentors/trainers, regarding current and anticipated equipment fielding and other key ANA logistical development actions. This resulted in:

- Confusion over what equipment/supplies would be "pushed", and for what purpose, rather than "pulled" (field requested for resupply/sustainment),
- Concerns about equipment going to fielding units when units already in the fight were short the same equipment,
- Failure to identify/understand the implications of the new A-TEMP contract transferring maintenance responsibilities to the ANA,
- Corps commanders diverting pushed equipment to units other than those intended, and

- Confusion over what constituted acceptable issue documentation—push letters or MoD Form 9, original forms/signatures or copies, etc.

The pending logistics structure reorganization, a critical planning objective for the MoD/GS and ANA that would realign ANA logistical functions under the new Army Support Command (ASC) and subordinate Regional Logistics Support Commands (RLSCs), was not effectively communicated to relevant ANA and U.S./CF stakeholders. Key ANA officers in the Logistics Command, along with their U.S./CF trainers, expressed concern about this pending logistical reorganization and did not understand its timing or affect on their operations.

According to the Commander, Logistics Command, pending logistics structure reorganization would re-align current Forward Support Group (FSG) functions under the ASC. The FSG Commander stated that he was concerned about orders received from MoD/AT&L that directed FSGs to stand-down before the new ASC was operational and able to assume functions previously performed by the FSG. He was also worried about how to avoid potential equipment and supply accountability problems as the command functions consolidated.

Another gap in communication to field level units involved the new A-TEMP maintenance contract that transferred maintenance responsibility at brigade and below from RM-Asia, the previous contractor to ANA mechanics at the CSSKs. The A-TEMP would provide contracted trainers for the ANA mechanics at the CSSK level as mentors but they would not actually perform the vehicle maintenance. NTM-A/CSTC-A, with the agreement of the MoD/GS, had let the new contract and initiated an implementation plan.

However, there was a delay with the transfer from the previous vehicle maintenance contractor, RM-Asia, to the MPRI contractor. ANA officers, to include corps commanders, were unaware that their contracted direct maintenance support was being withdrawn and that the responsibility would fall immediately on their brigade-level CSSK mechanics. Several corps commanders expressed concern that there was significant risk in the implementation of the program, given the scarcity of qualified ANA mechanics, including those with a sufficient level of literacy, to assume new maintenance responsibilities. In the course of the review, NTM-A/CSTC-A briefed the OIG team on the mitigation strategies that MoD/GS had put in place, with NTM-A/CSTC-A assistance, to reduce this risk and keep readiness levels manageable. ANA commanders and logisticians at corps and below, and their U.S./CF trainers, did not understand these mitigation strategies very well.

In summary, developing a strategic communication plan to explain the new MoD/GS logistics command structure, logistics goals, current fielding plans and procedures, timing, roles, and responsibilities to ANA commanders and staff, and their supporting U.S./CF personnel, will contribute to better coordination and execution of those plans.

Recommendations

2.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, mentor the Ministry of Defense/ General Staff to establish and implement a strategic communication plan to explain current/ future logistics development goals, priorities, plans, processes and procedures to responsible Afghan National Army commanders and staff.

2b. Commander, International Security Assistance Force/U.S. Forces-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, establish and implement a strategic communication plan to explain current and future Afghan National Army logistics development goals, priorities, plans, processes and procedures to responsible U.S./Coalition personnel.

Management Comments

NTM-A/CSTC-A concurred with comment with Recommendation 2.a, noting that effective communication is the core element for a significant improvement to the logistical sustainment of the ANA. A joint planning team (JPT) was formed called "The Phoenix Group" to build a logistics system that the Afghans want and will use in the post-coalition era. The Phoenix Group is led by ISAF CJ-4, with representation from Deputy Commander–Army (DCOM-A), DCOM-Programs, NTM-A CJ4, CJ7, CJ ENG, IJC Coalition CJ4, USFOR-A, and Joint Sustainment Command-Afghanistan (JSC-A). They meet on a weekly basis. The Phoenix General Officer Steering Committee met on July 9, 2011 to provide the planning guidance to the Phoenix JPT. The next meeting is scheduled for October 1, 2011 and will include MoD General Officers involved in ANA logistics.

ISAF concurred with Recommendation 2.b, noting that, although there had been a fairly comprehensive attempt to communicate logistical development plans for the ANSF to both internal and external audiences, the lack of detail in the plan itself challenges the ability to communicate in a detailed, proactive way. The Afghan National Security Forces Plan of Record, approved in October 2011, will improve the content and therefore the value of those strategic communications.

Our Response

The NTM-A/CSTC-A comments to Recommendation 2.a were responsive. We request a copy of the minutes from the 1 October 2011 General Officer Steering Committee meeting, documenting the involvement of MoD General Officers in the ANA logistics development process.

ISAF comments to Recommendation 2.b were responsive. No further action is required.

Observation 3. Partnering with Afghan National Army Logistics Units at Corps and Below

JSC-A and Brigade Combat Team (BCT) Brigade Support Battalions (BSBs) perform a critical ANA logistics partnering role at corps and below in maintenance, supply, and transportation. However, the ability to perform this critical function may be lost in the initial phases of the pending drawdown of U.S. forces.

At the time of the assessment, ISAF had no written order directing the JSC-A to perform the logistics partnering mission, putting the critical logistics partnering function at risk. Furthermore, the importance of the role U.S./CF units perform in the partnering/mentoring of the development of vital ANA logistic functions at ANA corps and below levels may not be sufficiently recognized, leading to the precipitous withdrawal of the logistical partnering/ mentoring units from Afghanistan.

The loss of Coalition logistical units, mainly U.S. Sustainment Brigades and BSBs, to partner with ANA logistics organizations at corps and below when the ANA is in the early stage of developing its logistical system could lead to a failure to institutionalize concepts, processes, and procedures promulgated in MoD logistics decrees. This could impede development of an enduring, independent ANA logistics sustainment capability.

Applicable Criteria (See Appendix C, Number 31, for additional details.)

- Headquarters, ISAF, "Partnering Directive," (NATO/ISAF UNCLASSIFIED), August 29, 2009.

Discussion

There is an increased emphasis on development of ANA logistics/maintenance capability during the current "Year of the Enabler" to build this critical ANA capability, which has lagged development of combat units and led to dependency on U.S./CF logistical support.

Only about 50 percent of the ANA soldiers who require logistics/maintenance specialties have had formal training. On-the-job training, primarily by partnered U.S. Sustainment Brigades and BSBs, with some contractor support, will supposedly overcome this shortfall in capability.

While progress is being made in developing ANA corps and subordinate units' logistics performance, IJC staff and operational and tactical officers shared their perceptions regarding partnering with the ANA at the tactical level and below. They maintained that the keys to success for corps and below were:

- Ensuring partner/trainer commitment and qualifications,
- Extent to which ANA units receive logistical partnering/mentoring/training,
- Developing standardized partnering/mentoring/training of ANA logistical functions,
- Developing an ANA logistical culture that understands its importance at all unit levels, and

- Defining clear roles and responsibilities for ANA logistical partnering, training, and development at IJC and RCs.

A senior TF 101 commander stated that "Coalition partnering is key to progress in establishing a sustainable ANA logistics capability and therefore to a successful transition strategy." While the 101st Sustainment Brigade has played a key role in logistics partnering/mentoring of the ANA corps in the RC-E area of operations, it lacks the personnel resources to assume additional responsibility for the newly formed ANA CLK logistical unit deploying to the 203rd Corps.

The Commander of NTM-A/CSTC-A's Regional Support Command-East (RSC-E) stated that RC-E did not have the resources to cover additional logistics partnering responsibilities while the U.S Sustainment Brigades were already performing three major missions:

- Supporting the CF,
- Supporting the ANSF, and
- Partnering with the ANSF.

Given the state of ANA logistical capability, an inability to partner with newly deployed ANA logistics units intended to perform a core logistics function presented a significant problem.

According to RC-E senior officers, ANA brigade commanders do not, in general, take responsibility for or systematically address logistics development and support issues. Moreover, there is little confidence within ANA units in the current ANA log supply, infrastructure, and maintenance support system, which has not proven sufficiently responsive and reliable. It is essential for now that the Coalition/regional commands provide a parallel ANA logistics partnering system to build ANA understanding, capability, and confidence until the system becomes self-reliant.

There was significant command awareness of the critical relationship between mission success and the successful partnering by IJC and JSC-A at corps and below. However, at the time of the assessment, there was no written ISAF or IJC order specifically directing the JSC-A or subordinate Sustainment Brigades to perform logistical partnering with the ANA. These organizations had recognized the importance of doing so and incorporated this requirement into their internal mission statement. IJC has since published a FRAGO directing JSC-A to partner with ANA logistics organizations at corps and below.

Both Commander, IJC, and the Deputy Commanding General, (DCG)-Support, USFOR-A, commented on options being developed for Commander, ISAF and USFOR-A, regarding the "optimization of the force" (drawdown) later this year. Some of those options included reduction in the BSBs and the Sustainment Brigades, which could negatively affect partnering with ANA logistics units and logistics development. Additionally, the reduction in JSC-A structure impacting the Sustainment Brigades will have a negative effect on the on-going effort to partner with ANA logistics/maintenance organizations and slow, if not stop, the development of a sustainable ANA logistics system. This could have a mid-to-long term impact on the viability of ANA combat formations and jeopardize the overall success of U.S./CF efforts in Afghanistan.

Recommendations

3. Commander, International Security Assistance Force/United States Forces-Afghanistan, in coordination with the International Security Assistance Force Joint Command and Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, ensure the integrated Afghan National Army logistics development plan (Recommendation 1) identifies primary and alternative options for Coalition resources required over time to accomplish the mission of building a self-sustaining ANA logistical system at all levels of the Ministry of Defense/General Staff and Afghan National Army.

Management Comments

ISAF concurred with Recommendation 3. The Afghan National Security Forces Plan of Record, approved in October 2011, identifies desired and alternative options for resources provided by coalition members to meet the goals of the campaign plan and the development of a self sufficient ANSF. Annex 2 to Annex A, which relates to ANSF development (including logistics sustainment), is still being staffed with a suspense of 15 December 2011.

Our Response

ISAF comments were responsive. We request a copy of those sections of the Afghan National Security Forces Plan of Record applicable to Recommendation 3.

Observation 4: Ministry of Defense/General Staff Planning, Programming, Budgeting, and Execution Process

Due to the immature MoD/GS Planning, Programming, Budgeting, and Execution (PPBE) process, MoD/GS personnel are incapable of developing the requirements and acquiring the equipment/materials necessary to sustain the ANA maintenance and logistics system.

This has occurred because:

- NTM-A/CSTC-A only recently began to focus on developing the PPBE process within the MoD and the MoD/GS became dependent on U.S./Coalition expertise.
- Most of the senior leaders and primary staff officers in the MoD/GS do not yet sufficiently understand the PPBE process or appreciate its importance.
- A lack of training and resources, especially computer hardware and software, and a financial database, along with a shortage of qualified personnel sufficiently familiar with budget planning, programming and budgeting among key MoD/GS personnel impede PPBE development.
- MoD Finance (MoD-F) and the MoD Programs and Analysis Directorate (P&A) have an ongoing, 3-year dispute which hinders P&A's effectiveness and attainment of self-sufficiency.

The inability of the MoD/GS to execute the PPBE process that identifies requirements and acquires equipment and materials necessary to sustain the ANA's maintenance and logistics systems could delay the transition of these functions from the Coalition to the MoD/GS.

Applicable Criteria (See Appendix C, Numbers 19, 22, 36, and 38, for additional details.)

- Decree 5001, "Ministry of Defense Organization and Functions Manual," March 29, 2011.
- DOD Directive No. 7045.14, "The Planning, Programming, and Budgeting System (PPBS)," November 21, 2003.
- NTM-A/CSTC-A's "Afghan Ministry of Defense Programming & Analysis Department Strategic Plan for Self-Sufficiency," December 23, 2010.
- NTM-A/CSTC-A's "Ministerial Development Plan for the Assistant Ministry of Defense for Strategy and Policy," March 2011.

Discussion

> The PPBES is a cyclic process containing three distinct but interrelated phases: planning, programming, and budgeting. The ultimate objective of PPBE is to provide the operational commanders the best mix of forces, equipment, and support attainable within fiscal constraints. The purpose of the PPBE system is to produce a plan, a program, and finally a budget.[7]

[7]DOD Directive No. 7045.14, The Planning, Programming, and Budgeting System (PPBS), pages 1-2.

NTM-A/CSTC-A has recognized the importance of developing the MoD/GS capabilities to execute the PPBE process and begun an intensive training effort to rectify this shortcoming. While the MoD/GS/MoD-F can execute a budget to a limited extent, they have not developed a planning and programming capability that links these functions to the sustainment of ANA logistical functions and needs.

The Afghan Minister of Defense has issued Defense Capabilities Planning Guidance (DCPG) to the ministerial departments and the GS. The DCPG states:

> Defense Planning Guidance (DPG) enables future military operations by identifying those required operational capabilities necessary to conduct the entire spectrum of operations. In this regard, MoD takes measures to supply personnel, equipment, resources, vehicles, and achieve required capabilities to fight against current and contingency threats in coordination with the donor countries.[8]

The Assistant Minister of Defense for Strategy and Policy (AMoD S&P), MoD-Finance, and the GS Budget and Finance Directorate (GS-G8) are the primary MoD/GS organizational entities responsible for developing, planning and implementing budgetary strategy and policy and the Minister's program planning objectives. However, they are incapable of developing the requirements and acquiring the equipment/materials necessary to sustain ANA maintenance and logistics systems.

The NTM-A/CSTC-A CJ-5 Ministerial Development Plan for AMoD S&P states that AMoD's S&P department "acts as the principal advisor to the Minister of Defense for all matters concerning defense policy and planning, and the integration and oversight of MoD policy and plans to achieve national security objectives". The plan goes on to state that, "The end state for the development of the AMoD S&P will be attained once it demonstrates the ability to complete its core tasks of defense policy, planning, programming, force management, and international relations that are self sustaining without reliance on coalition partners."

The AMoD S&P's Core Competency #5, Program and Analysis, is the function of the Programming and Analysis Directorate. NTM-A/CSTC-A defines the Measure of Effectiveness (MOE) for this Competency as being able to "conduct the budget programming process supported by the MoD and GS, culminating with the Final Program Position (the point at which the MoD Department of Finance begins the budget process)[9]." The Directorate's mission is to:

> Annually develop and coordinate the most comprehensive, cost-effective, and executable three-year Final Program Position (MoD/ANA end result of the PPBE Process) that matches limited resources to the strategic priorities of the Ministry of Defense and the GIRoA as outlined in the DCPG.[10]

However, NTM-A/CSTC-A's AMoD S&P mentors have assessed that most responsible personnel in the MoD do not understand programming or its essential importance. Furthermore, lack of training and resources, especially computer hardware, software, and a financial database,

[8] Afghan Minister of Defense issued Defense Planning Guidance (DPG), May 2, 2011
[9] Ministerial Development Plan for the Assistant Ministry of Defense for Strategy and Policy, pages 13-14.
[10] Afghan Ministry of Defense Programming & Analysis Department Strategic Plan for Self-Sufficiency.

hampers performance of this function. There is also a shortage of qualified MoD/GS personnel who understand programming.[11]

The revised MoD Decree 5001, dated 29 March 2011, states MoD-F:

> …is directly responsible to the Minister of Defense through the First Deputy as the Budgetary Unit for the Ministry of Defense (MoD). In this capacity, MoD-Finance receives and allocates funds from the Ministry of Finance (MoF), develops and submits Ordinary and Developmental Budgets with input from the Program and Analysis Directorate of AMoD (S&P), monitors current year budget execution and publishes budget guidance for the Ministry of Defense (MoD).[12]

NTM-A/CSTC-A CJ8 mentors commented that the MoD-F is currently executing 20 percent of their actual budget, responsible for Budget Lines 21-Salary and Food, 22-Services, and 25-Construction. For the first time, the MoD fully executed these budget lines in the most recently concluded Solar Year[13], ending March 30, 2011. However, they are just now developing a capability to identify budget requirements and develop budget plans and programs.

The GS-G8 also plays a role in the MoD/ANA budgetary process. Its mission definition states:

> Under the direction of the Chief of Staff and Vice Chief of Staff and as the Army's senior financial officer, the Chief of the Budget and Finance Office for the General Staff is responsible to the Chief of the General Staff for all financial matters affecting the ANA for budget and execution, and pay and evaluation of the General Staff and military budgets.[14]

The NTM-A/CSTC-A mentors, in conjunction with their ANA counterparts, have determined that the "End State for GS Budget and Finance as the ability to develop a requirements based integrated program budget for GSBF annually following the MoD Budget and Development timeline."[15]

Another impediment to institutional developmental progress in PPBE is the dispute over authority, roles, and responsibilities between AMoD Finance (AMoD-F) and the Plans & Analysis (P&A) Division in AMoD S&P. The AMoD-F leadership reportedly believes that all budgetary matters reside with the AMoD-F and do not want to work with or send proposed policies through AMoD S&P. This problem may have its origin in the broad interpretation of the wording used in delineating the AMoD-F's responsibilities in the Organization and Functions Manual, which states, "MoD-F….is directly responsible to the Minister of Defense through the First Deputy as the Budgetary Unit for the Ministry of Defense (MoD)….." Additionally, AMoD-F's leadership supposedly think that both the P&A Division from AMoD S&P and the GS G8 should

[11] Afghan Ministry of Defense Programming & Analysis Department Strategic Plan for Self-Sufficiency.
[12] Ministry of Defense Organization and Functions Manual, Revised Draft 2011 (President GIRoA Approved).
[13] http://www.answers.com/topic/tropical-year--a SY is the period of time required for the earth to make one complete revolution around the sun, measured from one vernal equinox to the next and equal to 365 days, 5 hours, 48 minutes, 45.51 seconds. http://scienceworld.wolfram.com/astronomy/VernalEquinox.html--the SY begins on the vernal equinox date (near March 21 in the northern hemisphere) when night and day are nearly the same length and the sun crosses the celestial equator.
[14] Development Plan For Afghan National Army General Staff Department of Budget and Finance.
[15] Development Plan For Afghan National Army General Staff Department of Budget and Finance.

work for AMoD-F because, in AMoD-F's view, these departments do not have the personnel with the professional skills required to perform the programs, planning, and budget functions. NTM-A/CSTC-A advisors see this ongoing dispute as the most serious obstacle hindering P&A's effectiveness and attainment of self-sufficiency. Their inability to cooperate has even disrupted their joint participation in NTM-A/CSTC-A PPBE training.

Figure 5. MOD/GS Planning, Programming, Budgeting, and Execution Training

As previously stated, NTM-A/CSTC-A have recognized the criticality of the dysfunctional PPBE capability within the MoD/GS and are engaging the shortcomings. The Command has published, in coordination with its MoD/GS counterparts, developmental plans for each of the applicable entities to correct their deficiencies. Training is ongoing, with assistance from the OSD Ministry of Defense Advisors (MODA) Program.

While it is conceivable the MoD/GS will be able to execute the full range of tasks associated with PPBE by 2014, without continued command emphasis by MoD/GS senior officers based on their understanding of the importance of this capability, this may not occur. Weaknesses in the PPBE processes would severely hamper efforts by the MoD/GS to sustain the readiness of its forces logistically. Ongoing direct mentoring by qualified NTM-A/CSTC-A advisors, including those provided by the OSD/MoDA program, is required.

Recommendations

4. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, mentor the Minister of Defense to:

a. Emphasize the necessity for Ministry of Defense/General Staff leaders and staff officers to commit to a program of continued Planning, Programming, Budgeting, and Execution training, coordination, and implementation.

b. Direct resolution of the dispute between Ministry of Defense-Finance and the Ministry of Defense-Programs and Analysis Directorate so that integration of these key functions in Planning, Programming, Budgeting, and Execution development can occur.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 4.a, providing comments noting that the U.S. PPBE system is not an exact match to the Afghan system, due to Afghan law and procedures. For example, the Afghan financial planning system builds a program covering 3 years, vice the 5 year U.S. PPBE system. MoD-F is responsible for financial planning and MoD Strategy

and Plans (S&P) for strategic planning. They are notably separate in the MoD. NTM-A/CSTC-A advisors will ensure that both MoD-F and MoD- S&P work together, ensuring equal participation in the Afghan PPBE process, within the constraints of Afghan law.

NTM-A/CSTC-A non-concurred with Recommendation 4.b. The Afghan Minister of Finance has decreed that only one office in each government ministry can have authorized access to information management systems used in executing budget and programming within each ministry. Currently, the office within the MoD that has this responsibility is the MoD-F. Furthermore, the Afghan Minister of Finance selects the office in each Ministry that will plan resource allocation, which we refer to as programming. Again, the Minister of Finance selected MoD-F for that function. NTM-A/CSTC-A will propose/coordinate with the appropriate offices in the MoD for a change to the MoD Organization and Function Manual that will align that document with the requirements of Afghan law, policy, and procedure.

Our Response

NTM-A/CSTC-A comments to Recommendation 4.a were responsive. No further action is required.

We recognize the restrictions imposed by Afghan law and their impact on Recommendation 4.b, as outlined in the NTM-A/CSTC-A response. We request a copy of the proposed change to the MoD Organization and Function Manual that will align that document with the requirements of Afghan law, policy, and procedure. Beyond that, no further action is required.

Observation 5. Ammunition Supply Point—215th Corps

There is a shortage of ammunition storage capability at the 5th Forward Support Depot (FSD) Ammunition Supply Point (ASP) supporting the ANA 215th Corps and ammunition resupply is unreliable.

This occurred because the ASP storage facilities built consistent with the anticipated needs of its original brigade-sized organizational structure must now support a force that consists of multiple brigades. Long lead-time for ammunition resupply also limits sustained support for ANA operations, reflecting the general inefficiency of the ANA supply system.

The result has been periodic shortages of ammunition sufficient to support ANA operations in the 215th Corps area of responsibility (AOR), leading to cancellation or delay of some ANA/CF combat operations, causing CF to deploy without their ANA partner units.

Applicable Criteria (See Appendix C, Numbers 6, 10, 23, and 31, for additional details.)

- Army Field Manual 3-24.2, "Tactics in Counterinsurgency," April 21, 2009.
- Combined Security Transition Command – Afghanistan, "Campaign Plan for the Development of Afghan National Security Forces," September 20, 2008.
- DOD Instruction 3000.05, "Stability Operations", September 16, 2009.
- Headquarters, ISAF, "Partnering Directive," (NATO/ISAF UNCLASSIFIED), August 29, 2009.

Discussion

Coalition trainers supporting ANA units in the 215th Corps reported periodic shortages of ammunition for the ANA (mainly small arms), causing cancellation or delay of ANA participation in joint Coalition combat operations. ANA commanders and logistics officers in the 215th Corps confirmed this problem in interviews. Coalition units in RC-SW reportedly had to proceed at times without an ANA partner unit, contrary to guidance in the ISAF, "Partnering Directive," paragraph 4a, which states, "All operations will be embedded partner operations with the ANSF."

The causes of this ammunition shortage were:

- The FSD 5 ASP depot facility, built to support a brigade-sized unit, is too small to meet the operational needs of the ANA 215th Corps.
- Re-supply of ammunition from the ANA 22 Bunkers ASP in Kabul takes an average of 4 months, according to ANA logistics officers and Coalition trainers in the 215th Corps and the FSD.

NTM-A/CSTC-A and IJC representatives agreed that the FSD 5 ASP supporting the 215th Corps appeared to be insufficient to support Corps operations, but were unable to confirm if there was a plan coordinated with the MoD to expand the storage facility. Both ANA logistics officers and Coalition trainers agreed that the long lead-time required for ammunition resupply was part of

the larger issue associated with the lack of responsiveness of the ANA logistics supply system, an issue discussed in more detail in another section of this report.

ANA logistics personnel in the 203d Corps also reported shortages of ammunition based on delayed resupply that affected training range firing, but did not confirm any delay in combat operations as a result. An ASP designed to support a corps-sized unit exists there.

Logistics personnel in the 205th and 209th Corps did not report ammunition shortages, where corps-sized ASPs also exist.

Recommendations

5. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan:

a. In coordination with the Ministry of Defense/General Staff, verify the existence of, or establish, a plan for the timely expansion of the 5th Forward Support Depot Ammunition Supply Point adequate to maintain sufficient supply in support of 215th Corps operations, communicate this plan to the Corps and its U.S./Coalition Force trainers, and monitor its implementation.

b. Assist the Ministry of Defense/General Staff to develop a plan to provide an adequate and timely supply of ammunition to support combat operations in the 215th Corps.

Management Comments

NTM-A/CSTC-A concurred with Recommendations 5.a and 5.b, providing comments noting that additional ammunition storage bunkers would be constructed at the 5th FSD to support 215th Corps operations, which would decrease the frequency of required ammunition resupply. They will also continue their efforts to improve the responsiveness of the Afghan ammunition resupply system.

Our Response

NTM-A/CSTC-A comments to Recommendation 5.a were partially responsive. We request a projected timeline for completion of the additional ammunition bunkers at the 5th FSD, as well a description of how this planning was communicated to the appropriate logistics personnel in the 215th Corps and their U.S./Coalition Force trainers.

The comments to Recommendation 5.b were responsive and no further action is required.

Observation 6. Personnel Strength in Regional Support Commands

Coalition Regional Support Commands (RSCs) are not sufficiently staffed to meet their increasing mission responsibilities.

The growing ANA force has created new, and increased existing, RSC mission requirements that exceed the capabilities of current RSC personnel authorizations. These include supporting expanded institutional training, logistics and maintenance requirements, as well as increased contract oversight responsibilities.

Failure to meet RSC personnel requirements will constrain their ability to perform their multiple roles important to the development of the ANA logistical system. This will impede timely efforts to create an effective, independent military force.

Applicable Criteria (See Appendix C, Number 39, for additional details.)

- NTM-A/CSTC-A Training Requirements: Request for Forces Plan Y, Titled: "Analysis of Unfilled Requirements", March 2011. (Classified Document).

Discussion

Regional Support Command Role
There is one RSC in each RC area of operation, for a total of six. RSCs serve as forward coordination and integration cells between NTM-A/CSTC-A, the RCs, and the ANSF, identifying and addressing requirements and issues within their regions. Each RSC is responsible for overseeing over $100 million in projects to support ANSF development.

Regional Support Command Key Tasks

- Train Afghan Trainers,
- Accelerate Leader Development,
- Build Literacy and "Vocational Skills,"
- Inculcate an ethos of Stewardship,
- Develop Enduring Institutions, Systems, and Enablers,
- Exercise command and control of NTM-A/CSTC-A personnel assigned throughout Afghanistan,
- Integrate Army and Police trainers as well as medical logistics and infrastructure/engineer advisors,
- Directly oversee and manage construction of tactical infrastructure,
- Support major build construction, in coordination with NTM-A/CSTC-A and Afghan Engineer District engineers,
- Coordinate the support of the ANSF as it develops its logistics capabilities,
- Training Role/Output: Provide oversight to all ANSF training and integration which includes coordination with the following elements:

- ANSF Training Units
- Fielded ANSF Units,
- Operational/Police Mentor Liaison Teams, Regional Commands, and
- Contractors.

The Deputy Director for Afghan Development in RC-N related that, when he arrived in February 2011, he had five personnel assigned. In May 2011, he had 11 personnel, but stated that he needed 19 in order to track contracts and accumulate data.

Representatives from RSC-E stated that, as part of their responsibilities, they monitor over 200 Afghan Security Forces Fund-financed contracts.

Future of the Regional Support Commands
NTM-A/CSTC-A anticipates that the RSCs will assume an increasingly important role supporting ANSF development, providing primary legal oversight for spending of U.S. dollars on projects as the IJC and RCs transition security lead to the ANSF.

As IJC force structure adjusts in the coming months, NTM-A/CSTC-A force capability will reportedly have to grow to make up for the loss of enabler training capability, to include in the areas of logistics and maintenance. As U.S./CF combat presence decreases, RSC Commanders in RC-W and RC-N will likely need their own internal security units.

Personnel Resourcing
NTM-A/CSTC-A has three options to request/source additional required personnel for the RSCs:

1. Joint Manning Document (JMD) (U.S. military process),
2. Request for Forces (RFF) (U.S. military process), and
3. Crisis Establishment (CE) (NATO manpower document).

Current Personnel Situation
NTM-A/CSTC-A does not have sufficient personnel assigned to the Regional Support Commands to discharge current requirements, including monitoring contractual efforts, in order to keep pace with ANA growth.

The current total number of authorizations and fills for JMD/RFF/CE are as follows:

	Source			Total
	JMD	CE	RFF	
Authorized	115	100	24	239
Assigned	90	8	0	98
	78%	8%	0%	41%

Table 1: Regional Support Command Authorized and Assigned Strength-June 2011
Source: NTM-A/CSTC-A

The RSCs have 28 JMD and RFF officer and non-commissioned officer positions directly supporting the logistics functions in the RSCs throughout Afghanistan. In June 2011, only 12 of these positions were filled (43 percent). We understand that NTM-A/CSTC-A only expects to receive an additional six JMD fills for RSCs in August 2011 that directly support ANA logistics developmental efforts.

NTM-A/CSTC-A reported that they are still short 81 personnel of the 277 authorized in RFF 1216, a number of whom will be assigned to RSCs to assist in carrying out their mission. (RFF 1216 is often referred to as the Stewardship RFF—designed to give NTM-A/CSTC-A sufficient personnel/skill sets to provide effective contract/accountability oversight.)

Summary
Commander, NTM-A/CSTC-A has identified the RSCs as his lead regional organizational capability for oversight execution of unit fielding, training, construction of logistics and training infrastructure, contract oversight, and other key activities necessary to transition progressively to Afghan security lead. The ongoing efforts to expand ANA combat forces, along with the rapid development of related enabling combat support and service support institutions, has strained RSC resources. Demands on the RSCs will only continue to increase in the future as responsibilities shift from IJC to NTM-A/CSTC-A. The current RSC fill rate (41 percent) does not support the current requirements of the RSCs and their personnel needs are increasing along with their responsibilities. Additional planning is required to meet RSC personnel requirements. Failure to do so will have a negative effect on ANA developmental efforts at the regional level. As a result, the Coalition and MoD/GS may not be able to develop an effective and sustainable ANA logistics capability within established timeframes.

Recommendation

6. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, evaluate the personnel requirements of the Regional Support Commands, considering current and likely future requirements, and seek sourcing solutions.

Management Comments

NTM-A/CSTC-A concurred with comment. They note that RSC manpower requirements for Contracting Officer Representative (COR) coverage of current RSC local service and construction contracts was at 84 percent fill. Additionally, the Training Program and Support Office (TPSO) was established for direct program management of specific high visibility contracts that are critical to the self sustainability of the Afghan National Security Forces—the training, mentoring and advising of MOD/ANA Development ($460 million) and the ATEMP Vehicle and Weapons Maintenance contracts ($207 million). RSC manpower for COR coverage of those contracts was only at 20 and 26 percent fill, respectively. Looking to future RSC requirements, NTM-A/CSTC-A provided an example of the soon to be implemented U.S. Army Corps of Engineers theater EPA clean-up contract. That contract alone is projected to increase RSC COR manpower requirements by 251 percent over current requirements. The pending drawdown of U.S./Coalition forces in Afghanistan exacerbates this situation.

Our Response

NTM-A/CSTC-A's comments were partially responsive. While they have completed a detailed analysis of RSC requirements now and in the future, their comments did not identify proposed resourcing solutions to address this shortfall. We request that NTM-A/CSTC-A provide details of plans to meet the RSC manpower shortfall.

PART III – CONTRACTING

Observation 7. Managing Contract Requirements and Performance to Support International Security Assistance Force Operational Goals and Objectives and to Provide Effective Oversight

ISAF and its subordinate commands, NTM-A/CSTC-A and IJC, do not have an integrated planning and execution approach, in concert with DoD contracting authorities, that effectively links contract requirements and performance to the accomplishment of ISAF operational goals and objectives, while also ensuring effective contract oversight.

Multiple DOD contracting agencies (CONUS/OCONUS) are using a myriad of contracted services (mentors/trainers, maintenance, construction) which make key contributions to development of the ANA logistical system at the MoD/GS, corps, and brigade levels. The sheer magnitude and complexity of the countrywide roles played by contractors in support of the NTM-A/CSTC-A and IJC missions confounds the effects of these contracted services in support of the operational campaign plan. The challenge of coordinating the respective roles and responsibilities of contracting and operational commands further complicates delivery of desired contract effects.

Without well-focused and integrated operational and contracting command joint planning, there has not been a clearly understood common operating picture that ensured contract requirements and performance were well-synchronized with ISAF operational goals and objectives. It has therefore been difficult to identify and track contract discrepancies and maintain appropriate contract oversight, in order to measure overall progress generated from the execution of contract services in the various ISAF commands and subordinate units. The force multiplier impact of contracted services has not been optimal in support of the development of an independent and sustainable ANA logistical capability.

Applicable Criteria (See Appendix C, Numbers 20, 21 and 35, for additional details.)

- Deputy Assistant Secretary of the Navy – Acquisition and Logistics Management, "Coordination of Contracting Activities in the USCENTCOM Area of Responsibility (AOR)," December 14, 2010.
- Director, Defense Procurement and Acquisition Policy, "Defense Contingency Contracting Officer Representative Handbook," June 30, 2010.
- Joint Publication 4-10, "Operational Contract Support," October 17, 2008.

Discussion

The NTM-A/CSTC-A and IJC mission is complex, as are the supporting contract requirements. Contracts are force multipliers, if used correctly, because the effect is what really matters to the operational commanders. As NTM-A/CSTC-A and IJC continue to develop the ANSF, the volume of work and organizational complexity continues to increase.

Throughout the years of contingency operations in Afghanistan, DOD, State, and the U.S. Agency for International Development have relied significantly on contracted services to accomplish their respective missions. Contractor services have an important role in support of ISAF training and mentoring, infrastructure construction, materiel provision, direct maintenance, and other functions intended to develop the ANA logistics system.

NTM-A/CSTC-A's estimated total ASFF funding for the 2003 - 2009 period was approximately $20 billion. An estimated additional $20 billion is projected for 2010 – 2011. The contracts provided by this funding enabled training, equipping, mentoring, and direct maintenance and other services provided to the ANSF that supported the operations of 33 troop-contributing nations at training and operations sites across the CJOA-A.

Coordinating and integrating the sheer magnitude and complexity of contractor support would demand that operational commanders and Heads of Contracting Activities[16] have a joint plan for accomplishing their inter-connected mission through the multiplier effect of contracted services. To most effectively leverage the results of contracted services in support of operational goals and objectives, this joint planning effort needs to provide, at a minimum, overall contract visibility, strategic direction, mission alignment, and efficient and effective resource allocation.

> In support of ISAF mission, CSTC-A must create and sustain a security force in excess of 305,000 by Oct 2011. …CSTC-A will rely on the assistance of contracted qualified and experience training, mentors, technicians and maintainers to augment Coalition and US forces. Training and maintenance contracts require extensive in country management and oversight to assist the CONUS-based contract management teams.[17]

The A-TEMP Program is an example of a recent contract force multiplier with critical operational implications requiring synchronization and coordination with the battle space owner. This umbrella program consists of three separate contracts:

- ANP Vehicle maintenance,
- ANA vehicle maintenance and CSSK advisor/train teams, and the
- ANSF National Training Program.

Although the A-TEMP's 90 day transition plan was, in principle, to have been completed by early May 2011, there were ANA logisticians and maintenance personnel, as well as U.S./CF trainers, who were still unaware of the program's fundamental functional objectives and capabilities. These contracts will have a vital impact on ANA logistics development and transition, as well as on ongoing combat operations, since many of the previously contracted maintenance responsibilities shifted to ANA lead responsibility.

"The greatest change we can make is to instill in each of our Afghan partners the importance accountability and maintenance contribute to their mission to serve and protect the Afghan people."[18]

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[16] Joint Theater Support Command, USCENTCOM; contracting activities at USSOCOM and the U.S. Army Corps of Engineers.

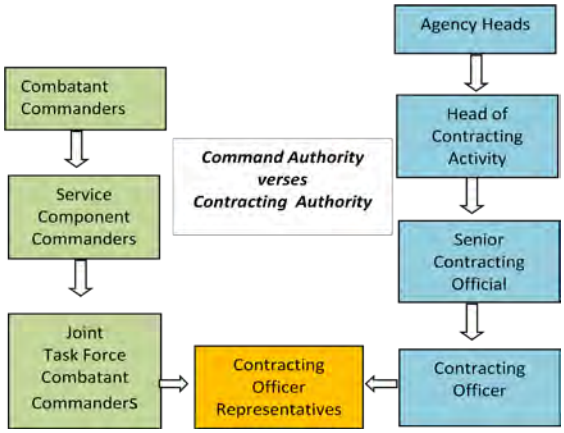
[17] Acquisition and Contract Management Manpower and Operational Support for the CSTC-A, 9 Feb 2011.

[18] William B. Caldwell, IV, LTGEN, USA, Commander, NTM-A/CSTC-A, 30 November 2010.

During this DoD IG assessment mission, multiple contract personnel commented about the disjointed implementation of A-TEMP, as well as other contracts they were aware of or for which they were responsible. Contractor personnel statements, corroborated by those of senior U.S./CF mentors and trainers, indicated overarching lack of theater and in-country synchronization and a detrimental lack of communication between down-range contractors, Regional Commanders, and Regional Support Commanders with responsibilities for operational success in their battle space. As with U.S./CF military trainers, contract trainers did not have a standardized guide establishing the standards and procedures for developing ANA logistics capabilities.

In both RC-N and RC-S, contractors described friction points within the RCs, particularly with the CF Operational Mentor and Liaison Teams (OMLTs). Coalition trainers to CLKs, CSSKs, and FSDs also reported concerns regarding the disjointedness of the command and control relationships with contractors also supporting these ANA units, and the Coalition trainer's uncertainty regarding who worked for whom. These collective contractor and trainer responses underscore the pressing need to define the supporting role and responsibilities of logistics contractors, not just to their contract supervisors in Kabul, but also with the Coalition forces, including Procurement Contracting Officers and Administrative Contracting Officers. They should form a cohesive team, working together in partnership with clearly defined roles, responsibilities, and mutually supporting objectives. The contractor's role should be deliberately integrated into field command lines of operations and the effects of contractor services related to ANA logistical system development be made visible to and monitored by logistics trainers and mentors to ensure they support and achieve a uniformly defined and understood logistical development plan and process.

> Agencies' differing management structures in the field also impede integrated contractor oversight and management. Without structural and resource rationalization, it will be difficult to obtain the unity of effort required to achieve U.S. strategic goals of stabilization, diplomacy, and development simultaneously with combat operations.[19]



Commanders have no command and control authority over contractor personnel or the duties a Contracting Officer Representative performs in support of a contract; contractor personnel cannot be "commanded." The contract's terms and conditions govern the relationship between contractor personnel and the government. Only the Contracting Officer has the authority to direct contractor personnel.

Figure 6. Command Authority versus Contract Authority

[19] Commission on Wartime Contracting-Interim Report, Feb 2011, p. 3.

The complex and inefficient command and control relationship between ISAF and its subordinate commands and their supporting contractors contributes to the disjointedness of the overall process. The organizational reporting system can hamper the quick and effective communication of critical issues of common concern to the commands and their contractors.

Contractors report performance concerns through their company's reporting chain, which does not align well with the NTM-A/CSTC-A and IJC operational chain of command. For example, we noted that contractor personnel in RCs reported local issues/challenges in the execution of their training contracts to their supervisors in Kabul. The appropriate personnel in NTM-A/CSTC-A headquarters in Kabul did not necessarily receive these reports in a quick and effective manner. In any event, if received by NTM-A/CSTC-A command and staff, they, in turn, had to relay the information back to the relevant RSC commanders, who are located in the same area of operation as the contractor personnel who made the initial report.

This command-contractor communication process does not ensure that an effective dialogue occurs between the RSCs and the contractors performing services in the regional areas of operation for which each RSC is responsible. In such a dynamic operational environment, the information may be of less, if any, use by the time it gets to the RSC. Moreover, at least one RSC commander noted that he did not have effective visibility with respect to which contractors were operating in his region, since they did not report directly to him, and he did not have a clear picture of the full range of services they were performing. Therefore, he could not confidently confirm that the execution of contracts was in alignment with ISAF operational and tactical goals and objectives.

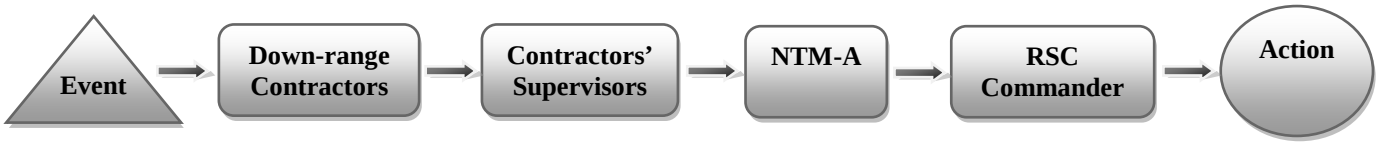


Figure 7. Current Contractor Reporting Chain

NTM-A/CSTC-A command and staff, and its Security Assistance Office (SAO) Contracting Organizational Process Team, recognized that there existed a definite need to establish unity of effort with contract service support of field operations by synchronizing contract functional requirements and deliverables (national, operational and tactical levels). The objective would be to assure the alignment of contract requirements and execution with ISAF desired end state goals and objectives for ANA logistics development. The OIG team recognized that NTM-A/CSTC-A's establishment of the Training Program Support Office (TPSO) would help foster greater structural and resource rationalization by managing the vital training contract as a program rather than stand-alone contract. In addition to TPSO, IJC is attempting to synchronize and align its operations at the corps and below level by standing up a contracts management cell. In addition to these efforts, there needs to be a deliberate ISAF-contractor plan with the means/mechanism to consolidate oversight of contractor support initiatives in line with building the ANA logistical system at tactical, operational, and strategic/national levels.

Recommendations

7. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, structure contracts under a program umbrella with life cycle focus by:

a. Ensuring that Regional Commands, Regional Support Commands, United States Army Corps of Engineers, Operational Mentor Liaison Teams, Defense Contracting Management Agency, Heads of Contracting Activities, and military mentors/advisors/trainers are assisting in the management of contractor execution and validating contractor performance.

b. Identifying and addressing systemic performance in periodically hosted in-country contracting conferences, interim program reviews, or other appropriate forums.

Management Comments

NTM-A/CSTC-A concurred with comment on Recommendation 7.a. Under direction of DCOM-Programs, the SAO directorate is engaging in coordination efforts at the 0-6 level and below to assist with the management of contractor execution and validating contractor performance. SAO maintains a database supporting all entities under NTM-A/CSTC-A that own ASFF contracts to capture the contract oversight. Every contract is required to have an appointed contracting officer representative (COR) that conducts audits in accordance with the contract specified quality assurance support plan and/or measures of performance and effectiveness.

a. These COR findings are captured in weekly meetings to DCOM-Programs on a rotational basis as determined by a cyclic directorate schedule. Requirements owners brief DCOM-Programs locally and highlight any outstanding issues that may require GO level support or impact overall mission success.

b. COR findings are also captured into an overall spreadsheet that is reported to the Chief of Staff level and Senior Leadership weekly during Commander update briefings.

c. COR findings are also provided to the Defense Contract Management Agency (DCMA) and the Regional Contracting Commands so files may be maintained on contractor performance.

d. SAO continues to work through DCOM-Programs to provide outreach assistance to the contract requirements owners to be more vocal about their satisfaction or dissatisfaction of the contract execution. CORs should be providing that intermediary course correction to prevent major contract performance issues, but CORs do not have the same authority contracting officers do to penalize, incentivize, or terminate contractors.

e. SAO, DCMA, and IJC have weekly meetings to discuss contract oversight status to ensure max coverage. Since July, meetings have been ongoing and progress is moving forward. SAO also supports the weekly DCMA/TPSO/IJC meeting to DCOM-Programs covering the same high-visibility contracts.

f. SAO supports now biweekly DCOM-Regional Support VTCs to ensure receipt of up to date issues and contracting needs for the RSCs that can be handled at the NTM-A/CSTC-A level.

NTM-A/CSTC-A concurred with comment on Recommendation 7.b, noting that:

a. Since May 2011, TPSO and DCMA have been conducting 30-day contractor performance reviews of significantly high visibility contracts to DCOM-Programs and supporting directorates to include CJ4, SAO, and the Assistant Commanding General-Army Development.

b. Additionally, SAO provides weekly ASFF contract updates to DCOM-Programs covering local and Foreign Military Sale/pseudo Foreign Military Sale contracts (service and construction) that can capture trends, issues that recur throughout particular regions, services provided, facilities constructed, etc.

c. DCOM-Programs also hosts a biweekly review that is more of a deep dive contract status of contracts that are being managed by the TPSO office. Contract requirements owners are present for the meeting, along with representatives from SAO and DCMA.

Our Response

NTM-A/CSTC-A comments to Recommendations 7.a and 7.b were responsive. No further action is required.

Observation 8. Coalition Contracting Representatives

Implementation of the recent Defense Federal Acquisition Regulation (DFAR)/Class Deviation changes, allowing foreign nationals to act as CORs for Afghanistan Security Force Fund contracts/projects, has been problematic.

This is because the Joint Theater Support Command, USCENTCOM, has not yet issued guidance to implement these changes, addressing areas such as:

- Training,
- Language barriers,
- Liability, and
- Restrictions in national caveats on use of CF.

Without additional guidance to implement the Class Deviation to the DFAR, U.S./CF ability to provide effective oversight by holding the responsible foreign nationals accountable for managing and documenting contractor performance will be problematic and difficult to enforce. This could increase the risk that the contractor will not meet the terms and conditions of the contract, and could result in fraud, waste, and abuse.

Applicable Criteria (See Appendix C, Number 21, for additional details.)

- Director, Defense Procurement and Acquisition Policy, Defense Contingency Contracting Officer Representative Handbook, June 30, 2010.

Discussion

"We risk the war and its funding if we don't provide adequate oversight…a shared responsibility."[20]

DoD Contracting officers in Afghanistan perform contract oversight and surveillance to ensure that the delivery of supplies or services conform to contract requirements. CORs, who serve as an essential link between the contracting communities and operational/kinetic commands, are responsible to assess and document contractor performance. Since commanders have no command and control authority over contractor personnel or the duties a COR performs in support of a contract, the relationship with the Contracting Officer is critical, especially with respect to monitoring contractor performance.

Providing adequate contractor oversight in Afghanistan has been an enduring challenge requiring new oversight initiatives to bridge the voids created by limited resources. Failure to monitor contracts effectively can result in critical supplies and support services being late, deficient, and/or outside the scope of contract requirements. Therefore, battle space commanders need to develop sufficient capability to assure that contractors meet the contract requirements.

[20] Statement from an officer assigned to NTM-A/CSTC-A's Security Assistance Office, 4 March 11.

> Government oversight of contractors is difficult under the best of circumstances. In a contingency operation, mission risks and cost risks are particularly high. Because fewer management controls are in place at the beginning of operations, enforcement mechanisms must be available and active to deter inappropriate behavior and bolster accountability.[21]

In a recent effort to ensure necessary oversight of NTM-A/CSTC-A ASFF-resourced contracts across the Combined Joint Operating Area-Afghanistan, IJC issued FRAGO/156-2011 to assume greater oversight responsibility and implement additional oversight structure to monitor contractor performance in its Regional Commands.

> In support of the ISAF mission, CSTC-A must create and sustain a security force in excess of 305,000 by Oct 2011. CSTC-A will rely on the assistance of contracted qualified and experience training, mentors, technicians and maintainers to augment Coalition and US forces. Training and maintenance contracts require extensive in country management and oversight to assist the CONUS-based contract management teams. [22]

IJC and NTM-A/CSTC-A leadership explained that this FRAGO stems from IJC's dependency on NTM-A/CSTC-A's contract vehicles to carry out its mission with respect to developing the ANA logistical system, and personnel limitations that prevent NTM-A/CSTC-A from providing countrywide oversight itself. The effectiveness of previous NTM-A/CSTC-A contracts in delivering logistic services and training has been variable, frequently because of inadequate oversight by both contractors and CORs. ANA commanders also expressed concern about shortcomings in some of the contracts dedicated to their logistics capability development.

IJC recognized that an effective contract is a force multiplier for the command, with the benefit delivered to IJC battle space owners. However, they also observed that a poorly executed contract could be worse than no contract at all. U.S./CF trainers reiterated this point during multiple interviews, reporting that, in their opinion, some contractors were simply "incompetent at performing their job and the CORs were not visibly engaged at taking corrective action." Examples reported to the OIG team include:

- U.S. contractors at the Depots not following procedures in the MoD decrees,
- Tools and other equipment disappearing from supply convoys operated by Afghan contractors,
- New fuel point inoperable because pumps improperly installed—neither the contractor or the COR identified the problem in a timely manner, and
- Work stoppage on a construction project, undetected by the COR for an extended period.

As the ANSF grows in size - along with the program of supporting contracted services - so will the need for in-country contractor oversight. In addition, a number of U.S. funded contracts are performed in non-U.S. controlled battle space, e.g. RC-N and RC-W, in which Coalition units physically there provided the only possible oversight, but without sufficient authority or guidance.

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[21] Commission on Wartime Contracting-Interim Report, February 24, 2011, p. 49.
[22] Acquisition and Contract Management Manpower and Operational Support for the CSTC-A, 9 Feb 2011.

OSD, AT&L, has sought to expand the limited resources available in country that can provide contract oversight by signing a DFAR Class Deviation, signed March 21, 2011, which authorizes foreign government and NATO/Coalition partners to serve as CORs.[23] With the proper guidance, this could improve the ability of IJC to provide U.S. contract oversight and contribute to resource stewardship in geographic areas previously lacking on-the-ground CORs to validate contractor performance.

Notwithstanding progress that has been made by the military commands to strengthen their contract oversight capacity, the oversight benefit of the DFAR waiver/Class Deviation authority is necessary to standardize procedures and fill the current oversight gaps across the Combined Joint Operating Area-Afghanistan. At a minimum, the implementation guidance must be reconciled with the national caveats or operating instructions that apply to each Coalition partner country and provide clarity on issues concerning foreign national CORs, including:

- Training,
- Language barriers,
- Liability.

Recommendation

8. Commander, Joint Theater Support Contracting Command, United States Central Command, in coordination with Commander, International Security Assistance Force, issue implementing instructions for subject Defense Federal Acquisition Regulation change/Class Deviation.

Management Comments

Commander, Joint Theater Support Contracting Command, United States Central Command (C-JTSCC) concurred with the recommendation. On May 11, 2011, the Senior Contracting Official-Afghanistan issued "Implementing Guidance for Class Deviation for Designation of CORs" to address the DFAR change/Class Deviation. The implementing guidance mitigates liability risk associated with NATO/Coalition Partner Government employees who are appointed as a COR. In addition to minimum requirements for all CORs regardless of status, NATO/Coalition Partner Government employees must be able to read, write, and speak fluent English and complete additional COR training. As of September 22, 2011, C-JTSCC has trained 15 NATO/Coalition Partner Government employees (military); however, only seven have been appointed as CORs. C-JTSCC has not received any negative reports concerning their performance as CORs.

Our Response

C-JTSCC's comments were partially responsive. The Deputy Secretary of Defense Memo, "Coordinating of Contracting Activities in USCENTCOM AOR," dated November 22, 2010, states "the Assistant Secretary of the Army has appointed the Commander, (C-JTSCC) as the Head of Contracting Activity (HCA), within the Combined/Joint Operations Areas (CJOA) in

[23] DFAR Class Deviation – Designation of Contracting Officer's Representative, 21 March 2011.

Iraq and Afghanistan." It goes on to say the C-JTSCC will exercise contract coordinating authority to ensure synchronization of resources, effective contract planning, and compliance with USCENTCOM policies. This contract coordinating authority includes all DOD Contracting Activities within Afghan CJOA, including U.S. Special Operations Command, USACE, Defense Logistics Agency, Army Material Command, U.S. Transportation Command, General Service Administration, and any others with contracting activity in Afghanistan. The 11 May 2011 implementation guidance published by the Senior Contracting Official-Afghanistan, an organizational tier below C-JTSCC, covers a large portion of contract activity in the Afghan CJOA. However, it is not clear that this memo establishes implementing guidance from the C-JTSCC as the Head of Contracting Activity for the Afghan CJOA, which would be applicable to external contracting activities with performance or delivery in Afghanistan, such as U.S. Special Operations Command, USACE, Defense Logistics Agency, Army Material Command, U.S. Transportation Command, and General Services Administration. We request clarification on this issue.

PART IV – TRAINING

Observation 9. Logistics Specialty Training

Kabul-centric combat service support logistics training is unlikely to meet requirements or to gain full support by ANA commanders at corps and below and needs to be made more accessible.

This has occurred because the capacity of the school to meet the logistics specialty training requirements of fielding and fielded forces, although improving, has historically been insufficient. Furthermore, ANA commanders are not confident, often with good reason, that soldiers sent to the logistics school in Kabul will return to their units, and coordinating secure transportation to and from Kabul from their unit locations can be difficult.

As the force continues to grow in size, this combination of factors has led to a general shortage of ANA soldiers trained in logistics specialties that is unlikely to be remedied quickly enough to provide the support required for an Army fighting an active insurgency. This could also delay development of the sustainable logistics capability required to support the ANA as Coalition forces withdraw.

Applicable Criteria (See Appendix C, Numbers 28 and 41, for additional details)

- German Armed Forces Technical Advisory Group – Power Point Brief, "Combat Service Support School (CSS) of the Afghan National Army," April 21, 2011.
- Updated Afghan National Army Training Command Course Catalogue (2010/2011), as of March 9, 2011.

Discussion

Between 2002 and 2005, the only in-country logistics training for the ANA was provided at the Drivers and Mechanics School in Kabul. It trained drivers, driver's instructors, and vehicle mechanics. On September 10, 2007, the Afghan MoD made the decision to establish a logistics school for the ANA in Kabul. The French President and the German Chancellor agreed to support the development of the ANA Logistics School as a joint project under German leadership through a bilateral agreement. In the middle of 2010, the school was renamed the Combat Service Support (CSS) School. The student capacity has since grown from 300 to over 900 and will soon be over 1000.

Coalition trainers informed the OIG team that the school had only 60 percent of the required training personnel and only about 55 percent of necessary training materials. Although the trainers rated the quality of the courses currently taught as "very good," they reported that the additional international resources necessary for further expansion of the curriculum or infrastructure were not likely to be available.

In any event, based on our review, the Kabul-centric CSS logistics training is unlikely to be fully supported by corps and below ANA commands in the near to mid-term. A number of senior ANA commanders and staff officers in different regions commented on the following problems:

- Some ANA commanders and staff officers seemed to be unaware of the logistics/maintenance training opportunities offered by the CSS School in Kabul.

- Without Coalition assistance, the security situation and transportation issues make it difficult and dangerous to get soldiers to the school.
- Although ANA commanders and logisticians of units in the field see training at the CSS School as worthwhile, several commanders reported that soldiers they send there were reassigned to other units upon graduation.
- An S4 logistics officer in the 209th said the Corps Commander would no longer approve sending his logistics/maintenance soldier to the Kabul CSS School, because all of the soldiers they had previously sent had been reassigned to fielding units upon graduation.
- The 215th Corps Commander stated that his logistics/maintenance soldiers needed training, but he was hesitant to send them to the CSS School in Kabul, preferring training at the local level, where Corps leadership could remain in direct contact with them.

However, there is evidence that ANA corps and brigade commanders, recognizing that trained logistics/maintenance soldiers improve combat readiness and morale, are devising local solutions, often with Coalition assistance. During our assessment, we found some logistics training initiatives already in use in the ANA corps located in RCs-East, South, and Southwest.

Examples included:

- Expansion of an apparently successful in-house logistics and maintenance training program in the 203d Corps.
- A successful and effective 24-week plan to train Afghan trainers to train Afghan drivers in RC-South, developed by the MPRI team at the 205th CLK Distribution Company.
- A portable generator repair course, established by the U.S. Marine Expeditionary Force, at the 215th Corps Training Center—a local solution to a problem that exists countrywide. There are multiple models of portable generators, few repair parts, and a lack of trained generator maintainers across the ANA, as well as in the 215th Corps. Portable generators are required to provide a significant percentage of ANA electrical power.

Furthermore, some Coalition trainers believed that decentralization of ANA logistics and maintenance is required to meet immediate requirements, although quality control and standardization could become an issue, if not built into the training programs. Partnered trainers from the U.S. 7th Sustainment Brigade in RC-South recommended that logistics/maintenance training be decentralized to, and co-located with, the Regional Military Training Centers, where standardization could be monitored by the ANA Training Command, with assistance from NTM-A/CSTC-A and its RSCs.

While the CSS School in Kabul should retain a primary role in support of ANA logistics/maintenance training, especially for training Afghan trainers, there are distinct advantages to a systematic decentralization of some aspects of logistics specialty training to meet critical near-term needs for mechanics, supply specialists, and drivers.

Recommendations

9. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Ministry of Defense/General Staff:

a. Decentralize logistics training to Regional Military Training Centers in a manner consistent with the parameters of the German/Afghan bilateral agreement regarding the Kabul Combat Service Support School, while ensuring a standardized logistics training program of instruction at all locations.

b. Consider adopting logistics training initiatives already in use in Regional Commands-East, South, and Southwest.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 9.a, providing comments. However, in the comments, NTM-A/CSTC-A's Combined Training Advisory Group – Army (CTAG-A) and the German Armed Forces Training Advisory Group (GAFTAG) non-concurred with Recommendation 9.a, as originally written. Decentralization of logistics training would undermine the bilateral agreement between Germany and the GIRoA to develop a CSS School capability in the Kabul area. The consistent implementation of logistics training provided by the CSS School is important to building an enduring logistics system in Afghanistan.

NTM-A/CSTC-A concurred with comment on Recommendation 9.b. Having evaluated logistics training initiatives in use in some of the RCs, they think the Mobile Training Team (MTT) Concept of Operations constitutes the best short-term solution to the field shortage of trained logisticians and mechanics. However, they do not support expanding civilian contracts to provide additional MTTs. The CSS School has 24 slots to build MTTs, beginning with the 1391 Tashkil, and, in conjunction with NTM-A CJ4, will be able to provide logistics MTTs to the corps areas. Using this capability will require significantly less Coalition funds, allow for standardized training brought to the customer, and be led by Afghan soldiers from the CSS School. By having this initiative be Afghan led, they are allowing Logistics training to develop as an Afghan Army capability.

Our Response

Given CTAG-A and GAFTAG non-concurrence, we are uncertain if NTM-A/CSTC-A meant to concur with Recommendation 9.a or not. However, given the shortage of qualified trainers and training equipment at the CSS School in May 2011 and the reluctance of Afghan Commanders to send assigned soldiers to the CSS School in Kabul, we do not see how the significant shortage of trained logisticians and mechanics at corps and below can be addressed by the end of 2014, relying solely on the CSS School and the current/proposed MTT capabilities. Recognizing the significance of the German and Afghan bilateral agreement regarding the Kabul CSS School, we chose to modify the recommendation as written above. We ask that NTM-A/CSTC-A provide details on how they and the MoD plan to alleviate the shortfall of trained logisticians and mechanics by 2014, within the parameters of the German/Afghan bilateral agreement.

Observation 10. Logistics Mobile Training Teams

ANA logistics/maintenance commanders and Coalition trainers are generally unaware of capabilities of the logistics Mobile Training Teams (MTTs) that NTM-A/CSTC-A, the GS/G-4, and the Afghan CSS School can provide. Furthermore, they did not know how to request this support.

This occurred because of a lack of effective communication up and down the MoD/GS/ANA and CF logistics chains of command.

This has resulted in the failure to use the capability of the available logistics MTTs effectively to more quickly develop a sustainable logistics/maintenance system in ANA units at corps and below.

Applicable Criteria (See Appendix C, Number 37, for additional details.)

- NTM-A/CSTC-A's, "ANA Logistics Deep Dive" briefing for DOD IG team, Director CJ4, April 28, 2011.

Discussion

During our assessment, we found instances where the ANA log/maintenance commanders and Coalition trainers were unaware of the MTT capability that can be provided by NTM-A/ CSTC-A, the MPRI contractor, the General Staff, and the Afghan CSS School. If they knew about the capability, many did not know how to request this support.

There were several logistics/maintenance MTTs developed to support ANA units:

- The CSS School has one MTT consisting of four Portuguese officers and four ANA officers that can train ANA soldiers on logistics/maintenance processes and procedures. They plan to expand this capability to six MTTs next year.
- NTM-A/CSTC-A CJ4 has one MTT that can teach ANA logistics doctrine and procedures.
- MPRI has 11 logistics/maintenance MTTs (six contractors each) that embed with the ANA CLKs and CSSKs during and after fielding, remaining until the unit reaches Capability Milestone 2[24]—usually about a year. These MPRI MTTs teach and conduct maintenance. However, only the last seven of the 22 CSSKs fielded have had the MPRI MTT embedded with them. (The new A-TEMP contract will provide logistics/ maintenance trainers to all of the CSSKs.)
- The ANA GS G4 was assisting fielded units by sending Afghan logisticians to train Afghan army logistics personnel. The Afghan GS G4 MTT trained at the Logistics Support Operations Center (LSOC) in Kabul, with the support of the NTM-A/CSTC-A

[24] Capable of conducting primary operational mission(s) with routine assistance from, or reliance on, international community support (NTM-A/CSTC-A evaluation system). Roughly equivalent to the IJC Readiness Definition Level "Effective with Advisors".

CJ-4. At the time of the OIG Team assessment, the Afghan GS G4 MTT was traveling and teaching MoD logistics decrees.[25] The MTT is composed of GS-G4 and LSOC Colonels. They use the Train-the-Trainer model to teach Afghan corps personnel, who in turn teach the brigades and their CSSK personnel.

Recommendations

10. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command:

a. Mentor logistics/maintenance personnel at the Ministry of Defense/General Staff, corps commanders, and unit logistics personnel on how to request logistics/maintenance Mobile Training Team support available from the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, the Afghan Combat Service Support School, and the General Staff G4.

b. Ensure that Coalition logistics trainers, at all levels, are aware of the capability and availability of the logistics Mobile Training Teams.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 10.a and 10.b, but did not provide any details on how they planned to address the intent of the recommendations.

Our Response

We ask that NTM-A/CSTC-A provide a synopsis of steps taken or planned that address the intent of Recommendations 10.a and 10.b.

[25] They had already taught Decrees 4.1, "Transportation Management Policy and Procedures," and 4.9, "Maintenance Management Policy and Procedures," and plan to teach 4.5, "Ammunition and Explosive Operations Policy and Support Procedures, and 4.6, Petroleum, Oil and Lubricant (POL) Section Organization, Responsibilities and Procedures."

Observation 11. Embedded Logistics Training Teams in Combat Service Support Kandaks and Corps Logistics Kandaks

Fifteen of the 22 CSSKs and one of the four CLKs fielded did not have a contracted embedded logistics training team (LTT) with them during their Consolidated Fielding Center (CFC) training or during follow-on operations in their geographic area of responsibility.

This occurred because the contract for these teams was not in place early enough in the training and fielding of new CSSK and CLK units to provide them an embedded LTT

This could delay the CSSKs and CLKs reaching Capability Milestone 2, negatively impacting operational readiness.

Applicable Criteria (See Appendix C, Numbers 8, 9, and 11, for additional details.)

- Coalition Advisory Team Corp G4 Advisor, 205 Corp, Brief, May 1, 2011.
- Coalition Training Advisory Group-Army Command Brief, Slide 9, April 28, 2011.
- CSSK – Commando Common Operating Picture (COP) Bubble chart, January 31, 2011.

Discussion

The CSSKs, assigned to the ANA combat brigades, provide logistics sustainment, maintenance, and medical support to the brigades. All 22 of the CSSKs have fielded, but only the last seven had an embedded, six-person MPRI LTT.

The LTT joined the seven CSSKs during their training at the CFC, then deployed with the unit to its permanent station. The LTT will remain until the CSSKs reach readiness Capability Milestone 2. Since trained ANA soldiers with logistics/maintenance specialties were not available earlier in the fielding process, many of the CSSKs fielded with large numbers of infantry soldiers. There were also shortages of primary equipment, with some CSSKs fielding with only 10 percent of their 915/916 series trailers and 20 percent of their 915/916 series trucks. Although most of the equipment has since arrived, training challenges remain in the CSSKs, given the significant number of infantry soldiers that need retraining as logisticians/mechanics. Of the CSSKs that have reached Capability Milestone 2, a significant number had the contractor LTT with them.

The CLKs provide logistics and maintenance capability (general support) to corps units. To date, four of six CLKs have been fielded, with the last two scheduled to field in October and December 2011. One of the four CLKs fielded as of May 2011 did not have an embedded contractor LTT. Lack of personnel with any logistics training and equipment shortages have also hampered effective fielding of the CLKs. For example, the 205th CLK that fielded in January 2011 did not receive any of its 915/916 series trailers/tractors before deploying from the CFC, although most of the tractors had arrived by June 2011. They were also assigned 437 infantry soldiers out of a total authorization of 458. Despite the increased capability and capacity of the CSS School in Kabul and the potential support capability that could be provided by the various

MTTs, the CLKs face significant training challenges that continue to hamper their ability to provide logistics support to the corps.

NTM-A/CSTC-A has worked with MoD/GS and IJC to mitigate these issues via the new A-TEMP maintenance contract, the various logistics MTTs, and the Afghan Integrated Support Services contractors located at the corps Equipment Maintenance Sites. (These sites will be disestablished after the CLKs become fully functional.) However, senior officers and trainers at IJC expressed concern that there will be a window of operational vulnerability caused by ANA logistics/maintenance shortfalls as the CSSKs and CLKs struggle to overcome issues associated with their fielding process, particularly the shortage of trained logistics/maintenance personnel. While the new A-TEMP contract will provide contract maintenance trainers, full-time contractor LTTs that actually perform maintenance may be needed for about the next 18 months to assist the 15 CSSKs and one CLK that currently do not have this support.

Recommendation

11. Commander, International Security Assistance Force Joint Command, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan and the Ministry of Defense/General Staff, evaluate the risk to operational readiness posed by logistics/maintenance issues at the Combat Service Support Kandaks and Corps Logistics Kandaks and determine if an embedded logistics training team should be provided to those units that have not yet reached Readiness Definition Level Effective With Advisors.

Management Comments

IJC concurred with the recommendation. The response was classified and is available upon request.

Our Response

IJC has taken significant action to meet the intent of Recommendation 11 and assessment of risk associated with the capability of certain maintenance organizations is ongoing. We will request an update in six months.

PART V – LOGISTICS PROCESS AND PROCEDURE

Observation 12. Afghan National Army Supply Processes

The "push" supply process, associated with fielding equipment and supplies to new units or providing Authorized Stockage List (ASL) materiel to FSDs and CSSKs, has led to confusion among ANA logisticians and Coalition trainers at FSDs and corps.

This has occurred because:

- There is a significant lack of understanding among ANA logisticians, as well as Coalition trainers, about when, why and how to rely on the push system, vice the MoD 14 request process.
- ANA depots and units have become dependent on the Coalition to push supplies to them, so do not see the need to forecast or request supplies (pull) with a MoD 14.
- ANA commanders, logisticians, and U.S./CF trainers view the MoD 14 process as unreliable and unresponsive.
- There is no MoD 14 feedback/reconciliation process that provides the status of a supply request.

As a result:

- Afghan and U.S./CF personnel continue to rely on the "push" supply system, whenever able, resisting the transition to the MoD 14 supply request process.
- The ANA lack confidence in the MoD 14 supply request process and do not trust it to meet their requirements.
- Military operations have been delayed and, in at least one instance, cancelled for lack of essential supplies.

Applicable Criteria (See Appendix C, Numbers 7, 12, 30, and 33, for additional details.)

- Center for Army Lessons Learned Handbook 10-08, "Partnership: Development of Logistics Capabilities," November 2009.
- Decree 4.0, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.
- Headquarters ISAF Joint Command Kabul Afghanistan, Standard Operating Procedure 430, "ANSF Logistics Development – Corps and Below," March 2011.
- Joint Center for International Security Force Assistance "Afghan National Army Mentor Guide," March 25, 2011.

Discussion

Two Supply Processes

According to ANA and Coalition personnel the OIG team interviewed during the assessment, there is general lack of knowledge and understanding of when, why, and how the two ANA supply systems, push and pull (MoD 14 request), are applied, which has led to confusion and

uncertainty regarding the supply system among both ANA and coalition trainer personnel throughout the country.

Force generation has been and remains the first priority for NTM-A/CSTC-A. The "push" system supplies the ANA units with their "shoot, move, and communicate" equipment and supplies at the CFC in Kabul before they are fielded and, once they are deployed, makes up for supply/equipment shortfalls from the CFC. If new ANA organizations field without all of their Tashkil-authorized equipment or supplies, that equipment, in principle, will continue to be "pushed" to them as it becomes available, without the unit submitting a MoD 14 request, although this is not well understood. The "push" system also provides the initial fill of Class VIII medical supplies/equipment and Class IX repair parts up to the ASL at FSDs and CSSKs.

Coalition personnel have primarily run the push system, and, since almost all ANA organizations are relatively new, many ANA logisticians have become accustomed to receiving the majority of their equipment, vehicles, and supplies via the "push" system. They have not had to concern themselves with filling out supply requisitions, forecasting future requirements, tracking usage rates, all elements of the MoD 14 request (demand-pull) system.

Ministry of Defense Form 14 Supply Request Process as the Basis of the "Demand-Pull" Supply System

The MoD 14 form, when submitted by ANA units and supply depots, is supposed to initiate routine resupply of equipment, repair parts, and other items as part of the "demand-pull" logistics system.

Decree 4.0, "Afghan Ministry of National Defense, Office of the Assistant Minister of Acquisition, Technology, Logistics," describes the use of and provides directions for filling out the MoD 14. All logistics trainers and ANA logistics personnel are supposed to follow Decree 4.0 to ensure the process works properly. In some instances, U.S./CF trainers and contractors responsible for mentoring the ANA in logistics had not read the document and did not understand how to use it. Furthermore, some U.S./CF trainers and their ANA counterparts did not recommend using the MoD 14 system, as described in Decree 4.0, because they did not believe it worked.

Generally, ANA logistics personnel lacked confidence in the MoD 14 demand-pull process and did not understand when and how to use it. While the process has demonstrated some success with requisition/resupply of Class I and III (food, firewood for cooking, fuel), most ANA commanders and logisticians believed it to be insufficiently reliable or responsive, and ANA logisticians at corps and below did not trust it to support their materiel requirements in a timely manner, if at all.

Problems identified by Afghan logistics personnel at all levels of the supply chain with the MoD 14 process were numerous and included:

- Forms not being filled out correctly,
- Improper signatures,
- Forms filled out in English instead of Dari,

- Forms lost at the Forward Support Group/Logistics Support Operations Center,
- More than one class of supply on one MoD 14 form, which is not in accordance with the decree,
- Signatures are not original (copies are not accepted),
- Electronically generated MoD 14's were not the same design as the hard copy MoD 14s,
- Requested items, especially repair parts, not available in the ANA logistics system, and
- No feedback that provides a status/reconciliation process for submitted requests.

Ultimately, ANA logistics personnel have failed to act on MoD 14 requests for any of these, and other, reasons. However, since there was no functional status reconciliation process, the requesting unit or depot usually never knew what happened to their request. There was simply no response. Furthermore, many ANA logisticians and U.S./CF trainers did not understand what items were still due to be "pushed" to them and that they did not need to submit a MoD 14 request for those items. Frustrated ANA logisticians would submit a MoD 14 for the same items repeatedly, including items designated to be "pushed," further clogging the already dysfunctional system.

Many of these supply system development issues occurred because the NTM-A/CSTC-A force generation process took priority, until recently, over building the ANA logistical system, out of battlefield necessity and with the concurrence of the MoD/GS. Some new CSSKs and CLKs fielded mainly with infantry soldiers who had no logistical training or logistics skills, exacerbating the situation. (The ANA soldiers with logistics skills were not available at the time.) Nonetheless, establishing a credible and reliable MoD 14 supply request process is fundamental to the development of an independent and sustainable logistics system to support the needs of ANA units, many of which are in combat. The MoD 14 process is not currently working to support the ANA. Immediate action is required to establish functionality and confidence in the system.[26] (For example, U.S. logistics trainers report that establishing a reliable supply of 30 to 50 lines of critical repair parts for ANA vehicle maintenance could significantly improve equipment operational readiness rates.)

Insufficient Training

As the ANA logistical system matures with more repair parts and supplies available in the ANA system, proper training will alleviate many of these process issues, both for ANA soldiers and U.S./CF trainers/contractors.

The German-supported CSS School, located in Kabul, is the ANA institutional logistics school and it continues to improve its training quality and capacity. Most of the students arrive with no logistical experience, coming directly from their Basic Warrior Training course. Logistics personnel from ANA deployed units rarely attend. Some ANA corps commanders and logisticians we interviewed did not know about the CSS School. If they did know about the school, corps commanders were hesitant to allow personnel to go there because, upon graduation, their soldiers and officers were often reassigned to fielding units. An ANA S-4 officer told us his corps commander would not approve their requests to attend the CSS School for that reason.

[26] Issues with the MoD 14 supply request system were previously identified in SPO Report 2009-007, p. 27-30.

In an attempt to provide logistics training to ANA personnel in already fielded logistics units, both NTM-A/CSTC-A and the MoD/GS have formed MTTs.

An NTM-A/CSTC-A MTT comprised of four U.S. logistics personnel and several Afghan logistics personnel has been conducting logistics and MoD decree training at ANA corps and below unit levels. Overall, they reported having a positive effect, but also said that they had encountered some ANA commanders who were unwilling to allow their personnel to attend. Of equal concern, they met U.S./CF logistics trainers and contractors who admitted to not reading the logistics decrees and were also unwilling to attend their training.

A MoD/GS MTT was also performing decree training, with assistance from NTM-A/CSTC-A CJ4 advisors. They were reportedly having more success, as is usually the case when Afghans are training Afghans. The OIG assessment team reviewed an after action report for training the MoD/GS MTT conducted in the 209th Corps which was positive. However, one of the recommendations noted that U.S./CF trainers should be more familiar with MoD logistics decrees.

U.S. logistics mentors/trainers do not always have a logistics background, and they receive minimal logistics training prior to their assignment. ISAF Standard Operating Procedure 430 states, "Other than national pre-deployment training, partners do not receive any mission specific training to prepare them for working with the ANSF or validation." (p5). Some U.S. trainers reported that their pre-deployment training at Fort Polk, Louisiana offered upwards of four hours of ANA logistics training, but it was voluntary. We spoke with numerous U.S./CF personnel throughout the theatre and none of them reported having received adequate training for their assignments as logistics trainers.

Logistics Documents Provided Coalition Trainers

A review of documents available to incoming logistics trainers revealed minor, but important, discrepancies. U.S./CF logistics trainers rely on these documents to learn their job and perform their duties.

The NTM-A/CSTC-A "Afghan Logistics 101--The Basics" slide packet incorrectly notes on slide 12 that the MoD 14 purpose is to, "Initiate a requisition or turn-in items for repair or disposition," while slide 51 correctly notes, "The MoD 9 Form is an issue and or turn-in document."

The Joint Center for International Security Force Assistance "Afghan National Army Mentor Guide," dated 25 March 11, states that logistics documents provided are "Primarily geared for tactical advisors and partnering units…anyone deploying to Afghanistan." It goes on to say that, "an Afghan supply system is in place that should push equipment and supplies down from MoD warehouses to the corps and individual kandaks…" While that statement is currently accurate more often than not, it fails to describe the institutional importance of the demand-pull system that also exists by MoD decree and that will largely replace the push supply initiatives once ANA force generation is completed and the FSDs and CSSKs receive their ASLs of core supply items. The guide does not go into any detail about the MoD 14 request process, which will be the enduring supply procedure to enable logistical sustainment in the ANA.

Recommendations

12.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/General Staff, identify and push a core set of "shoot, move, and communicate" supply items necessary for sustainable logistics in fielded Afghan National Army units into the Central Warehouse and Forward Support Depots.

12. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command:

b. Support the Ministry of Defense/General Staff to conduct senior level Afghan National Army logistics conferences (corps and above) on the MoD 14 "demand-pull" logistics system versus the "push" system.

c. Assist the Ministry of Defense/General Staff to establish a tracking mechanism that provides visibility and accountability for monthly reconciliation of MoD Form 14 requests by Afghan National Army commanders and Coalition training teams along the entire Afghan National Army supply system.

d. Coordinate with Ministry of Defense/General Staff to improve understanding of the MoD 14 process in Afghan National Army fielded organizations at corps and below.

e. Update the "Afghan Logistics 101—the Basics" slide packet or develop an alternative quality logistics guide explaining the MoD 14 "demand-pull" system for incoming Afghan National Army logistics trainers.

12.f. Commander, International Security Assistance Force Joint Command, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, conduct training of U.S./Coalition logistics partner units/trainers/contractors at corps and below on Decree 4.0 and the MoD 14 "demand-pull" logistics system versus the "push" system, and on the rest of the series 4 Ministry of Defense Decrees.

12.g. Director, Joint Center for International Security Force Assistance, in coordination with the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, update the "Afghan National Army Mentor Guide" to include the MoD 14 supply request process.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 12.a, commenting that the ANA and Coalition Forces jointly established an ASL for the National Depots and the FSDs for supply Classes II, VIII, and IX. The Class II and IX ASLs are partially stocked and the Class VIII ASL is fully stocked. Coalition Forces are still working hand-in-hand with the ANA to establish an ASL for the remaining classes of supply. As units are still fielding, there is not an excess amount of the high-demand items to stock at the FSDs, only enough for the National Depots. In an attempt to quickly stock the FSDs, the CJ4 Maintenance Class IX section regularly constructed push letters based on FSD ASL and vehicle deadline requirements. Over 90 percent of Class IX

distribution occurred as a result of push letters. As of 1 Sep 11, the CJ4 Class IX/Maintenance team ceased the use of push letters and is focusing on training with national and FSD level leaders to identify the MoD 14 choke points and develop solutions for a more efficient Class IX supply chain.

NTM-A/CSTC-A concurred with Recommendation 12.b, commenting that an ANA planned, coordinated, and led ANA Logistics Conference was conducted on 12-13 June 2011. This very successful conference dealt with multiple logistics issues within the ANA, including the MoD 14 process. The ANA are planning to conduct this conference annually. Additionally, a joint planning team (JPT) was formed called "The Phoenix Group" to build a logistics system that the Afghans want and will use in the post-coalition era. The Phoenix Group is led by ISAF CJ-4, with representation from Deputy Commander–Army (DCOM-A), DCOM-Programs, NTM-A CJ4, CJ7, CJ ENG, IJC Coalition CJ4, USFOR-A, and JSC-A. They meet on a weekly basis. The Phoenix General Officer Steering Committee met on 9 July 2011 to provide the planning guidance to the Phoenix JPT. The next meeting is scheduled for 1 October 2011 and will include MoD General Officers involved in ANA logistics.

NTM-A/CSTC-A concurred with Recommendation 12.c, commenting that establishing a visible and accountable monthly reconciliation of MoD 14s calls for an implemented and fully functional MoD 14 process. As a key determinant of this operational reliability, they continue to emphasize the requirement to teach and follow the Decrees to the mentors and advisors at all levels. While not currently feasible to track the entire ANA's reconciliation status, they note action taken by the ANA on this issue. In order to gain visibility of requisitions, the ANA maintains a MoD 14 Tracker at the LSOC. The FSDs forward copies of all MoD 14s that are going to the Army Support Command (ASC) to the LSOC so they can be added to the MoD 14 Tracker. Then, when the MoD 14s arrive at LSOC, their status is updated. This is another tool available to aid in the reconciliation process.

NTM-A/CSTC-A concurred with Recommendation 12.d, commenting that one of the Phoenix Group's key charters is to develop the understanding of the MoD 14 process in the ANA as a core element of a successful transition of logistics management to the ANA. Additionally, a joint ANA/ Coalition Force MoD14 Rehearsal of Concept (ROC) Drill is scheduled for October 2011 with the Phoenix Group/MoD/GS key players to reinforce the Decrees and help synchronize efforts.

NTM-A/CSTC-A concurred with Recommendation 12.e, commenting that the “Afghan Logistics 101—the Basics” slide packet was updated on 18 Sep 2011. Additionally, the "ANA Logistics Advisor Training Handbook" was revised 5 Aug 2011, providing a source of 'train the trainer' information for inbound advisors.

IJC concurred with Recommendation 12.f. The response was classified and is available on request.

Joint Center for International Security Force Assistance concurred with Recommendation 12.g, noting that they are in the process of updating the JCISFA ANA Mentors Guide. The update will include specific techniques and procedures for the supply request process using the MoD-14 form.

Our Response

NTM-A/CSTC-A's comments to Recommendation 12.a were responsive. We will request an update in six months on the status of fill of ASLs at the FSDs, CLKs, and CSSKs.

NTM-A/CSTC-A's management comments to Recommendation 12.b were responsive. We previously received and reviewed the agenda for the ANA Logistics Conference, noting the considerable time devoted to discussing the MoD 14 process. As with Recommendation 2.a, we request a copy of the minutes/output of the Phoenix General Officer Steering Committee meeting scheduled for 1 Oct 2011.

NTM-A/CSTC-A's comments to Recommendation 12.c and 12.d were responsive. We will request an update in six months on the status/operability of the MoD 14 system.

NTM-A/CSTC-A's comments to Recommendation 12.e were responsive. We request copies of the updated "Afghan Logistics 101—the Basics" slide packet and the "ANA Logistics Advisor Training Handbook," dated 5 Aug 2011.

IJC comments to Recommendation 12.f were responsive. Recently published IJC FRAGOs, increased use of the NTM-A/CSTC-A logistics MTT for partners and mentors, and update of logistics training briefings/materials meets the intent of the recommendation. No further action is required.

The Joint Center for International Security Force Assistance comments to Recommendation 12.g were responsive. Once completed, we request a copy of the updated "Afghan National Army Mentor Guide."

Observation 13. Priority of Supply

MoD 14 supply requests from fielded units are addressed on a "first come, first served" basis, if they are responded to at all. Operational considerations within the corps commands are not prioritized and responded to first.

This has occurred because:

- The MoD 14 process has not matured enough to support priority requests.
- MoD Decree 4.0 does not define priority codes for the MoD 14 form or provide authorization to approve priority requests.
- There is no concise policy to give priority to MoD 14 requests in accordance with operational priorities established by the GS G3.

As a result, there is no assurance that the ANA logistics system will provide supplies to the ANA corps in a manner that supports operational priorities and requirements, which could impair operational effectiveness.

Applicable Criteria (See Appendix C, Number 12, for additional details.)

- Decree 4.0, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.

Discussion

CF trainers, ANA commanders, and logistics personnel reported that some joint missions with the ANA were delayed or cancelled because they lacked sufficient supplies. Furthermore, the OIG team was informed that there was no assurance as to when, if ever, requested supplies would arrive since there was no system for prioritizing supply requests important for ANA operational missions. As far as the ANA logisticians and U.S./CF trainers knew, requests were filled on a "first come first served" basis, if they were filled at all, with no systematic process for determining and responding to higher-level logistical and operational needs.

Personnel requesting supplies can denote the priority of the request in block 6 on the MoD 14. However, U.S./CF trainers reported that, in reality, this was ineffective and responses, when they occurred, did not appear to have been prioritized.

The OIG team was unable to determine by reading the MoD decrees what codes were appropriate for use in block 6 of the MoD 14 form to indicate priorities. The MoD Decree 4.0 has instructions for filling out the MoD 14 form, and it says to enter a priority number for requested items in block 6, but it does not have the priority codes listed. Other logistics decrees directed the reader back to Decree 4.0. A priority table is in Decree 4.0, but it is for the MoD 4 form (document register). The only document the team found which specifically listed the priority codes for the MoD 14 form was a table in the NTM-A/CSTC-A "Afghan Logistics 101--The Basics" brief, which did not cite a reference in the MoD logistics decrees.

Although the ANA logistics system is still immature, it is important that policies and procedures be established and understood by ANA commanders, logisticians, and Coalition trainers so that logistical support meets operational priorities.

Recommendations

13.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, engage appropriate senior Ministry of Defense/General Staff leaders to develop policy and procedures that ensure MoD 14 supply requests are filled in a manner that supports established operational priorities.

13.b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, engage Ministry of Defense Acquisition, Technology, & Logistics staff to ensure the priority policies/codes for the MoD 14 form are included in Decree 4.0 and effectively promulgated.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 13.a and 13.b, reporting that a Supply Decree 4.0 working group was established 19 Jul 2011. The working group meets weekly and MG Abdullah, ATL Director, is the chairman. The working group consists of senior logistics staff officers from the ATL and GS G4 directorates and an ANA legal department representative. Recommended changes to Decree 4.0 from ANA logisticians and U.S./Coalition advisors in the field are presented to the working group for their acceptance or denial into the updated Decree. One of the topics under consideration for inclusion in the update of Decree 4.0 is priority policies/codes for the MoD 14 form. The estimated completion date for the working group's revision of Supply Decree 4.0 is Dec 2011. At that time, it will be staffed to coalition forces for their review prior to being submitted to the Minister of Defense for signature.

Our Response

NTM-A/CSTC-A comments to Recommendations 13.a and 13.b were responsive. Once published, we request a copy of the updated Decree 4.0 for review to determine how priority policies and codes for the MoD 14 form support operational priorities.

Observation 14. Ministry of Defense Form 9 and Unit Property Books

Although the LSOC receives copies of the MoD Form 9 (issuance documentation) when an ANA unit is issued equipment at the CFC, copies of the MoD 9s reportedly do not accompany the unit property books, in accordance with MoD Decree 4.2, when the unit deploys to its assigned field command location. Nor are the Form 9s made available to Afghan officials at the MoD.

This has occurred because of a failure to communicate between the CFC and LSOC, with U.S./CF trainers at the CFC assuming that the LSOC would provide copies of the Form 9s to those MoD organizations/units that needed them, while the LSOC believed the CFC should distribute copies to those in the MoD logistics chain required to have them.

This has caused MoD officials and gaining commands in the field to report that they cannot verify the accuracy of the property books that accompany newly fielded units because Form 9 substantiating documentation, as required by MoD Decree 4.2, is not immediately available to them.

Applicable Criteria (See Appendix C, Numbers 4, 5, 12, 14, and 34, for additional details.)

- Army Field Manual 3-07.1, "Security Force Assistance," May 2009.
- Army Field Manual/MCWP 3-33.5, "Counterinsurgency," December 2006.
- Decree 4.0, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.
- Decree 4.2, MoD, Assistant Minister of Defense for Acquisition, Technology and Logistics, "Material Accountability Policy and Procedures," June 2009.
- JP 3-07.1, "Joint Tactics, Techniques, and Procedures for Foreign Internal Defense (FID)," April 30, 2004.

Discussion

All MoD/ANA and U.S./CF parties interviewed acknowledged the distribution process for MoD Form 9s documenting equipment issue from the National Depots for units deploying through the CFC was not functioning in accordance with MoD Decree 4.2.

A copy of the MoD 9 has not been routinely accompanying the unit property book when the fielding unit deploys from CFC to its new home station. ANA logistics personnel also reported that, in cases where the MoD 9s do accompany the property books from CFC, they are sometimes not filled out correctly, so they reject them. Officials in the MoD also reported that they do not receive copies of the MoD 9s for equipment issued at the CFC, so they have no visibility of what equipment fielded units do or do not have.

This complicates the decision process at the MoD/GS level when a fielded unit submits a MoD 14 request for equipment that may or may not have been issued to them at the CFC. There is also confusion in the MoD/GS/ANA logistics chain about whether copies are acceptable because the Afghans typically require numerous original signatures. Some ANA units have rejected copies of MoD 9s, maintaining that all copies required original signatures. Furthermore, some ANA organizations do not believe that Coalition/MoD "push letters," used to document issue of equipment still owed to units after the fielding process, are an acceptable substitute for the MoD 9 and reject them, then claiming they do not have the proper issuance documentation.

Since the ANA is fundamentally a paper-based logistics organization, it is critical to ensure all required and necessary paperwork accompanies issued supplies and equipment, and that it is in the correct format, in accordance with the MoD Logistics Decree 4.2.

Recommendation

14. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the Ministry of Defense and the General Staff, develop a procedure to ensure that U.S./Coalition Forces understand and support the distribution of Ministry of Defense Form 9's prepared at the National Depots for units deploying through the Consolidated Fielding Center, and subsequent "push letters," prepared by the Combined Security Transition Command-Afghanistan CJ4, in a manner acceptable to the Afghan National Army.

Management Comments

NTM-A/CSTC-A non-concurred with Recommendation 14 as it was written in the draft report requesting management comments. MoD 9s are not created at the Consolidated Fielding Center (CFC) and neither are Push Letters, as stated in the draft report. MoD 9s are created at the National Depots for units deploying through the CFC. The CFC Coalition Mentors and CJ4 Liaison Officer accompany all units in training to the National Depots and ensure the ANA Signature Card Holder receives the MoD 9s. The ANA unit's Property Book Officer is responsible for transporting the Property Book and the MoD 9s to the Corps when the unit deploys. Due to the fact that not all of the MoD 9s arrive at the unit, the CFC maintains copies of all MoD 9s for units going through the center. Additionally, to help facilitate transfer of MoD 9s to add equipment to unit property books, NTM-A/CSTC-A recommends Coalition Force mentors at Corps level ask arriving Kandaks for the Property Book and MoD 9s. Also, CSTC-A recommends that U.S./Coalition Forces advisors/trainers encourage ANA Commanders to order a 100 percent inventory of all arriving equipment. Additionally, the CFC Coalition Force mentors will attempt to send the Property Book with the Escort Convoy vice the main ANA convoy transporting ANA unit equipment. Copies of all MoD 9s for equipment drawn from the National Depot are forwarded to the LSOC. An ANA Lieutenant Colonel at LSOC enters the MoD 9s into the National Asset Visibility (NAV) database to complete the loop. The NAV serves as the ANA's system of record for what equipment was issued to the ANA.

The Push Letter is not a receipt document, like the MoD 9. It is an issue directive. The Push Letter is created at CSTC-A CJ4 and routed through the ANA organizations of GS/G4 or GS/G6, Acquisition Technology and Logistics (AT&L), and LSOC for approval. It is then sent to the

National Depots to initiate issue of the equipment. An ANA Cipher[27] delineates the responsibility of CSTC-A, CJ4 to prepare the Push Letters.

Our Response

We ask the NTM-A/CSTC-A reconsider their non-concur. We have rewritten Observation/ Recommendation 14 to correct the discrepancies noted in NTM-A/CSTC-A's comments. The comments outline what appears to be an effective process for preparation of MoD Form 9s and their distribution to the appropriate ANA organizations/staffs, in accordance with Decree 4.2. We ask that NTM-A/CSTC-A provide details on how this process is communicated to U.S./Coalition Forces advisors/trainers at the FSDs, CLKs, CSSKs, and corps/kandak S-4s. We also ask that NTM-A/CSTC-A clarify whether a Push Letter is the basis for adding equipment to the Unit Property Book or does the letter generate a MoD Form 9 at some level.

[27] An ANA Cipher is the written equivalent of a U.S./CF written operations plan or order.

Observation 15. Reporting Supply Discrepancies

The ANA procedures for reporting supply discrepancies are confusing and ineffective.

This occurs because the supply discrepancy reporting procedures in MoD Decree 4.0 varies from that in MoD Decree 4.1, with the latter reportedly being the correct procedure. Furthermore, even when reported correctly, the reporting unit rarely sees a corrective supply action.

This has led to confusion in ANA logistical units and a general reluctance to report supply discrepancies since, from the receiving unit's point of view, no one is held accountable for the missing items and the shortages must be reordered on a MoD 14 anyway.

Applicable Criteria (See Appendix C, Numbers 12, 14, 24, and 27, for additional details.)

- Decree 4.0, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.
- Decree 4.1, MoD, Ministry of Defense, Office of the Assistant Minister of Acquisition, Technology, Logistics, "Transportation Management Policy and Procedures," August 2010.
- DODI 5000.64, "Accountability and Management of DOD Equipment and Other Accountable Property," May 19, 2011.
- DOD 4140.1-R, "DOD Supply Chain Materiel Management Regulation," May 23, 2003.

Discussion

ANA units routinely receive equipment with missing parts/ancillary equipment and supplies with quantity shortages. However, ANA logisticians and Coalition trainers reported that the procedures for reporting such discrepancies are confusing and seem to be ineffective.

The OIG team received numerous reports from ANA logisticians and Coalition trainers that:

- Fuel tankers arrived with less fuel on-board than documented (or with documentation missing),
- Vehicles and other equipment arrived with missing parts/ancillary equipment, and
- Repair parts issued from depots that never arrived (or arrived in quantities less than issued).

MoD Decrees 4.0 and 4.1 discusses reporting supply discrepancies. However, the procedures specified in each decree are not the same.

MoD Decree 4.0 (Supply), published in January 2009, mentions MoD Form 65 (Shipping Discrepancy), a form that does not appear to exist. It does not provide any other instructions regarding how to report discrepancies back up the chain of supply. The decree does discuss

reporting a discrepancy concerning equipment received on a Form 8 (Materiel Receiving and Explanation of Items) in paragraph 4-12.e.21. However, there is no direction provided on what to do with the form once it is filled out.

MoD Decree 4.1 (Transportation), published in August 2010, requires the use of MoD Form 84 (Shipment Discrepancy Report) to report supply discrepancies and provides a copy of the form. Para 7-5 provides a detailed discussion on discrepancy reporting using the Form 84 and the process used to report and then reorder supplies using a new MoD 14, with the MoD 84 attached. The procedure outlined in this decree is more recent and appears to be the correct procedure.

However, even when Form 84 is filled out and submitted, all feedback the OIG team received from ANA logisticians and U.S./CF trainers indicated the process is ineffective and does not result in corrective action. Items still arrive with missing parts and units have to re-requisition them.

This has led to confusion and frustration in fielded ANA logistics organizations. Additionally, it fuels the perception among ANA logistics personnel and Coalition trainers that no one at higher levels of the logistics chain is held accountable for inefficient or corrupt practices.

Recommendations

15. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan mentor logistics personnel in the Ministry of Defense and the General Staff to:

a. Update/synchronize the supply discrepancy reporting procedures in Ministry of Defense Decrees 4.0 and 4.1 and communicate the correct procedures to ANA logistics personnel at corps and below.

b. Develop a procedure to reconcile supply discrepancy reports and to establish accountability for unresolved discrepancies.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 15.a and 15.b, but did provide any details on how they planned to address the intent of the recommendations.

Our Response

We ask that NTM-A/CSTC-A provide a synopsis of steps taken or planned that address the intent of Recommendations 15.a and 15.b.

Observation 16. Expendable Supplies and Material

ANA units are unable to request and receive expendable supplies and material[28] not specifically listed on the Tashkil.

This occurs because there is no Afghan equivalent to the U.S./NATO Common Table of Allowances that effectively addresses the expendable supply needs of units in combat and that enables a military unit to request and receive expendable supplies and equipment not specifically listed on the Tashkil.

This leads to unit personnel repeatedly requisitioning expendable supplies or items of equipment, only to have the requisition disapproved because the Tashkil did not authorize the item in question, further burdening the already dysfunctional MoD Form 14 supply requisition system.

Figure 8. Afghan Army Tool Kits 1

Applicable Criteria (See Appendix C, Number 10, for additional details.)

- Combined Security Transition Command – Afghanistan, "Campaign Plan for the Development of the Afghan National Security Forces," September 20, 2008.

Discussion

The Tashkil authorizes a unit to have certain items of equipment, in addition to establishing personnel authorizations.

Some of these equipment items contain sub-parts/assemblies that contribute to the functionality of equipment as a whole, but which are not listed separately on the Tashkil. For example, while

[28] Supplies/material/equipment that are consumed in use, such as ammunition, paint, fuel, cleaning and preserving materials, surgical dressings, drugs, medicines, etc., or that lose their identity, such as spare parts, tools, components of a kit or tool set etc. Also called consumable supplies and materiel.

the Tashkil authorizes a tool kit, it does not list the approximate 100 individual tools in the kit. While authorizing a welding set/kit, it does not list separately the helmet and individual expendable items (welding rods, etc.) required to make the kit functional. Authorized vehicles require items like jacks, tire tools, and spare tires, again not specifically listed on the Tashkil. However, in all of these examples, the entire kit/piece of equipment will not function effectively without these individual components.

Likewise, daily operations require expendable items of equipment and supply not listed on the Tashkil. Examples include:

- Boots,
- Uniforms,
- Kevlar helmets,
- Repair/spare parts, and
- Other expendable supplies (copier paper, etc).

There is some guidance from the MoD/GS regarding issue of some types of expendable supplies, but this guidance often does not sufficiently address they reality of units and personnel in combat. Examples include:

- Two battle dress uniforms per soldier per year, and
- One pair of boots per soldier per year.

Past quality issues with battle dress uniforms and boots exacerbated the issue, a situation reportedly since corrected. Regardless, ANA soldiers in combat in the rugged Afghan terrain will wear out more than two battle dress uniforms and one pair of boots per year.

Generally, ANA Tashkils, like U.S. Army MTOEs, authorize major items of equipment, like vehicles, weapons, sets, and kits. The Tashkils usually do not list the individual components of the sets and kits, or items like jacks, spare tires, and expendable supplies required to make the sets and kits functional. However, ANA logistics personnel at corps and below, and their U.S./CF trainers, report that MoD 14 requests for these types of items and expendable supplies are often disapproved because they are not authorized on the Tashkil.

Establishing an ANA Common Table of Allowances (or the Afghan equivalent) that effectively addresses the expendable supply requirements of units in combat and that authorizes the requisition of such supplies is a necessary requirement for a functional ANA logistics system.

Recommendation

16. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, assist the Ministry of Defense and the General Staff to develop a Common Table of Allowances-like document to address the expendable supply issue.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 16, but did provide any details on how they planned to address the intent of the recommendation.

Our Response

We ask that NTM-A/CSTC-A provide a synopsis of steps taken or planned that address the intent of Recommendation 16.

Observation 17. Vehicles and Equipment Destroyed in Combat/Accidents

The process for turning in vehicles destroyed in combat/accidents and removing them from the unit property books is inefficient, confusing, and time-consuming.

This occurred because:

- The processes outlined in Decrees 4.2 and 4.9 for disposal/removal from the property book of vehicles destroyed in combat/accidents are overly-centralized and time consuming, and
- The processes in the two decrees are slightly different.

This leads to:

- An increasing inventory of destroyed vehicles/equipment at ANA motor pools that have little or no combat or other military value, but still require accountability,
- Theft/diversion of serviceable parts from destroyed vehicles/equipment that could be utilized in the ANA supply system, and
- An inability to requisition replacement vehicles/equipment, because the damage/destruction of the originals had not been documented.

Applicable Criteria (See Appendix C, Number 14, 17, 24, and 27, for additional details.)

- Decree 4.2, MoD, Office of the Assistant Minister of Acquisition, Technology, Logistics, "Materiel Accountability Policy and Procedures", June 2009.
- Decree 4.9, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Maintenance Management Policy and Procedures," August 2010.
- DODI 5000.64, "Accountability and Management of DOD Equipment and Other Accountable Property," May 19, 2011.
- DOD 4140.1-R, "DOD Supply Chain Materiel Management Regulation," May 23, 2003.

Discussion

ANA and U.S./CF personnel in all four ANA corps and RCs that the OIG team visited reported turn-in of destroyed equipment and removal from unit property books as an issue.

ANA units are unable to turn in damaged or destroyed equipment in a timely manner, if at all. Each location visited had storage yards full of destroyed equipment that should be turned into the supply system and/or cannibalized for spare/repair parts. In some instances, newly assigned company commanders did not want to take responsibility for equipment destroyed under previous commanders. In those instances, no one was actually signed for the destroyed equipment, but it was still on the property book. Furthermore, a replacement vehicle or piece of

equipment could not be requisitioned while the destroyed vehicle/equipment was still on the property book.

The processes for turning in destroyed vehicles/equipment and removing them from the property book is overly centralized and time consuming. Regardless of how the damage/loss occurred, the applicable MoD Decrees require signatures from the:

- Company commander,
- Kandak S-4,
- Kandak commander,
- Brigade maintenance officer,
- Brigade commander,
- Corps G3,
- Corps G2,
- Corps G4, and the
- Corps commander.

Figure 9. Destroyed ANA Vehicles

Acquiring all of these signatures is difficult given the geographic dispersal of the commanders/staff officers involved and the largely paper-based ANA logistics system. Additionally, some corps commanders reportedly will not authorize the turn in of the destroyed equipment and removal from the property books until the MoD/GS G4 staff reviews the paperwork, further delaying the process.

The same process is required for authorization to cannibalize a repair part off of a destroyed piece of equipment, although corps commander generally exercises his approval/disapproval authority. However, U.S./CF trainers report that many of the destroyed vehicles have already been stripped of parts that were likely sold on the black market.

Additionally, the apparent difference between MoD Decrees 4.2 and 4.9 regarding turning in of destroyed equipment tends to confuse ANA logisticians and their Coalition trainers.

- MoD Decree 4.2, page 8-4.5, states that, once signed for by supporting supply activity, the MoD Form 9 is turned-in to the property book officer, who will remove the item from the property book records.
- MoD Decree 4.9, page 100, directs the use of MoD Form 64 to remove damaged or destroyed equipment from the Afghan system and off the unit property book.

U.S./CF trainers also asserted that the MoD/ANA requirement that a vehicle be 80 percent destroyed before it can be "coded out" for turn in and a replacement requisitioned is too high a threshold. Given the realities of frequent damage to vehicles in the war zone and combat requirements, they believed that a 60 percent destroyed requirement would be more realistic.

ANA commanders and their U.S./CF trainers reported that, even with approval to turn in and removal destroyed equipment, they cannot get the destroyed equipment removed from their motor pools, and it continues to occupy storage space needed for ongoing maintenance operations.

One ANA brigade the OIG team visited reported that they had recently received approval to turn in/remove from the property books 90 of the 115 destroyed vehicles they had on hand. They also noted that it took them four years to accomplish this task—four years when they had a significantly degraded combat capability associated with destroyed vehicles and could not requisition replacements.

All of this often tends to convince ANA logisticians and commanders to make no effort to turn in destroyed equipment because:

- It is too hard,
- It takes too long,
- The paperwork gets lost, and
- The request remove it will not be approved anyway.

The loss of combat capability in ANA units associated with this issue is significant, expanding, and is not sustainable.

Recommendation

17. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, assist the Ministry of Defense and the General Staff to establish a systematic process for removal of vehicles declared destroyed that decentralizes and speeds decision-making, while maintaining accountability and enhancing readiness through an improved ability to requisition replacement equipment.

Management Comments

NTM-A/CST-A concurred with comment for Recommendation 17, noting that CJ44, has developed a FRAGO, in conjunction with ISAF J4, to direct actions required by Coalition, NTM-A, Contractors, and ANA to develop a Logistics Common Operating Picture. Focused actions are on Battle Loss reporting and vehicle code out, identification of Non-Mission Capable Equipment, and repair parts required to correct faults. Coordination efforts with MoD Advisors to conduct strategic requirements are under way. The recommended process is the constituent element of the already validated Decree 4.9. Additionally, the DCOM-Army Commander is promoting this process across the ANA. Not only has he promised a replacement vehicle for each vehicle correctly removed from the Property Book, he has also started reducing fuel allocation each month for the amount of estimated battle-loss vehicles.

Our Response

NTM-A/CSTC-A's comments to Recommendation 17 were responsive. We will request an update in six months on the FRAGO implementation and subsequent management of the Logistics Common Operating.

PART VI - ACCOUNTABILITY

Observation 18. Fuel Accountability

Internal controls for fuel accountability and management are inadequate at some FSD.

This shortfall exists primarily because there is a lack of enforcement of published MoD procedures written to ensure transparency and accountability within the fuel storage and distribution supply chain. Lack of enforcement is further complicated by:

- Poor support from logistics leadership within the ANA to provide equipment used to track and monitor both the quality and quantity of fuel as it is moved through the supply chain, and
- A shortage of trained logistics Officers and NCOs that understand the policies and procedures.

As a result, the ANA is unable to prevent abuse of the fuel supply system.

Applicable Criteria (See Appendix C, Numbers 7, 16, 24, and 31, for additional details.)

- Center for Army Lessons Learned Handbook 10-08, "Partnership: Development of Logistics Capabilities," November 2009.
- Decree 4.6, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Afghan National Army - Petroleum, Oil and Lubricant (POL) Section Organization, Responsibilities and Procedures," August 2010.
- DOD Instruction 5000.68, "Security Force Assistance (SFA)," October 27, 2010.
- IJC Operation Order OMID 1390 001-2010, "ISAF Joint Command Operations in Afghanistan" – Annex R: Logistics, October 9, 2010.

Discussion

DOD Instruction 5000.68 and the Center for Army Lessons Learned Handbook 10-08 identifies the development of a host nation security force logistical system as a key capability necessary for sustained and effective operations. Collectively, the two documents state that development of the logistical capability should focus on key infrastructure and support aspects that provide for the ability of the security forces to "shoot, maneuver and communicate." The development of the host nation's logistics capability must also include prudent management of key enabling elements of supply. A critical enabler for military operational maneuver is Class III supply (fuel). Careful planning for proper accountability and control is imperative to maintaining that capability.

MoD Decree 4.6, "Afghan National Army - Petroleum, Oil and Lubricant (POL) Section Organization, Responsibilities and Procedures" establishes ANA fuel policy. The policy states that one of the major support sections of the ANA is POL management, which plays an important role in the support of combat activities at all levels. The basis of the ANA POL system is national military policy and defense planning for the country. Appropriate use of material resources is a high priority objective. An effective system of oversight over the use of

POL will enable the ANA to use available POL and facilities more effectively, without waste, fraud, or abuse of government assets.

During the course of our assessment, most of the U.S./CF ANA logistics trainers reported diverted/stolen fuel as the number one supply abuse within the ANA. One U.S./CF trainer stated, "Fuel is synonymous with corruption and theft; it is the number one abused item."

Figure 10. ANA Fuel Point

Decree 4.6, further defines the roles and responsibilities of Class III (fuels) depots at the national level. It states that commanders at Class III Depots are responsible for all aspects of fuel management and accountability at their respective depot. Specific responsibilities include, but are not limited to:

- Forecasting mission and reserve POL requirements to ensure an adequate fuel supply is available,
- Testing fuel received from vendors and other sources upon receipt, ensuring it meets quality control specifications,
- Establishing organizations authorized to handle/store/use fuel in accordance with prescribed procedures,
- Training POL personnel in all areas of fuel handling, storage, quality control, and safety, and ensuring documentation of that training on a MoD Form 623A,
- Maintaining accurate fuel accountability records to account for fuel under depot control, retaining these records for the prescribed time in accordance with Decree 4.0 and Decree 4.2, and
- Reporting spills and mishaps to proper higher authorities, ensuring environmental compliance.

MoD promulgated these guidelines in August 2010 and reportedly directed ANA units to implement them nine months prior to the team's site visits. However, enforcement of the published decrees and their associated procedural guidelines by ANA officials at the FSD and corps levels has reportedly been generally problematic.

A significant contributor to ineffective policy enforcement is a shortfall of trained logistics officers and NCOs to manage fuel supply operations. Their oversight is essential to prevent fraudulent actions. As explained by one U.S. trainer, theft of fuel often occurs right at the pumps. ANA personnel leave the pumps unlocked and unattended, failing to maintain control and oversight of them.

As a result, theft of fuel has become a significant logistical system challenge. As an example, one U.S./CF trainer described a known fuel theft technique involving Afghan contractors reporting the complete loss of a fuel delivery vehicle. He explained that the contractor responsible for delivering fuel has a monetary cap on financial liability for the loss of a vehicle, regardless of the contents, to include fuel. If the Afghan contractor's liability cap is $15,000 and the contractor can sell the fuel load plus the truck for much more than $15,000, then the contractor has a profit-making incentive for reporting the truck stolen.

Another U.S. logistics trainer provided an example of accountability breakdown caused by weak internal controls. He stated that, "When providing authorized military organizations with fuel, in accordance with prescribed procedures, the fuel is allocated on a vehicle by vehicle basis. Many vehicles rarely get operated, yet these idle vehicles regularly show up with empty tanks requesting more fuel." The trainer noted that Coalition trainers had proposed implementing stronger internal controls, requiring that all fuel-consuming equipment have an identification number. The issuing organization would issue fuel and track consumption against that identification number, thus preventing fraud. As of May 2011, the MoD/ANA had yet to implement such a system.

The MoD logistics decrees require testing of fuel prior to receipt from a vendor. This is to prevent diluting the fuel with water or other substances pursuant to its theft. However, the fuel test strips necessary for this testing were rarely available at the FSDs, despite repeated MoD 14 supply requests.

Managing fuel requires careful accountability. However, according to Coalition trainers and mentors, the ANA logistical system resists imposing processes and procedures that would enable fuel accountability and control because it would provide visibility into the illegal use of Class III supplies. One corps G-4 U.S./CF trainer described the problem this way:

> Class III fuel is distributed by contractors to the kandaks, but there is no tracking system in place. The kandaks submit MoD 14 fuel supply requests, contractors then deliver the fuel directly to the units, subverting the Corps visibility over fuel distribution. To compound the problem, there are no test kits to ensure water is not being added before the fuel gets to the kandaks, and the trucks aren't even certified, so there is no way to determine the real quantities being delivered. There is no definitive calibration procedure to support certification.

In summary, a lack enforcement of published MoD procedures that contain many of the necessary controls, checks, and balances, a shortage of trained ANA logisticians, and ineffective ANA command supervision have collectively contributed to weak internal accountability and control of the fuel supply system and resulted in persistent fuel theft.

Recommendations

18. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan:

a. Coordinate with the Ministry of Defense/General Staff to jointly assess fuel accountability and management issues at Forward Support Depots and implement effective internal controls to prevent abuse and theft.

b. Coordinate with the Ministry of Defense/General Staff to provide necessary fuel testing equipment/material to the Forward Support Depots.

c. Mentor the Minister of Defense/Chief of the General Staff to designate fuel accountability as a Ministry of Defense/General Staff Inspector General special interest item.

d. Ensure that Coalition logistics support trainers and mentors are supporting appropriate fuel accountability and control procedures, and reporting through the chain of command instances of fuel fraud, waste, and abuse.

Management Comments

NTM-A/CSTC-A concurred with comment for Recommendation 18.a, stating the mechanisms are in place for accountability per Decree 4.6. The main challenges are manpower, leadership and advisors enforcing Decree 4.6. Leadership at the national level and below is unpredictable, some do not follow the Decrees, some are indifferent, but there is a good portion of ANA that want to do the right thing. A compounding factor is that the FSDs and subordinate units are not fully manned or equipped. As a result, logistics troops are used for guard duty and other details, taking the experience and knowledge from where it should be. This is a focus area of the Phoenix Group described in Response 2a.

NTM-A/CSTC-A concurred with comment for Recommendation 18.b, noting the fuel testing kits for the National Fuel Depot and the Forward Support Depots are either delivered (five locations) or a Push Letter exists to push the kits (two locations). However, specific training on proper use the fuel testing kits is necessary for ANA and Coalition Force personnel. Currently, there are fuel test kits and water separation units available for the ANA in storage at Depot 1. The challenge is there are no trained ANA members who know how to use these items at the FSDs nor are their CF trainers available to train the ANA. This issue has been recommended as a new point of instruction for the CSS training curricula.

NTM-A/CSTC-A concurred with comment for Recommendation 18.c, stating there are several ongoing investigations into fuel irregularities. When these investigations are complete, the recommendations should assist in the command developing a way forward from a ministerial development perspective. In the mean time, Senior Advisors will begin to socialize fuel accountability as a special interest item to the highest levels of the Ministry of Defense. These actions should be complete by the end of the first quarter FY12.

NTM-A/CSTC-A concurred with Recommendation 18.d, but did not provide any details on how they planned to address the intent of the recommendation.

Our Response

NTM-A/CSTC-A's comments to Recommendation 18.a were responsive. We request a copy of the Phoenix Group meeting minutes for this focus area along with the determined Course of Action and planned milestones to implement and manage effective internal controls.

NTM-A/CSTC-A's comments to Recommendation 18.b were responsive. No further action is required at this time.

NTM-A/CSTC-A's comments to Recommendation 18.c were responsive. We request a copy of the NTM-A/CSTC-A's directive/corrective action stemming from the outcome of the investigations.

NTM-A/CSTC-A's comments to Recommendation 18.d were partially responsive. We ask that NTM-A/CSTC-A provide a synopsis of steps taken or planned that address the intent of the recommendation.

Observation 19. Unusable High Explosive Artillery Shells

Unusable 155mm howitzer shells were stored at the Ammunition Supply Point (ASP) at Forward Supply Depots 2 and 6, supporting the 205th and 203rd Corps, respectively.

NATO countries or the U.S. reportedly provided these shells, used in the M114 155mm howitzer. However, the ANA does not have any M114 155mm howitzers. They use the Soviet D30 howitzer, which fires a 122mm round. As a result, the 155mm shells stored at the FSDs are excess munitions.

This has led to:

- Needless consumption of limited storage space at the ASPs,
- Unnecessary explosive safety risk caused by increased net explosive weight from the excess rounds,
- Increased environmental hazards due to the presence of waste military munitions (WMM), and
- Increased risk that unusable munitions could become unaccounted for and used against Coalition and ANA forces in Improvised Explosive Devices.

Applicable Criteria (See Appendix C, Numbers 15, 25, and 38, for additional details.)

- Decree 4.5, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Afghan National Army - Ammunition and Explosive Operations Policy and Support Procedures," August 2010.
- DOD 6055.09-M, Volume 7, "DoD Ammunition and Explosives Safety Standards: Criteria for Unexploded Ordnance, Munitions Response, Waste Military Munitions, and Material Potentially Presenting an Explosive Hazard," February 28, 2008, administratively reissued August 4, 2010.
- Title 40, Code of Federal Regulations, Environmental Protection.

Discussion

Over the last two decades, the Environmental Protection Agency, developed and promulgated amendments to several sections within Title 40 Code of Federal Regulations, Environmental Protection that established standards for the identification, storage, transportation, and emergency responses for Waste Military Munitions (WMM).

In response to these changes in Title 40, the DOD developed and promulgated policy to implement the standards, effective 1 July 1998. This policy, commonly referred to as the Munitions Rule Implementation Policy, established the military Services' policy for the implementation and management of WMM. The policy requires identification and proper disposal of excess, obsolete, and unserviceable munitions that could potentially become hazardous waste. Although the 155mm rounds are Afghan property and, as such, not subject to Title 40 and DOD policies, they are unusable for their intended purpose and Title 40 and DOD policy provides a guide for their disposition.

In accordance with Decree 4.5, the Assistant Minister of Defense for Acquisition, Technology, and Logistics is responsible for establishing a comprehensive ammunition policy to sustain the Afghan military during peace and wartime. Part of this policy encompasses assigning responsibility for the management of the storage, issue, safety, and security of ammunition. An appointed Ammunition Program Manager is required to manage the budgeting, procurement, and acquisition of ammunition for all ammunition requirements of the Afghan military. In addition, the Ammunition Program Manager has the responsibility for all aspects of munitions management, including accountability, safety, and disposal.

ANA officials from FSD 2 and 6 have reportedly requested the authority to turn-in these excess munitions, which have been stored at the FSDs for over two years. As of May 2001, MoD/GS had not approved their requests.

In accordance with the MoD Decree 4.5, the Ammunition Program Manager should take control of the excess 155mm ammunition to ensure its proper safety and disposal. This policy and management approach would fall in line with current U.S. and DOD policy on excess munitions.

The continued presence of unusable 155mm howitzer artillery rounds at ASPs presents an opportunity for corrupt transfer to the black market and represents a potential threat to U.S. and Coalition, as well as ANA forces. They take up storage space at ASPs and present potentially detrimental safety and environmental concerns.

Recommendation

19. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, request MoD approval to arrange for the transfer of these shells to U.S./Coalition custody/accountability for appropriate disposal.

Management Comments

NTM-A/CSTC-A concurred with comments for Recommendation 19, verifying the existence of a plan for the timely expansion of the 5th Forward Support Depot (FSD) Ammunition Supply Point (ASP) adequate to maintain sufficient resupply for 215th Corps operations. There is in place, a construction project outlined to construct a quantity of Twenty (20) NATO Standard Ammo Magazines at Camp Shorabak, Nahraisraj District, Helmand Province that is contracted, funded and proceeding. NTM-A/CSTC-A will communicate and monitor this project according to recommendation. The US Army Corps of Engineers/CJ-Engineering has Contract # W5J9JE-10-D-0016 0004, dated 17 Sept 2011, with a current completion date (BOD) of 3/17/2012.

Our Response

NTM-A/CSTC-A's comments to Recommendation 19 were partially responsive at addressing the observation. We ask that NTM-A/CSTC-A request MoD approval to arrange for the transfer of the excess/unusable 155mm shells to U.S./Coalition custody/accountability for appropriate disposal.

Observation 20. Accountability for Damaged, Destroyed, Lost, or Stolen Vehicles and Equipment

When negligence results in damage, destruction, loss, or theft of ANA vehicles or other military equipment, ANA commanders have not uniformly enforced existing MoD/GS policy decrees that require a determination of accountability.

The concept of individual soldier responsibility for equipment damaged, lost, or stolen is still not commonly understood or accepted. Although ANA field commanders generally understand that MoD logistics decrees require accountability, they do not implement the intent of the decrees.

As a result, there exists a general perception among individual ANA soldiers and commanders that there are no consequences for negligent destruction or loss of ANSF-provided equipment. This has contributed to vehicle/equipment damage and loss of equipment largely supplied by the U.S./CF at an unacceptable and unsustainable level. Moreover, the absence of broad acceptance by ANA leadership of accountability as a critical requirement portends that the ANA may not maintain its core equipment at the required levels of operational readiness in the future.

Applicable Criteria (See Appendix C, Numbers 3, 5, 14, 28, and 32, for additional details.)

- Army Field Manual 3-07, "Stability Operations," October 2008.
- Army Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006.
- Decree 4.2, MoD, Assistant Minister of Defense for Acquisition, Technology and Logistics, "Material Accountability Policy and Procedures," June 2009.
- Government Accountability Office Report (11-66), "Afghanistan Security: Afghan Army Growing, but Additional Trainers Needed; Long-term Costs Not Determined," January 2011.
- Joint Center for International Security Force Assistance, "Afghan National Army (ANA) Mentor Guide," March 25, 2011.

Discussion

By the end of FY 2011, the U.S. will have spent about $38.46 billion providing training and equipment to the ANSF via the ASFF. Additionally, donor nations have contributed equipment worth approximately $470 million since 2010, with vehicles, weapons, and aircraft comprising the majority of the donated value."[29] Understandably, both the U.S. and the donor nations expect the ANSF to exercise due diligence in the use and care of provided equipment and vehicles.

U.S./CF trainers reported that ANA commanders at all levels recognized their responsibility for stewardship of ANA equipment and vehicles. However, the trainers also reported that they had not seen evidence that established procedures for individual accountability were routinely enforced. While almost every trainer reported instances of ANA vehicle/equipment destruction

[29] Government Accountability Office Report No.11-66, "Afghanistan Security," January 2011, p. 9.

or damage resulting from operator negligence, none of them could recall an ANA soldier or commander being held accountable. Examples cited by U.S./CF trainers include:

- Ninety percent of vehicles delivered from Depot 2 were missing equipment, such as spare tires, jacks, and tools,
- Thousands of dollars worth of mechanics tools unaccounted for/lost/stolen,
- Lack of operator maintenance leading to costly and time-consuming repair,
- Tools and other equipment (jacks, tire tools, spare tires) disappearing from vehicles on convoys, and
- Vehicles wrecked due to operator negligence.

There are legitimate reasons for the damage, destruction, and loss of equipment, including:

- Combat,
- Difficult environment,
- Insufficient training, and
- Insufficient experience.

The MoD/GS and the ANA have established policies and procedures in place that provide commanders the authority to hold their personnel, both uniformed and civilian, accountable. Decree 4.2, Section 12-5, directs ANA commanders to investigate to determine the circumstances surrounding the loss, damage, or destruction of equipment. Section 12-3 of the Decree further directs:

> Commanders determine whether the cause of loss, damage or destruction warrants adverse administrative or disciplinary action and take appropriate action. These actions include, but are not limited to:
>
> - An oral or written reprimand,
> - Appropriate remarks in evaluation reports,
> - Removal from position,
> - Non-judicial punishment,
> - Suspension of privileges, and
> - Withholding of wages, up to a month's basic pay.[30]

Given the sufficiency of MoD/GS policy and procedure regarding equipment accountability, the apparent failure to enforce their use would appear, in part, to be a lack of leadership understanding of the operational importance of maintaining and sustaining core equipment. This situation is aggravated by the shortage of well-trained logistics personnel to consistently carry out these functions.

In addition, according to this and other field assessments the team has conducted, Coalition field trainers and mentors, who are frequently assigned or one year or less, have tended to understandably prioritize the ANA's immediate operational need for equipment, rather than the

[30] Assistant Minister of Defense, Acquisition, Technology, and Logistics Decree 4.2, June 2009, p. 60.

longer-term and more difficult task of instilling an ANA culture of equipment sustainability and accountability. The fact that the ANA has not had a functioning logistical system capable of reliably providing equipment and parts has also made the Afghan military reliant upon the U.S./CF to perform logistical supply roles, rather than developing its own capabilities.

However, the future operational readiness of the ANA will increasingly depend on the commitment and ability of commanders to account for and maintain unit equipment, sustained by the ANA logistical system. Therefore, MoD/GS and its ANA field commands must proactively apply their existing MoD decrees regarding equipment accountability, supported by active U.S./CF mentoring, consistent with guidance issued to mentors/trainers regarding accountability of U.S./CF-provided equipment. [31]

There is some evidence that the recovery of material/equipment diverted and/or stolen from the ANA is improving. However, significant challenges remain in promoting responsibility and accountability for equipment, both at the command and individual soldier level.

The U.S./CF provides almost all of the ANA's equipment and supplies through NTM-A/CSTC-A. Consequently, the U.S./CF has the leverage to do more than just encourage the MoD/GS and ANA leadership to pursue greater stewardship, at both the command and personal levels. When ANA equipment/material is destroyed or missing, a determination of command and personal accountability must be made and enforced regarding command and/or personal accountability.

Recommendation

20. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the Ministry of Defense/General Staff, establish a process for ensuring that a verifiable ANA determination is made and enforced as to command/personal responsibility/accountability when ANA equipment and material is destroyed or missing.

Management Comments

NTM-A/CSTC-A concurred with comment for Recommendation 20, noting that transparency on both the ANA and the Coalition Force side is essential to building a logistics system. Mentors at all levels are charged with enforcing a sense of ownership through proper accountability. In an effort to improve accountability across the board, the ANA initiated a 100 percent inventory of all vehicles, weapons, and Night Vision Devices. At the completion of the weapons inventory, the ANA will conduct a 100 percent inventory of communication devices. The ANA does not have a Manual for Courts Martial or the Uniform Code of Military Justice, but they are making steps forward in enforcement of disciplinary action.

[31] Joint Center for International Security Force Assistance, Afghan National Army Mentor Guide, 25 March 2011, p. 3-10.

Our Response

NTM-A/CSTC-A's comments to Recommendation 20 were responsive. We will request an update in six months on the status of the ANA inventories conducted along with the correlating disciplinary actions used to enforce ANA accountability and promote greater stewardship.

Observation 21. Class VIII Warehouses at the 2nd and 5th Forward Support Depots

Unusable medical supplies were on-hand at the Class VIII Medical Supply Warehouses at the 2nd and 5th FSDs, supporting 205th and 215th Corps, respectively. At the 2nd FSD Class VIII warehouse, supplies were stacked floor to ceiling and stored outside. At the 2nd FSD, an inventory to establish accountability had not been conducted.

This has occurred because the Class VIII warehouses at those locations do not have sufficient trained and literate ANA personnel assigned to conduct a baseline inventory, organize the warehouse supplies, and identify and dispose of unusable supplies. Coalition personnel were overwhelmed attempting to address the problems themselves. In addition, a Coalition and MoD "push" of medical supplies had recently arrived that was not based on an evaluation of what medical materiel these depots actually required.

This has resulted in the delivery of unneeded types and quantity of certain medical supplies and shortages in other priority medical requirements. The lack of efficient management of these warehouses and shortages of required medical supplies impeded the FSDs from effectively supporting the medical facilities of the ANA 205th and 215th Corps.

Applicable Criteria (See Appendix C, Numbers 5, 12, 19, and 33, for additional details.)

- Army Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006.
- Decree 4.0, MoD, Office of the Assistant Minister of Acquisition, Technology, Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.
- Decree 5001, "Ministry of Defense Organization and Functions Manual," Chapter 38: Medical Command, March 29, 2011.
- Joint Center for International Security Force Assistance, "Afghan National Army Mentor Guide," March 25, 2011.

Discussion

The ANA's overall management and accountability of Class VIII equipment and material nation-wide has been problematic, as noted in the recent DODIG "Assessment of the U.S. Department of Defense Efforts to Develop an Effective Medical Logistics System within the Afghan National Security Forces," issued June 14, 2011. [32]

Problems have occurred, not withstanding established MoD policy and procedures on how to manage equipment and supplies. Decree 4.0, Ministry of Defense, Office of the Assistant Minister of Acquisition, Technology, Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009, states:

[32] Report No. SPO-2011-007, "Assessment of the U.S. Department of Defense Efforts to Develop an Effective Medical Logistics System within the Afghan National Security Forces," p. 57, para 1.

- Authorization for on-hand material is based on what a unit reasonably needs to accomplish its mission.
- Any materiel over and above authorization is excess.
- Units should not accumulate materiel in excess of total authorization and should turn-in any excess quantities on hand.
- Stock control includes the process by which officials' record and account for materiel disposal.

Under the MoD, the General Staff, Logistics (GS-G4), via the newly established ASC, has the responsibility for overseeing military logistical functions and activities. This consists of:

- Supply and maintenance oversight,
- Transportation management,
- Resource management,
- Budget execution, and
- Oversight and inspection.

Although the OIG team found the Class VIII warehouses at the 1st and 4th FSDs, supporting 209th and 203rd Corps, respectively, to be well-organized, the Class VIII warehouse at the 2nd FSD, supporting 205th Corps, was essentially dysfunctional, despite the efforts of the U.S. trainers and ANA personnel assigned there. The warehouse had pallets of medical supplies stacked wall-to-wall, all the way to the ceiling in some cases. These pallets came from the United States Army Material Medical Center - Europe (USAMMCE). Although NTM-A/CSTC-A CJ4 supposedly halted the "push" of medical supplies, U.S. trainers reported convoys continued to deliver unordered (pushed) equipment and supplies.

Among discrepancy issues noted at the Class VIII warehouse were:

- About 120 pallets of un-inventoried medical supplies stored inside,
- Approximately 80 pallets of un-inventoried medical supplies stacked outside,
- An additional 12 shipping containers full of un-inventoried medical supplies,
- Six new, unrequested and reportedly unneeded, lab refrigerators,
- Over 4,000 plastic bed pans, far exceeding the need for on-hand quantities, and
- On-hand pharmaceuticals that were reportedly expired.

U.S. trainers opined and the assessment team observed that much of the medical equipment and supplies at these two FSD Class VIII warehoused may be useless due to age and condition. Further, the lack of appropriate documentation or labeling on most of the pallets will make inventory and organization/accounting of the supplies difficult and time consuming. Moreover, the recent transfer of responsibility for the ANA Class VIII medical supply warehouses from the Medical Command to the Logistics Command delayed the assignment of ANA personnel. There were only five ANA soldiers present at the 2nd FSD Class VIII warehouse and only one was literate. Additionally, there was only one U.S. trainer assigned and working there, strenuously trying to instill order and accountability.

The OIG team found the Class VIII warehouse at the 5th FSD, supporting 215th Corps, in relatively better condition. While the warehouse was well organized, they were still understaffed

and the facilities were inadequate in that they did not have the capability to store supplies requiring refrigeration. In fact, the FSD Commander had requested, through his ANA chain of command, that NTM-A/CSTC-A stop "pushing" supplies until he had this essential storage capability. Further, the OIG team noted that many of the medicines had expired, and that the FSD and corps medical facilities were purchasing critically required medicine on the economy.

Recommendations

21. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, mentor the Ministry of Defense/General Staff to:

a. Provide assistance to organize and inventory the Class VIII warehouse at the 2nd Forward Support Depot.

b. Remove and destroy expired/unusable pharmaceuticals.

c. Conduct an inventory of the medical supply, equipment, personnel, and space requirements at all Forward Support Depot Class VIII warehouses and appropriately address these needs, as identified.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 21.a, commenting that advisors should provide required assistance in conducting inventories, specifically the provision of literate personnel, however ANA personnel should be directly involved in conducting inventories. It is critical ANA manning levels are sufficient in order to enable Afghans to organize and inventory warehouses. The new mentors assigned at the 2nd FSD in Kandahar are taking an active role in mentoring, inventorying, managing, and distributing medical equipment and supplies and have extensive reports and photographs of their progress.

NTM-A/CSTC-A non-concurred with Recommendation 21.b, noting that only the ANA can choose to destroy their materiel and only through their own decree processes; the ANA has consistently chosen not to. NTM-A/CSTC-A CJ-SURG/CJ-4 submitted draft verbiage on recommended expired pharmaceutical disposition instructions for inclusion in the MoD Decree 4.0 rewrite. Upon issuance of ANA guidance, compliance can be monitored by NTM-A/CSTC-A advisors at affected facilities.

NTM-A/CSTC-A concurred with Recommendation 21.c, but provided no timeline for completion of the inventory.

Our Response

NTM-A/CSTC-A's comments to Recommendation 21.a were responsive. We will request an update in six months on the completed status of Class VIII inventory at 2nd Forward Support Depot.

NTM-A/CSTC-A's comments to 21.b were responsive. We request a copy of the proposed language for disposition of expired/unusable pharmaceuticals. Once published, we request a

copy of the revised/updated Decree 4.0 for review to ascertain what changes were made to correct this shortfall.

NTM-A/CSTC-A's comments to 21.c were responsive. We will request an update in six months on the status of the inventories for medical supply, equipment, personnel and space requirements at all Forward Support Depot Class VIII warehouses.

PART VII – MAINTENANCE

Observation 22. Equipment Readiness Reporting

Some ANA commanders and G4/S4 officers at corps level and below were not aware of the state of maintenance capability and related equipment/vehicle readiness in their subordinate organizations.

This occurred because they had not complied with the MoD logistics decree designating maintenance management as a command and staff responsibility. They had not made maintenance capability/performance and equipment readiness a high priority. Moreover, some ANA commanders and logistical staff were not accurately reporting their maintenance and equipment status up the chain of command, thus leaving higher-level commanders and MoD/GS leadership unaware of problems that existed.

The lack of a clear understanding of unit maintenance posture by ANA commanders and G4/S4 personnel could result in poor command/tactical decisions based on an incomplete, vague, or inaccurate understanding of the maintenance capability and equipment readiness of their organization. In addition, for the ANA to achieve logistics sustainability, it must depend on the commitment of its leadership to maintaining the operational capability of vehicles and other essential equipment. Until the ANA integrates this understanding and commitment into its organizational culture, it will not be able to support the operational capability of its combat forces in a sustainable manner.

Applicable Criteria (See Appendix C, Number 17, for additional details.)

- Decree 4.9, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Maintenance Management Policy and Procedures," dated August 2010.

Discussion

We received comments and observed that ANA G4/S4 personnel at corps and below did not have clear insight into the state of readiness regarding their units' organizational equipment status and, therefore, the state of operational readiness. This lack of awareness included oversight and accountability of equipment assigned to their organizations. Some ANA logisticians and commanders did not seem to understand that there is a MoD/GS decree requiring accurate reporting of unit maintenance status and equipment readiness up the chain of command.

The following excerpts from MoD Decree 4.9, "Maintenance Management Policy and Procedures" apply:

- Paragraph 5-1 "General" of Chapter 5 "Maintenance Management," states that: **"**All Commanders are responsible for establishing command leadership and guidance to ensure all assigned equipment is maintained according to appropriate technical manuals, orders, and directives."

- Paragraph 5-7 "Maintenance and Logistics Information Management Systems" advises that:

> Information Management Systems, such as the Logistics Readiness Assessment Tool (LRAT), are valuable to the maintenance commander and staff officer. The reports help the commander and his staff to make informed and timely decisions regarding the work output of a maintenance organization.

These types of reports provide information on equipment availability, maintenance backlog, estimated repair times, actual repair times, equipment types, equipment reliability, and personnel productivity.

- Paragraph 5-8. "Management Execution" states:

> The Corps and other higher headquarters provide command orders and instructions, supervision, assistance, and perform management and control functions to satisfy the maintenance requirements of supported units. The Corps Logistics Battalion and Combat Service Support Kandak commanders and their staffs manage and control the movement, mission assignment, and operations of their units to support Corps headquarters plans, policies, and directives.

Although MoD Decree 4.9 explicitly states that "all Commanders" are responsible for maintaining organizational equipment, we found no written implementing directives promulgated by commanders at and below corps establishing maintenance/readiness reporting requirements for their organizations. Many ANA commanders do not view maintenance as commander's business, leaving it to their staff officers.

Decree 4.9 also states that G4/S4 personnel are directly responsible to their respective leadership for in-depth knowledge and oversight of the maintenance program. It also informs them the LRAT reporting system is a valuable tool for understanding and communicating the state of equipment readiness within their respective units/organizations.

However, if the LRAT reporting requirement has not been required in a written order signed by the commander, it may not be always be submitted. Additionally, U.S./CF advisors report that LRAT submissions that do occur are often inaccurate.

Recommendations

22.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate for the Ministry of Defense/General Staff to issue a cipher directing that Afghan National Army Commanders establish written requirements for periodic equipment readiness reporting in their organizations.

22.b. Commander, International Security Assistance Force Joint Command, direct trainers at Corps and below to verify with their G4/S4 counterparts that these status reports on equipment status are being submitted and are accurate.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 22.a, noting that coordination with the MoD/GS resulted in the GS/G4 issuing Cipher #135 on 27 July 2011, which, among other things, directed development of maintenance policies, procedures, and a readiness performance plan,

with special attention to maintenance units and the CSSKs. Additionally, the MoD GS/G4 Deputy for Maintenance issued a Maintenance Directive (Letter #554) on 3 August 2011 for CSSKs and logistics support commands to use WebManage (part of the A-TEMP contract) to report not mission capable (deadlined) equipment.

IJC concurred with Recommendation 22.b. Their response was classified and is available on request.

Our Response

NTM-A/CSTC-A's comments to Recommendation 22.a were responsive. We will request an update in six months on the implementation of GS/G4 Cipher #135 and the Maintenance Directive Letter #554.

IJC's comments to Recommendation 22.b were responsive. IJC has taken action to institutionalize ANA maintenance management at corps and below through regularly scheduled maintenance meetings with ANA maintenance commanders, staff officers, and their U.S./coalition advisors/trainers. U.S./CF advisor/trainers are also receiving training on the LRAT and the Afghan Readiness Reporting System. This should focus attention on the accuracy of ANA maintenance readiness reporting. We will request an update in six months to determine if the U.S./CF perception of a gap between ANA maintenance readiness reporting and ground truth is narrowing.

Observation 23. Shortage of Class IX Parts

A shortage of Class IX (spare/repair) parts caused a significant vehicle maintenance backlog that negatively affected ANA operational readiness and impeded implementation of the new A-TEMP ANA maintenance contract.

This situation occurred because the MoD-14 request process has not been an effective mechanism for requesting resupply of parts and the Coalition-driven "push" supply system had not yet established an ASL for Class IX parts at the FSDs and CSSKs. In addition, a parts supply gap developed during the transition between the previous and current ANA maintenance support contracts.

Without a robust and reliable supply system to provide sufficient spare/repair parts, the ANA cannot maintain acceptable and sustainable levels of vehicles and equipment readiness.

Applicable Criteria (See Appendix C, Numbers 2, 12, and 17, for additional details.)

- Afghan National Army Tashkil.
- Decree 4.0, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.
- Decree 4.9, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics "Maintenance Management Policy and Procedures," August 2010.

Discussion

According to senior NTM-A/CSTC-A and IJC leadership, there has been an increased emphasis on development of the ANA logistics/ maintenance capability during the current "Year of the Enabler." NTM-A/CSTC-A and IJC senior officers expressed conviction that the ANA would be able to meet minimum essential logistics/maintenance capabilities by the end of 2014. In discussions with Coalition and MoD/GS General Officers, they conveyed a priority commitment to build the ANA logistical system capability consistent with the operational growth and needs of ANA forces.

During August 2010, MoD Decree 4.9, "Maintenance Management Program Policy and Procedures", was released. Paragraph 3-1 "Logistics Support", of the Decree states:

> Units of the Afghan National Army are provided logistics support for each Class of Supply by the Forward Support Depots of the Logistics Command of Acquisition, Technology and Logistics. Each Kandak, Combat Service Support Kandak and Corps Logistics Battalion has a depot or garrison facility to receive, store, issue, and account for materials of each Class of Supply, to include spare parts, for units assigned and supported.

The assessment team determined, however, that implementation of key aspects of the MoD/GS Class IX repair/spare parts policy had not occurred. Reports from both Coalition trainers and ANA leaders and logisticians at each of the Regional Commands and ANA corps visited by the

team identified lack of vehicle spare parts as a significant equipment readiness problem, including both tactical (High Mobility Multipurpose Wheeled Vehicle [HMMWV]) and non-tactical vehicles.

Figure 11. ANA Vehicles Waiting Repair Parts

At the time of this assessment, the ANA Class IX supply system was in a nascent stage of development. Serious vehicle parts supply deficiencies existed that prevented repair of vehicles and equipment, resulting in a significant number of unserviceable tactical and non-tactical vehicles, as well as other equipment. This had negatively impacted operational readiness of ANA units.

The RM-Asia contract that had provided vehicle maintenance and parts support for the ANA terminated at the end of 2010 and the contractor apparently stopped stocking vehicle parts well before the contract terminated. NTM-A/CSTC-A, in coordination with the MoD/GS, was just beginning to put in place the new ASL at the FSDs and CSSKs. Furthermore, implementation of the new A-TEMP contract depended on having spare parts, which were not yet available, to enable contractor personnel at the CSSK level to train ANA mechanics and address the significant backlog of vehicles needing repair.

There was a general lack of clarity and confusion within the ANA command and logistics chain, and among NTM-A/CSTC-A/IJC/Sustainment Brigade/CF training personnel, regarding the Coalition and MoD/GS plans for addressing vehicle parts supply deficiencies and when spare parts would be supplied to support A-TEMP.

NTM-A/CSTC-A representatives informed the team that, in coordination with MoD/GS, they were working to establish and push forward a functional ASL to each FSD sufficient to support the immediate needs of CLKs and brigade CSSKs. An initial supply of about 200 of the most

heavily demanded vehicle repair parts would lead the fill of the approximate 4,000 items in the FSD ASLs.

Specific comments from ANA officers and U.S./CF trainers in the field concerning the spare parts problems included:

- The G4 Director of Logistics, Office of the Assistant Minister of Acquisition, Technology, and Logistics,, said that part of their mission was to repair/maintain Tashkil-authorized vehicles/equipment across the corps, and not just replace unserviceable vehicles/equipment with new ones. This mission was difficult because of insufficient repair/spare parts. He added that, previously, the RM-Asia contract provided the repair/spare parts. He noted that there had been a recent influx of parts into the Central Supply Depot, resulting from recent NTM-A/CSTC-A contracting. ANA senior staff was working with the Coalition to determine which and how many repair/spare parts to send to the FSDs and CSSKs.

- Members of a U.S. Sustainment Brigade stated that they had established a mechanic school at the 203rd Corps in Gardez. They trained 70 ANA mechanics, but had almost no spare parts to repair vehicles.

- 1st FSD trainers stated that the ANA Class IX repair/spare parts program was still in its infancy. They noted that the FSD started receiving some Class IX repair/spare parts in April 2011. The FSD currently had on-hand 150 lines of the 4000 repair/spare parts lines approved on their ASL to support vehicle/equipment repair.

- A 203rd Corps CSSK commander expressed confidence in the capability of his mechanics. If his CSSK had the appropriate kinds and numbers of repair parts, he believed they could fix anything.

- 203rd Corps Coalition trainers advised the OIG team that the personnel in the CSSKs were very frustrated because Class IX parts were not available for even routine vehicle repairs. They reported that they sent a list of all of the parts they need to IJC and NTM-A/CSTC-A, but had still not received them. One trainer stated that, under the previous maintenance contract with RM-Asia, they could get the parts needed.

- An ANA brigade S4 in 205th Corps reported that the operational readiness rate of their up-armored HMMWVs on-hand was less than 60 percent. He reported that a MoD 14 request almost never resulted in receipt of the requested part. (Neither he nor his U.S. trainer understood that the MoD 14 system would not function efficiently until the NTM-A/CSTC-A push of repair/spare parts resulted in functional ASLs at the FSDs and CSSKs. See Recommendations 12b, d, and f.) The brigade CSSKs had received a "push" package of parts, but these did not meet the priority vehicle repair parts needs of the unit. In one instance, the unit received more air filters then they can use "in a lifetime."

- When asked about getting the parts they needed to conduct vehicle repairs, 203rd Corps CSSK trainers responded that MoD 14 parts requests did not get them any repair parts. They were only getting the parts "pushed" from Kabul, which generally were insufficient

and did not meet the requirements. While addressed at RC-East maintenance meetings, the issue was never resolved.

- 215th Corps line Company Commanders and Executive Officers commented that there were many problems in the area of vehicle maintenance. They reported that the maintenance workshops at the CSSKs had experienced mechanics, but they did not have key parts to repair company vehicles.

Reports from the field indicate that there is technical capability to maintain/repair ANA equipment. However, the parts are not available. Until NTM-A/CSTC-A/MoD complete the push of Class IX repair/spare parts to establish the ASLs at the FSDs and the CSSKs, MoD 14 requests for parts will remain unfilled, further degrading confidence in the system. Readiness of equipment and survivability of the ANA forces will suffer until this matter is resolved.

Recommendations

23. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/ General Staff:

a. Determine the repair parts that are most urgently needed to fix inoperable vehicles in the Afghan National Army Corps.

b. Locate and push to the Forward Support Depots and Combat Service Support Kandaks the parts identified.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 23.a, commenting that CJ44 Maintenance has identified critical CL IX requirements for NMC vehicles and requested all the required parts through Security Assistance Office. At this time 58 percent of the required parts are on requisition through the Security Assistance Office. The CJ44 Class IX section is working with SAO personnel to confirm requisitions or request the remaining items.

NTM-A/CSTC-A concurred with comment for Recommendation 23.b, stating CJ44 Maintenance has identified critical Class IX requirements for ASLs. CJ44 Maintenance has pushed over 63,700 parts for PLL, ASL and deadline parts requirements to the FSD from the national level. At this time, CJ4 confirms that 45 percent of the required sustainment parts are on requisition through the Security Assistance Office. Identified ASLs of 3,938 lines were requested for direct shipment from CONUS to FSD locations. CJ4 Maintenance Class IX section is working with SAO personnel to gain visibility of non-standard vehicle parts status.

Our Response

NTM-A/CSTC-A's comments to Recommendation 23.a were responsive and no further action required at this time.

NTM-A/CSTC-A's comments to Recommendation 23.b were responsive. We will request an update on the management (bench stock, requisition, and delivery status) of the identified critical Class IX repair/spare parts requirements in six months.

Observation 24. Loss of Afghan National Army Skilled Professionals to the Private Economy

The ANA has difficulty retaining trained ANA mechanics and other skilled logistical professionals who come to the end of their ANA enlistment contract.

The primary, but not the only, factor in the low retention rate of technical ANA logistical personnel is reportedly the demand for their services in the private sector, especially among foreign and local contractors, from whom they can receive higher pay with less personal risk.

The inability to build and maintain a cadre of experienced ANA logisticians, mechanics, and other skilled professionals during a time of war prevents the ANA from developing the logistical support necessary to support ANA unit operational readiness, and, therefore, war-fighting capability. Moreover, ISAF will not achieve its mission to establish an ANA logistical system capable of independent and sustainable support of the ANA combat forces.

Applicable Criteria (See Appendix C, Numbers 5, 19, and 33, for additional details.)

- Army Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006.
- Decree 5001, "Ministry of Defense Organization and Functions Manual," Chapter 21: Chief of Personnel of the General Staff (GS-G1), March 29, 2011.
- Joint Center for International Security Force Assistance, "Afghan National Army," March 25, 2011.

Discussion

Currently, about 50 percent of the Tashkil-authorized logistician and mechanic positions are filled by a trained ANA soldier. Reportedly, many of the ANA's trained logisticians, mechanics, and other skilled professionals leave the military at the end of their contracts, necessitating the need to recruit and train replacements. Moreover, it has been difficult for the ANA to recruit skilled personnel already employed in the private sector.

During this assessment, we were informed that there are a number of reasons for the attrition of trained and experienced logisticians, mechanics, technicians and other professionals from the ANA after they complete their military service including:

- Better private sector pay,
- Difficult military living conditions and environment,
- Availability of adequate and appropriate tools to perform their logistical functions,
- Lack of advancement and recognition for personnel with their specialized skills,
- Literacy skills provide opportunities outside of the ANA,
- Personal safety/danger issues, and
- Hardship on the families of those in military service.

Among these factors, personnel in the Coalition and within the ANA chain of command uniformly cited pay as the foremost reason for the inability to retain and attract trained and experienced ANA logisticians, mechanics, and other skilled professionals.

The U.S./CF and GIRoA, including the MoD/GS and ANA, have made a significant investment in recruiting, training, and equipping these highly skilled soldiers. Specialized training courses for ANA logistical personnel are increasing at the national level. Coalition units, trainer/mentor teams, and contractors, are expanding their logistical training programs and impact.

The standards for these skill sets are necessarily high, compared to the average soldier. To be considered proficient as a mechanic assigned to the MoD Central Workshop in Kabul, ANA personnel are required to have:

- Two years of English training,
- One year of formal Test, Measurement & Diagnostic Equipment training, and
- Thirty six months of on-the-job-training and experience.

Once ANA personnel reach this level of proficiency, they comprise the cadre essential to maintaining the operational readiness of vehicles/equipment in ANA combat units.

These trained and experienced personnel are not easy to replace, and it has been a difficult challenge for the ANA to retain them. They are reportedly leaving the Army in significant numbers once their initial contracts are completed.

U.S. counterinsurgency doctrine states; "Pay for … technical specialists should be competitive with that of other host-nation professionals."[33] The doctrinal requirement is therefore to provide military personnel a level of pay competitive with what their training and experience would be worth in the private economy. This should take into consideration that the MoD provides some level of housing, medical, retirement and other benefits, as most other militaries do, that can offset the need to match exactly civilian pay. For example, the DOD 10th Quadrennial Defense Review of Military Compensation recommended that U.S. military pay be set at the 80th percentile for comparable skills and experience in the private sector.[34]

Unfortunately, the current compensation incentives for ANA personnel with logistical and information technology skills and experience necessary to support logistical functions and operations was not competitive with comparable private sector opportunities. For example, an ANA sergeant with over three years of experience earned $215 monthly, while a master sergeant with over 24 years of experience was paid $415 per month. However, if an ANA soldier at the end of his first two or three year ANA contract is a skilled logistician or mechanic, he can reportedly earn $600 - $700 per month in a civilian occupation.

At Depot 0, U.S. trainers had 50 ANA soldiers complete training as computer operators. When their ANA contracts were completed, 47 of them left for higher paying civilian jobs.

Skilled technicians and professionals might not leave the ANA if their pay and benefits were close enough to what they could earn in the private sector for comparable training and experience, a lesson learned by retention planners in the U.S. military.

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[33] Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," Table 6-3, December 2006.

[34] Government Executive.com, "Military and civilian pay are competitive, quadrennial review board finds," March 13, 2008, para 8.

Any proposals to increase pay for critical ANA skills would require coordination/approval through NTM-A/CSTC-A to ensure that funding was available.

Recommendation

24. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate with the Ministry of Defense and the General Staff to determine the extent of the problem and assist them in implementing appropriate mitigating actions, to include establishing MoD/GS/ANA personnel policy and programs for specialized skills that provides recognition, promotion, job security, and pay incentives, etc.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 24, stating the actions taken and planned consisted of establishing a merit-based NCO promotion system. On March 7 to 9, 2011, the GS/G1 SGM conducted training on JNCO/SNCO Promotions, Evaluations, and Records Management. The ANA SMA conducted his 8th Annual Seminar and NCO/SM of the Year Competition on July 10 to 13, 2011. Briefers and work groups focused on Soldier Quality of Life issues, including better Pay, Housing/Barracks, Medical, Retirement System, Leave Program, Safety, Training, Attrition/Re-Contracting and Dining Facilities/Food. Recommendations were briefed to the MoD leadership. The ANA SMA 9th Annual Seminar and NCO/SM of the Year Competition is scheduled for March 12, 2012. Better leadership is the key to resolving many of these issues.

Furthermore, the implementation, fielding, and training of an improved Afghan Human Resource Information Management System (AHRIMS) started on 1 Jul 11. This new system will provide the capability to track, manage and report assigned strength by Unit, Military Occupation Specialty (MOS), Grade, etc.,to include training required or completed by each Soldier. Work continues with the A7 Force Management Directorate to finalize the MOS, Additional Skill Identifier (ASI), and Language Skill Identifier (LSI) list. During Aug-Oct 11, the MOS, ASI, and LSI list were submitted to MoD for review and approval. The list will be included in AHRIMS and provide the capability to track, manage, and report school trained Soldiers. The Re-contracting of soldiers who choose to re-enlist, AWOL/DFR, and Leave policies were recently updated to improve the practices and procedures used to track and account for soldiers. The first Re-contracting course starts on October 29, 2011. It is a 6-week course designed to educate and train leaders on their roles and responsibilities in maintaining a trained and ready force. Finally, there is was a mock centralized NCO promotion board scheduled from 24-27 Oct 11.

Our Response

NTM-A/CSTC-A's comments to Recommendation 24 were responsive. We request the proposed timeline for updating the improved Afghan Human Resource Information Management System (AHRIMS). Once the AHRIMS is approved, please provide a copy of those sections applicable to Recommendation 24.

Observation 25. Maintenance of Computers, Printers, and Copiers

The ANA was not maintaining the operability of ANA automated systems, including information technology (IT) equipment, such as computers, servers, copiers, and printers, most notably at corps and below.

The ANSF, including the ANA, does not yet have the internal training and experience to maintain their current organizational IT equipment and systems. Furthermore, there was no evidence of a functional plan to develop this capability or to contract for this type of support.

Without the execution of an effective plan to develop or provide this IT support, the ANA's nascent automation system will quickly atrophy, further complicating the effort to establish an enduring ANA logistics capability.

Applicable Criteria (See Appendix C, Numbers 5 and 33, for additional details.)

- Army Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006.
- Joint Center for International Security Force Assistance, "Afghan National Army (ANA) Mentor Guide," March 25, 2011.

Discussion

The Coalition and MoD/GS have planned for /automation systems and IT equipment to play a key role in supporting and sustaining logistical operations. However, at corps and below, the ANA does not yet have enough personnel with the requisite skills to maintain these systems. Although there was a contract in placer to maintain IT systems at ANA Regional Hospitals, there was no evidence of an in-place contract to provide this type of support at corps and below.

Nevertheless, the U.S./CF are building and maintaining a limited automated logistics capability for the ANA, as well as training operators. The two main web-based systems developed to automate the MoD/GS and the ANA Supply Chain Management includes:

- The Core Inventory Management System Enterprise Edition, based in Kabul with nodes distributed at major national depots, will eventually interconnect with the FSDs. It will continuously update the automated supply distribution system in support of material management. The MoD/GS and the NTM-A/CSTC-A CJ-4 also use the system as a monitoring and reporting tool. As of May 2011, four of the six FSDs had connectivity.

- WEB Manage is the equipment maintenance database supporting the ANA designed to integrate maintenance, inventory, and material requisitions. It is capable of managing warehouse, procurement and logistics operations countrywide in a centralized system, down to the CSSKs at brigade level, and is part of the requirement in the A-TEMP contract. In May 2011, the system was just beginning to come online in the CSSKs.

The U.S./CF has also supplied personal computers, laptops, printers, and copiers to ANA corps and brigade headquarters commanders and staff personnel. However, more often than not, the assessment team noted that the IT equipment at the corps and brigade headquarters was inoperable. ANA personnel and U.S./CF trainers reported that, aside from the issue of unreliable electrical power, there was insufficient maintenance capability at these organizational levels to maintain these IT systems. In addition, there was no supply process for obtaining necessary IT items such as toner cartridges for copiers, batteries for laptops, or even copier paper. With no organic capability to maintain these IT systems, or to procure related supplies, and no contract support available, the IT systems at corps and below will rapidly become inoperable.

Recommendation

25. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate with the Ministry of Defense and the General Staff to develop a sustainable solution to maintain operability of the automation systems and information technology equipment necessary to support ANA logistics operations, to include that equipment at corps and below.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 25, noting how NTM-A CJ6 presently is executing a plan for creating an environment that is supportive to transitioning a sustainable solution for the maintenance and operability of the IT equipment necessary to support ANA logistics operations. This plan consists of several contracts providing for the maintenance and operability of the IT equipment supporting ANA logistics operations. Moreover, the NTM-A CJ6 team of contract support, advisors, and contractors aim to create an environment to facilitate the successful transition of the contracts and maintenance function to the ANA in order for the ANA to have a sustainable IT equipment maintenance concept. They will do this by advising the ANA on various aspects of contract management and on the creation and management of training programs for IT maintenance and operations.

a. Presently, the Communications Equipment Maintenance Advising, Mentoring, and Training Program contract is providing a variety of project management, program support, quality assurance management, and logistics and contracting management deliverables to the ANA. This is in the form of direct advising and training to the ANA at Kabul-area depots and assisting the ANA in maintaining their database for actions initiated by a MoD Form 14, equipment requisition, or turn-in items for repair or disposition. Moreover, the MoD network operations contract provides for the parts to fix, repair, or replace IT and computer equipment throughout Afghanistan as well as the installation, configuration, and operating of all MoD Network End User Equipment and providing end user and on-the-job training related to these actions. In order to develop IT skills within the ANA, the Contractor provides on the job training to those personnel assigned to work in the MoD NOC. All these actions help create the processes, procedures, to develop the ANA personnel to establish an organic ANA solution to support the IT necessary for ANA logistics operations.

b. NTM-A CJ6 also provides Afghanistan-wide basic and advanced computer operating training. These training courses help to prepare ANA personnel to successfully operate

the IT equipment required to support ANA logistics systems. The courses include preventive maintenance and troubleshooting of IT equipment. Also, the training attempts to instill train-the-trainer techniques within the curriculum in order to position the ANA to be self-sustaining with ANA teaching ANA regarding computer training.

c. NTM-A CJ6 is also supporting a network connectivity contract at the ANA ASC (Army Support Command). The ASC has been created to support a fully integrated, self-sustaining logistics system with doctrine, policies, and procedures within the ANA.

d. NTM-A CJ6 participates in logistics OPTs and discussions to develop, plan, and implement courses of action in order to prepare ANA to assume leadership and ownership of their logistics processes.

e. NTM-A CJ6 is advising ANA on effective contract oversight, creation, requirements, and management in order to establish a long-term, sustainable contracting capability for ANA and in turn, transitioning training, operations, and maintenance contracts to the ANA. In this way, the ANA can establish the logistics support operations that meet their requirements.

NTM-A CJ6 will begin transitioning some of these contracts in the Fall and Winter of 2011-2012, beginning with the training contracts. Presently the ANA can provide a basic level of IT operations and maintenance for their IT systems. This capability will be further strengthened as both training, operations and maintenance contracts continue. Moreover, as the ANA continues to mature as a force, the train-the-trainer concepts will be further established within ANA processes and procedures, further creating a sustainable solution for their IT support.

Our Response

NTM-A/CSTC-A's comments to Recommendation 25 were responsive. We will request a status update on the effectiveness of the planned actions in six months.

Observation 26. Technical Manuals

The 215th Corps had no accessible technical maintenance manuals for vehicles repair.

Although the manuals, in Pashtu, have been provided in compact disc form, this has not been a practical solution for ANA organizations at corps and below because of limited availability of functional computers, printers, and copiers. Moreover, many maintenance personnel, who may be barely literate or illiterate, cannot understand the maintenance material.

The lack of useable technical manuals delays development of the ANA capability to take responsibility for equipment maintenance, slowing development of a sustainable logistics capacity.

Applicable Criteria (See Appendix C, Numbers 5 and 33, for additional details.)

- Army Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006.
- Joint Center for International Security Force Assistance, "Afghan National Army (ANA) Mentor Guide," 25 March 2011.

Discussion

The assessment team observed that the 215th Corps did not have access to technical manuals in Dari or Pashtu for their HMMWVs, Ford Ranger Light Transport Vehicles, or International Trucks. They only had one manual, in English, for these vehicles. According to counterinsurgency doctrine, the ANA must be "capable of managing their own equipment throughout its lifecycle and performing administrative support."[35] Further, documentation for ANA equipment and vehicle maintenance "must be appropriate to Host Nation capabilities and requirements."[36]

NTM-A/CSTC-A has provided compact discs with the applicable technical manuals. This is not a practical solution for ANA organizations at corps and below because of limited availability of functional computers/printers/ copiers. Additionally, when the electronic versions of the manuals could be printed, they were reportedly often in English, rather than in Pashtu and Dari.

Moreover, even if provided in printed form, not all maintenance personnel are sufficiently literate to understand them. A picture book format would be more functional for these soldiers.

If the ANA is to develop a self-sustaining ANA maintenance capability by 2014, they must have sufficient quantities of technical manuals available in languages and formats that they can understand and use.

[35] Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006, Table 6-2, bullet 3.
[36] Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006, para. 6-31.

Recommendations

26. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/General Staff:

a. Print technical manuals in Dari and widely disseminate them to all Afghan National Army units at corps and below.

b. Create a version of these manuals that presents the material in picture book format for insufficiently literate or illiterate maintenance personnel.

Management Comments

NTM-A/CSTC-A non-concurred with part of the original Recommendation 26.a (print in both Dari and Pashtu), stating they concur with printing technical manuals in Dari and disseminating them to all ANA units in the tactical areas. Pashtu version of Decrees and ciphers is not required; Afghan Ministerial Staff has not requested manuals in Pashtu. TMs should not be required in Pashtu thus costs of translation would outweigh requirements. The cost limits of the Afghan information technology structure will likely prevent connectivity at the tactical levels (combat service support kandaks and kandaks). Thus, CJ4 in coordination with SAO contracted to have the top three density equipment technical manuals translated in the Dari language. These manuals include: International medium tactical vehicle 5-ton truck technical manual, Ford Ranger technical manual(s), and M1151 HMMWV technical manual; they are currently being printed in sufficient quantities for all Kandaks to have at least one each. There are currently 250 English versions Parts Manual (TM 9-2320-387-24P) for HMMWVs finished being printed.

NTM-A/CSTC-s concurred with Recommendation 26.b, stating CJ4 is in the process of developing a “picture type book” to overcome the illiteracy rates of the average ANSF member. These “picture books” are focused on the major end items on the Tashkils of the ANA forces and the primary items that CJ44 Maintenance are tracking as high demand/high usage repair parts.

Our Response

NTM-A/CSTC-A’s comments, based on the analysis and feasibility of Recommendation 26.a, were responsive. We rewrote Recommendation 26.a as above, removing “Print technical manuals in both Dari and Pashtu…”, replacing it with “Print technical manuals in Dari….” We will request an update in 6 months on the status of printing/dissemination of the Dari technical manuals.

NTM-A/CSTC-A’s comments to Recommendation 26.b were responsive. We will request a status update in six months on the effectiveness of the new “picture type book” that is being created to address illiteracy rates.

Observation 27. Power Generation

The ANA lacks the long-term capability to operate and maintain the wide variety of gas and diesel-powered generators in their inventory that supply power to their operational units, particularly away from industrialized areas.

Lack of access to the national power grid, especially in remote areas, has led to a reliance on generators for electrical power. However, the ability to keep the generators functioning is problematic because of:

- Multiple types/models of generators used by the ANA,
- Few repair parts,
- Few trained ANA generator mechanics,
- Accessibility to remote locations where ANA units are deployed, and
- Availability of fuel.

Reliance on so many maintenance-intensive, gas or diesel powered generators limits the power presently available to support ANA field operations, and does not provide a long-term solution to the ever-growing needs of the ANA forces.

Applicable Criteria (See Appendix C, Number 5, for additional details.)

- Army Field Manual 3-24/MCWP 3-33.5, "Counterinsurgency," December 2006.

Discussion

Often geographically deployed in remote locations away from the national power grid, the ANA lacks the long-term capability to operate and maintain the wide variety of gas-powered generators that supply power to their operational units at these locations.

The Brookings Afghanistan Index stated, "As of September 2009, it was estimated that only six percent of Afghan households in rural locations had access to electricity."[37] The electricity produced in Afghanistan is comparable to Somalia.[38] This underscores that the power generating capacity and infrastructure in Afghanistan cannot support the population now or in the near future.

Electricity[39]		
Produced	286 million kWh	2009 est.
Imported	230 million kWh	2007 est.
Consumed	231 million kWh	2009 est.

Table 2. Electrical Power in Afghanistan

[37] Livingston, Messera and O'Hanlon, "Brookings Afghanistan Index," May 2011, Figure 3.7.
[38] "CIA World Factbook," 2011, Afghanistan, Country Comparison: Electricity – Production.
[39] "CIA World Factbook," 2011, Afghanistan, p. 11. The discrepancy between the amount of electricity generated and/or imported and the amount consumed and/or exported is accounted for as loss in transmission and distribution.

Consequently, the U.S./CF has attempted to meet the power needs of the growing number of ANA units by using portable gas or diesel-powered generators. The current limited ANA ability to maintain operational the 14 different types of generators in use, mainly provided by international donations, creates operational problems for the ANA.

ANA units depending on gas or diesel-powered generators frequently do not receive the requisite amount of fuel for various reasons, including:

- Bureaucracy,
- Corruption,
- Theft,
- Lower generator priority vice vehicles,
- Access to remote locations, and
- Insurgent actions interdicting supply lines.

Figure 12. ANA Mechanics Repair Generator

In addition, there is no reliable supply of spare/repair parts to maintain these many different types of generators, a situation worsened by a lack of adequate operator maintenance.

Both current operations and longer-term logistics sustainability of ANA forces depends on having a reliable source of power. The current reliance on generators for electric power has not proven sufficient.

Recommendations

27. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/General Staff:

a. Ensure there are sufficient trained mechanics and spare parts to maintain generators currently in use by the ANA.

b. Establish a base of just a few generator types that the ANA supply system will support to limit the wide range of operator skills and parts necessary to keep so many different types of generators operational.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 27.a, noting how trained mechanics are essential to maintain power generation equipment. Generator mechanic positions have been increased in Tashkil documents and training initiatives are already underway through the Construction and Property Management Department and local vocational schools. Future sustainment would include a contracted maintenance force in addition to trained ANA personnel.

NTM-A/CSTC-A concurred with Recommendation 27.b, commenting that although fewer generator types would simplify sustainment, a better solution is to reduce the overall need for energy. We are building to austere standards due to infrastructure limitations and the sustainment plan would include replacing failed generators with standardized generator models. Existing generators are sunk costs and should continue to be used until they become inoperable.

Our Response

NTM-A/CSTC-A's comments to Recommendation 27.a were responsive. We will request an update in six months on the status of the revised Tashkil documents and training initiatives for supporting this recommendation.

NTM-A/CSTC-A's comments to Recommendation 27.b were responsive and no further action is required at this time.

PART VIII - Personnel and Equipment Authorization (Tashkil)

Observation 28. The Logistics Support Operations Center and the Garrison Support Units

The Tashkils for the Logistics Support Operations Center (LSOC) and the Garrison Support Units (GSUs) do not support the current mission requirements of those organizations.

The LSOC was stood up in Solar Year 1385 (approximately mid-March 2006 to mid-March 2007) as the national logistics hub for an ANA force of 70K. Currently, the ANA has a 150K-plus structure, and LSOC manpower on the ANA Tashkil, which establishes its personnel and equipment authorization, has not kept pace. Likewise, the GSUs, embedded in ANA brigades with the mission of providing installation and life support operations for the brigade, have not grown commensurate with their mission responsibilities. Furthermore, the GSUs are not authorized certain types of equipment necessary to support their mission.

The LSOC's manning shortfalls have an adverse effect on its ability to provide required support for the MoD/GS logistics enterprise and ANA supply chain, affecting all classes of supply. At the brigade level, the GSUs are not capable of planning and executing their core installation support functions, due to insufficient authorization of personnel and critical equipment.

Applicable Criteria (See Appendix C, Numbers 1 and 12, for additional details.)

- Afghan National Army Manual 1-1, "Human Resources Support," September 2009.
- Decree 4.0, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.

Discussion

The Tashkil is the ANA's master authorization document that lists both personnel (by position and rank) and equipment (by unit and equipment type) down to company and platoon level. Tashkil development is a very deliberate annual process that involves review all the way down to the Corp level. Under this construct, ANA unit commanders supposedly engage as contributors to the process, providing input based on resource requirements necessary for accomplishment of their assigned missions.

Logistics Support Operations Center

The LSOC, which falls under the ANA Logistic Commander, is the Material Management Center for the MoD AT&L supply chain. The LSOC "logistics hub" provides the ANA with centralized and integrated material management for all classes of supply, as well as for weapons systems. Additionally, the LSOC has the mission of executing maintenance/supply priorities and coordinating/controlling supply functions to meet the operational needs of the ANA.

The LSOC Commander and his staff, along with their associated U.S./CF trainers, questioned the LSOC's ability to provide adequate support for the growing ANA forces, given the LSOC's current Tashkil personnel authorizations. Since Nov 2009, ANA force structure has increased by more than 56 percent, from 70K to more than 150K, reportedly without a commensurate

adjustment in the LSOC Tashkil personnel strength. Therefore, the LSOC's personnel structure does not appear to align proportionally with the growing size of the ANA.

U.S./CF trainers noted that, because of the personnel shortages, the LSOC divisions are not set up and manned to handle all ammunition, armament, communications, Class 9, and engineering requirements. Additionally, many of the processes associated with these functions are fragmented, unclear, and, to some degree, dysfunctional. The LSOC is not presently capable, therefore, of meeting its intended purpose of providing the ANA with centralized and integrated material management for all classes of supply.

The LSOC Commander and his staff, along with their U.S./CF trainers, reported that they had been unsuccessful in their attempts to update the LSOC personnel strength on the Tashkil through the established MoD/GS Tashkil review process.

Garrison Support Units

Embedded in the brigade, the GSUs are responsible for providing installation and life support operations for their unit, including dining facilities, installation security, and fuel storage/distribution. However, the GSU personnel strength on their Tashkil has not adjusted over time consistent with the growth in the number of units assigned to brigades, or with the additional requirement to support all non-brigade units now assigned to the installation, such as corps headquarters. Moreover, the GSU Tashkil reportedly lacks authorization for some critical equipment. As of May 2011, attempts to modify the Tashkils through MoD/GS channels to make them consistent with current personnel and equipment needs have been unsuccessful.

During team visits with multiple GSU commanders, their staffs, and U.S./CF trainers, the primary concerns they raised related to management and equipment shortages. Examples include:

- The addition of a fourth infantry kandak to each brigade,
- The addition of a fourth infantry company to each infantry kandak,
- Requirement to provide support for all other organizations on the installation, in addition to their brigade (area support),
- Equipment/infrastructure/personnel problems:

    -- Machineguns for installation guard towers not authorized,
    -- Too few forklifts/other heavy equipment authorized,
    -- Too few fuel/water tankers authorized,
    -- Dining facilities supporting up to twice as many soldiers as they were designed/manned to support, and
    -- Lack of facility space and equipment.

GSU manning and equipment shortfalls negatively impact various aspects of their mission, affecting such areas as:

- Plans and Operations,

- Supply,
- Communications,
- Medical,
- Engineering,
- Other areas of life support, and
- Morale.

Command authority with respect to GSUs was another matter of concern. The GSU is on the brigade Tashkil and falls under the brigade commander's command authority. However, when the brigade/GSU is based on a corps installation, for example, the more senior ANA officer perceives that he is the installation commander and can direct GSU operations, sometimes by-passing the brigade commander.

While GSU Tashkils are generally insufficient across the ANA, the respective GSU mission requirements can vary. The concept apparently gaining favor in the ANA is that support functions, in general, should be organized to support fixed geographic areas and/or installations and not just specific brigades, an idea generally endorsed by NTM-A/CSTC-A. Since GSU missions are becoming more specific to each GSU's geographic location and circumstances, a mission analysis could mandate similarly specific Tashkil adjustments.

Recommendations

28. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan:

a. Mentor the Ministry of Defense/General Staff to determine if the Logistics Support Operations Center requires additional personnel and to adjust the Tashkil accordingly.

b. Coordinate with Ministry of Defense/General Staff to conduct a mission analysis and appropriately adjust Garrison Support Unit Tashkils to reflect the size of supported ANA installation populations.

c. Coordinate with Ministry of Defense/General Staff to add additional equipment to the Garrison Support Unit Tashkils to support their mission requirements, as required.

d. Mentor the Ministry of Defense/General Staff to consider removing the Garrison Support Units from the brigade Tashkil and placing them under a new command structure independent of brigade/corps commander authority, such as the Regional Logistics Support Command, that would enable them to remain focused on their installation support responsibilities.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 28.a, stating on 12 September 2011, the Chief of Staff for CJ4 informed A7 that a working group would be established to analyze the mission of the Material Management Center (MMC), the Logistics Command (LOGCMD), the newly activated Army Support Command (ASC) and the Logistics General Staff-G4, in order to find if any redundancies exist between the above mentioned agencies. At the conclusion of the CJ4 Working Group and the final recommendations from the ANA senior leadership the ANA

General Staff G7 Deputy Force Management office, with support from the A7 Force Management, will update the Solar Year Tashkil personnel requirement as required per Tashkil.

NTM-A/CSTC-A concurred with comment for Recommendation 28.b, stating how a mission analysis needs to be conducted in conjunction with the newly activated Army Support Command, to right-size the Garrison Support Unit (GSU) in comparison to the total supported installation population. A7 Force Management will recommend that when the CJ4 working group indicated in previous 28a is formed, an objective should be established to include doing a mission analysis on the GSU's and the required Tashkil requirements to facilitate their support capability to the population supported by the installation. At the conclusion of the CJ4 Working Group and the final recommendations from the ANA senior leadership the ANA General Staff G7 Deputy Force Management office, with support from the A7 Force Management, will update the Solar Year Tashkil, as required.

NTM-A/CSTC-A non-concurred with Recommendation 28.c, commenting that A7 was provided guidance to have Tashkil reviews continued by all ANA Development Advisors for further equipment efficiencies. All additions to the current SY1390 Tashkil should be put on hold until final decision on ANA equipment disposition is approved. Tashkils will then be provided to the A7 Force Management office for update to the current solar year Tashkil.

NTM-A/CSTC-A non-concurred with Recommendation 28.d, stating the current organizational structure of the Logistics Support Operations Center has been reviewed and analyzed. The capabilities were expanded and a new organizational structure was developed and approved. It was given a name change to reflect the expanded capabilities and a General Officer position was approved as commander of Material Management Center (MMC). The Minister of Defense (MINDEF) approved the name change to MMC and appointed a Flag Officer position, Brigadier General, as commander. The MMC organizational structure is a centralized and integrated material management organization for all nine classes of supply. The MMC structure includes Command and Control, automation/information management, commodity management of all classes of supply, national asset visibility, movement control/coordination and maintenance/Class IX visibility.

The MMC organizational structure has been documented on the Solar Year 1390 supplemental Tashkil and has retained the 112 authorized spaces migrated over from the LSOC. A CSTC-A and ANA working Group will include, GSG4, LOG CMD, MMC, and Army Support Command (ASC), to address redundancies and validate MMC position descriptions and make adjustments and/or additions necessary for authorized spaces and equipment required in support of the approved ANA Force Structure. The CSTC-A and ANA Logistics Senior Leadership will be actively addressing and finalizing the MMC organization in relationship to supporting an increased 195K Force Structure end strength.

Our Response

NTM-A/CSTC-A's comments to Recommendation 28.a were responsive. Once approved and published, we request a copy of those sections of the updated Solar Year Tashkil applicable to Observation 28a.

NTM-A/CSTC-A's comments to Recommendation 28.b were responsive. We will request an update in six months on the mission analysis outcome and manning status for the respective GSUs.

NTM-A/CSTC-A's comments to Recommendation 28.c were responsive. Once approved and published, we request a copy of those sections of the updated Solar Year Tashkil applicable to Observation 28c.

We request that NTM-A/CSTC-A reconsider the non-concurrence with Recommendation 28.d. The comments did not address the original recommendation for removing the GSU from under the brigade Tashkil and placing them under a new command structure independent of brigade/corps commander authority. We ask that NTM-A/CSTC-A provide a synopsis of steps taken or planned that address the intent of Recommendation 28d.

PART IX - Commander’s Unit Assessment Tool

Observation 29. Commander's Unit Assessment Tool Analysis and Feedback to Regional Commands

ANSF Development Directorates in the IJC Regional Commands were not receiving the results of CUAT data trend analysis or any resulting recommendations.

Although the Coalition chain of command forwarded CUAT information every six weeks to IJC, there was no formal procedure in place to send the results of IJC staff analysis, including any guidance from the IJC and NTM-A/CSTC-A General Officer Steering Committee that reviewed the analysis, back to the ANSF Development Directorates in the RCs.

As a result, the ANSF Directorates in each RC were not able to take timely and appropriate operational and resource allocation action in their areas of operation in response to CUAT trends, or to take advantage of insights gained from CUAT reporting provided by other RCs. This impeded timely decision-making by RCs to improve operational and logistical performance with respect to the effectiveness of partnering/mentoring/training of ANA forces.

Applicable Criteria (See Appendix C, Number 32, for additional details.)

- IJC Operation Order OMID 1390 001-2010, "ISAF Joint Command Operations in Afghanistan" –Annex R: Logistics, October 9, 2010.

Discussion

The CUAT was the primary tool used by IJC for assessing ANA operational effectiveness for units at corps and below. The CUAT is an assessment by U.S./CF partners/trainers at the unit level regarding ANA unit capability and progress across several standardized critical indicators. IJC only receives CUAT input from those ANA organizations that have U.S./CF trainers assigned.

IJC uses the CUAT to collect both quantitative data and to provide a qualitative assessment of ANA units' operations, personnel, leadership, maintenance, partnering, training, equipment readiness, and accountability. IJC relies upon the CUAT reporting system, with input provided by Regional Commanders and U.S./CF assessment teams assigned to ANA kandaks/brigades every six weeks, as the basis for its internal CUAT Brief, Executive Summary, and the ANSF Effectiveness Brief.

The General Officer IJC/NTM-A/CSTC-A Steering Committee evaluates the IJC portion of this assessment process, along with NTM-A/CSTC-A input, for incorporation into the ISAF Quarterly Assessment of OPLAN 38302, "International Security Assistance Force Operations in Afghanistan." This quarterly assessment helps to monitor progress in the transition towards ANA-led security operations.

> …the shifting of responsibility from ISAF to Afghan forces will be conducted at a pace determined by conditions on the ground with assessments provided from the bottom up so that those at operational command level in Afghanistan can plan the resulting "battlefield geometry" adjustments with our Afghan partners. As the

> ambassadors of several ISAF countries emphasized at one recent NATO meeting, we'll get one shot at transition, and we need to get it right.[40]

MoD and GS, on the other hand, use the LRAT from their Readiness Reporting System to track ANA logistical development.

Significant differences often occur between U.S./CF CUAT input to IJC and ANA Readiness Reporting System data reported for the same ANA units. The General Officer Steering Committee reviews these discrepancies before seeking approval of the ANSF Assessment Brief by the IJC Commander. The Steering Committee also identifies some of the gaps/differences for reporting to the ANA Chief of the General Staff. However, Steering Committee decisions and recommendations were reportedly not communicated systematically back down the U.S./CF operational and tactical chain.

Without consistent and timely feedback on the results of CUAT trend analysis, the ANSF Development Directorates in the RCs were not benefiting from these results concerning ANSF development progress. Consequently, the ANSF Development Directorates were not recommending corrective actions or adjustments that commanders and partnering/training teams assigned to ANA units needed to make.

Recommendation

29. Commander, International Security Force Joint Command, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, develop a procedure to provide regular reporting feedback and guidance to the Regional Commands and their Afghan National Security Force Development Directorates containing results and recommendations from the Commander's Unit Assessment Tool process.

Management Comments

IJC concurred with Recommendation 29. Their response was classified and is available on request.

Our Response

IJC's comments to Recommendation 29 were responsive. We will request an update in six months on use of the Integrated Engagement Model and Lines of Effort program as a tool for providing CUAT trend analysis, results, and recommendation to the ANSF Development Directorates in the RCs.

[40] Undersecretary of Defense Michelle Flournoy, Statement to the Senate Armed Services Committee, 15 March 2011.

Observation 30. Capturing ANA Logistics/Maintenance Capability in the Commander's Unit Assessment Tool

The CUAT does not capture the actual capability/effectiveness of the ANA logistics/maintenance system at corps and below. Furthermore, it does not provide a consistent picture of logistical development from both U.S./CF and MoD/GS perspectives upon which to take appropriate corrective actions.

This has occurred because there is no standardized set of logistics/maintenance metrics incorporated into the CUAT that links logistics system performance and progress toward transition.

As a result, a consistently clear insight into partner/trainer views does not emerge from the CUAT concerning their counterpart ANA units' logistical development. Moreover, IJC is unable to measure with sufficient detail the progress or impediments towards development of an enduring logistics/maintenance sustainment capability among ANA corps/brigades/kandaks, and does not have the visibility required to make timely and necessary changes in the logistical partnering/training programs.

This could delay the transition from ISAF to ANA-led logistics/maintenance operations and establishment of an independent, sustainable ANA logistical capability.

*Applicable Criteria (*See Appendix C, Numbers 31 and 32, for additional details.)

- Headquarters, ISAF, "Partnering Directive," (NATO/ISAF UNCLASSIFIED), 29 August 2009.
- IJC Operation Order OMID 1390 001-2010, "ISAF Joint Command Operations in Afghanistan" – Annex R: Logistics, October 9, 2010.

Discussion

To support the ANA infantry-centric security forces, the U.S./CF have to enable MoD/GS development of a fully integrated logistics system with the essential functional capabilities required to support ANA combat operations.

To date, IJC has relied on the CUAT to collect both quantitative data and qualitative assessments from U.S./CF partnering/training personnel deployed across the ANA areas of operation. The Coalition uses CUAT inputs to answer three fundamental questions:

1. Does the ANA have the resources they are supposed to have/need?
2. Does the ANA function as they are supposed to function?
3. Are the ANA achieving what they are supposed to be achieving?

However, the lack of a set of metrics that more clearly measures progress in developing essential ANA logistics capabilities has led to challenges in the accuracy, clarity, and completeness of CUAT reporting. For example, in the 209th Corps, the CUAT rating from U.S./CF trainers

assessed kandaks in 1st, 2nd, and 3rd Brigades as being "average" in their S-4/logistics function, requiring some assistance to complete their mission. However, narrative comments provided by the same trainers indicated something different. The trainers reported that the ANA logistics officers could not accomplish their responsibilities without significant assistance from the Coalition. This apparent disconnect in internal reporting results, in part, from not having a more coherent, clearly defined, and manageable set of metrics for trainers to apply.

Recommendation

30. Commander, International Security Assistance Force Joint Command, in coordination with the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan and the Ministry of Defense/General Staff, develop a set of logistics/maintenance metrics, tied to transition milestones, to measure progress in developing essential Afghan National Army logistics capabilities at Corps and below.

Management Comments

IJC concurred with Recommendation 30. Their response was classified and is available on request.

Our Response

IJC's comments to Recommendation 30 were responsive. We will request an update in six months on how well the recently implemented Logistics Capability Assessment Report is meeting the intent of this recommendation.

Appendix A. Scope, Methodology, and Acronyms

We conducted this assessment from February to August 2011 in accordance with the standards published in the *Quality Standards for Inspections*. We planned and performed the assessment to obtain sufficient and appropriate evidence to provide a reasonable basis for our observations and conclusions, based on our assessment objectives. Site visits in Afghanistan were conducted from April 19 to May 6, 2011.

We reviewed documents such as Federal Laws and regulations, including the National Defense Authorization Act, Chairman of the Joint Chiefs of Staff instructions, DOD directives and instructions, and appropriate U.S. Central Command, NATO/ISAF, IJC, USFOR-A, NTM-A/CSTC-A, and MoD guidance.

The objectives of this assessment were to determine whether:

- Planning and operational implementation of efforts by U.S./CF to train, advise, and assist in the development of an enduring logistics sustainability capability for the ANA is effective. This includes evaluating output/outcome in ANA logistical and operational organizations resulting from U.S./Coalition involvement in developing MoD/ANA logistics support processes.

- Plans, training, preparation, and designated missions of ISAF/U.S. Forces-Afghanistan, NATO Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, and ISAF Joint Command to train, advise, and assist in the development of an enduring logistics sustainability capability for the ANA are integrated across all levels of U.S./Coalition commands/staffs, as well as with the MoD, and address ANA operational needs.

We also visited or contacted organizations and individuals in the U.S. and Afghanistan that were directly responsible for, or advise the commanders responsible for, developing the sustainment capability of the ANA. We reviewed the programs and processes used in the development and function of the ANA logistics system and spoke with appropriate U.S./Coalition and Afghan leaders and managers at all levels, ranging from general officers, to staff officers, to training and mentor team members in the field.

The ANA logistics assessment chronology was as follows:

February – mid-April 2011	Research and fieldwork in CONUS
April 19 – May 6, 2011	Fieldwork in Afghanistan
May 5, 2011	Out Brief to the Afghan Minister of Defense
May 6, 2011	Out Brief to IJC and NTM-A/CSTC-A
May – September 2011	Analysis, report writing, and reviews
September 8, 2011	Draft report issued

October – December 2011	Management comments received, evaluated, and reviewed
December 9, 2011	Final report issued

Limitations

We limited our review to DOD-funded programs, NATO-funded programs, and international donation programs supporting the development of the ANA logistic capability.

Use of Computer-Processed Data

We did not use computer-processed data to perform this assessment.

Use of Technical Assistance

We did not use Technical Assistance to perform this assessment.

Acronyms Used in this Report

The following is a list of the acronyms used in this report.

ABP	Afghan Border Police
AMoD S&P	Assistant Ministry of Defense for Strategy and Policy
AMoD-F	Assistant Ministry of Defense for Finance
ANA	Afghan National Army
ANP	Afghan National Police
ANSF	Afghan National Security Forces
ANSF	Afghan National Security Forces
ASC	Army Support Command
ASL	Authorized Stockage List
ASP	Ammunition Supply Point
A-TEMP	Afghanistan-Technical Equipment Maintenance Program
AUP	Afghan Uniformed Police
BSB	Brigade Support Battalions
CF	Coalition Force(s)
CFC	Consolidated Fielding Center
C-JTSCC	Commander-Joint Theater Support Contracting Command
CJOA-A	Combined Joint Operational Area –Afghanistan
CLK	Corps Logistics Kandak
COIN	Counter Insurgency
COR	Contracting Officer Representative
CSS	Combat Service Support
CSSK	Combat Service Support Kandak
CSTC-A	Combined Security Transition Command-Afghanistan
CUAT	Commander's Unit Assessment Tool

DCG	Deputy Commanding General
DCMA	Defense Contract Management Agency
DCOM	Deputy Commander
DFAR	Defense Federal Acquisition Regulation
ENG	Engineers
FRAGO	Fragmentary Order
FSD	Forward Support Depot
FSG	Forward Support Group
GIRoA	Government of the Islamic Republic of Afghanistan
GS	General Staff
GSU	Garrison Support Units
IJC	ISAF Joint Command
ISAF	International Security Assistance Force
IT	Information Technology
JMD	Joint Manning Document
JSC-A	Joint Sustainment Command-Afghanistan
LRAT	Logistics Readiness Assessment Tool
LSOC	Logistics Support Operations Center
LTT	Logistics Training Team
MoD	Ministry of Defense
MoD-F	Ministry of Defense-Finance
MoI	Ministry of Interior
MTT	Mobile Training Team
NATO	North Atlantic Treaty Organization
NCO	Non-Commissioned Officer
NTM-A	NATO Training Mission-Afghanistan
OMLT	Operational Mentor and Liaison Team
OSD	Office of the Secretary of Defense
PLL	Prescribed Load List
POL	Petroleum, Oil and Lubricant
PPBE	Planning, Programming, Budgeting, and Execution
P&A	Plans & Analysis
RC	Regional Command
RFF	Request for Forces
RSC	Regional Support Command
RLSC	Regional Logistics Support Command
SAO	Security Assistance Office
TBC/CAD	Theater Business Clearance/Contract Administration Delegation
TPSO	Training Program Support Office

U.S./CF	U.S./Coalition Forces
USFOR-A	U.S. Forces-Afghanistan
WMM	Waste Military Munitions

Appendix B. Summary of Prior Coverage

During the last four years, the DOD, the Government Accountability Office (GAO), the Special Inspector General for Afghanistan Reconstruction (SIGAR), and the Department of Defense Inspector General (DODIG) have issued a number of reports and testimony discussing the accountability and control over munitions and other equipment provided to the ANSF and the development of ANSF logistical capability.

Unrestricted DOD reports can be accessed over the Internet at http://www.defense.gov/pubs. Unrestricted GAO reports can be accessed over the Internet at http://www.gao.gov. Unrestricted SIGAR reports can be accessed over the Internet at http://www.sigar.mil. Unrestricted DODIG reports can be accessed over the Internet at http://www.dodig.mil/audit/reports.

Some of the prior coverage we used in preparing this report has included:

Department of Defense

Report to Congress in accordance with sections 1230/1231 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181), as amended, "Report on Progress Toward Security and Stability in Afghanistan" and "United States Plan for Sustaining the Afghanistan National Security Forces," April 2011.

Report to Congress in accordance with sections 1230 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181), as amended, "Report on Progress Toward Security and Stability in Afghanistan," November 2010.

Report to Congress in accordance with section 1230 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181), "Report on Progress Toward Security and Stability in Afghanistan," April 2010.

Report to Congress in accordance with section 1231 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181), "United States Plan for Sustaining the Afghanistan National Security Forces," April 2010.

Report to Congress in accordance with the 2008 National Defense Authorization Act (Section 1230, Public Law 110-181), "Progress Toward Security and Stability in Afghanistan," June 2009.

Report to Congress in accordance with the 2008 National Defense Authorization Act (Section 1230, Public Law 110-181), "Progress Toward Security and Stability in Afghanistan," January 2009.

Report to Congress in accordance with the 2008 National Defense Authorization Act (Section 1230, Public Law 110-181), "Report on Progress toward Security and Stability in Afghanistan," June 2008.

Report to Congress in accordance with the 2008 National Defense Authorization Act (Section 1231, Public Law 110-181), "United States Plan for Sustaining the Afghanistan National Security Forces," June 2008.

Government Accountability Office

GAO-11-760, "Iraq and Afghanistan: Actions Needed to Enhance the Ability of Army Brigades to Support the Advising Mission," August 2, 2011.

GAO-11-710, "Afghanistan: Actions Needed to Improve Accountability of U.S. Assistance to Afghanistan Government," July 2011.

GAO 11-66, "Afghanistan Security: Afghan Army Growing, but Additional Trainers Needed; Long Term costs Not Determined," January 27, 2011.

GAO-10-842T, "Preliminary Observations on DOD's Progress and Challenges in Distributing Supplies and Equipment to Afghanistan," June 25, 2010.

GAO-10-655R, "Strategic Framework for U.S. Efforts in Afghanistan," June 15, 2010.

GAO-09-280, "Afghanistan Security: U.S. Programs to Further Reform Ministry of Interior and National Police Challenged by Lack of Military Personnel and Afghan Cooperation," March 9, 2009.

GAO-09-263SP, "Securing, Stabilizing, and Developing Pakistan's Border Area with Afghanistan," February 23, 2009.

GAO-08-883T, "U.S. Efforts to Develop Capable Afghan Police Forces Face Challenges and Need a Coordinated, Detailed Plan to Help Ensure Accountability," June 18, 2008.

GAO-08-661, "Further Congressional Action May Be Needed to Ensure Completion of a Detailed Plan to Develop and Sustain Capable Afghan National Security Forces," June 18, 2008.

Special Inspector General for Afghanistan Reconstruction (SIGAR)

SIGAR Audit-10-11, "Actions Needed to Improve the Reliability of Afghan Security Force Assessments," June 29, 2010.

Department of Defense Inspector General

DOD Report No. D-2011-080/DOS Report No. AUD/CG-11-30, "DOD and DOS Need Better Procedures to Monitor and Expend DOD Funds for the Afghan National Police Training Program," July 7, 2011.

DODIG Report No. D-2010-042, "DOD Obligations and Expenditures of Funds Provided to the Department of State for the Training and Mentoring of the Afghan National Police," February 9, 2010.

DODIG Report No. SPO-2009-007, "Assessment of U.S. and Coalition Plans to Train, Equip, and Field the Afghan National Security Forces," September 30, 2009.

DODIG Report No. D-2009-100, "Afghanistan Security Forces Fund Phase III – Accountability for Equipment Purchased for the Afghanistan National Police," September 22, 2009.

DODIG Report No. SPO-2009-006, "Assessment of the Accountability and Control of Arms, Ammunition, and Explosives (AA&E) Provided to the Security Forces of Afghanistan," September 11, 2009.

DODIG Report No. SPO-2009-001, "Assessment of Arms, Ammunition, and Explosives Control and Accountability; Security Assistance; and Sustainment for the Afghan National Security Forces," October 24, 2008.

DODIG Report No. IE-2007-005/DoS Report No. ISP-I-07-34, "Interagency Assessment Of the Counternarcotics Program in Afghanistan," July 2007.

DODIG Report No. IE-2007-001/DoS Report No. ISP-IQO-07-07, "Interagency Assessment of Afghanistan Police Training and Readiness," November 2006.

Commission on Wartime Contracting

Interim Report to Congress, "At What Cost? Contingency Contracting in Iraq and Afghanistan," June 10, 2009.

Second Interim Report to Congress, "At what risk? Correcting over-reliance on contractors in contingency operations," February 24, 2011.

Final Report to Congress, "Transforming Wartime Contracting—Controlling costs, reducing risks," August 2011.

Appendix C. Criteria—U.S. Law and Ministry of Defense/Afghan National Army/U.S. Department Of Defense Policy/Doctrine

1. **Afghan National Army Manual 1-1, "Human Resources Support," September 2009.** This manual promotes a common understanding of Human Resources Support Fundamentals. HR Support is a critical enabler to successful military operations. This document provides fundamental principles to help guide actions, make decisions, and establish decrees, policies and regulations in support of the Afghanistan MoD national objections. This document is the ANA's single source doctrine for Human Resource Management. The Personnel Readiness management section focuses on distributing Soldiers to units based on documented requirements/ authorizations, commanders' priorities and anticipated needs to maximize mission preparedness and provide manpower needed to support full spectrum operations. It compares an organization's personnel strength to its requirements, and results in personnel readiness assessments and allocation decisions.

2. **Afghan National Army Tashkil.** This document establishes the end strength, rank and skill structure, and equipment requirements for the ANA and subordinate units.

3. **Army Field Manual 3-07, "Stability Operations," October 2008.** This manual addresses military stability operations in the broader context of United States Government reconstruction and stabilization efforts. It describes the role of military forces in supporting those broader efforts by leveraging the coercive and constructive capabilities of the force to establish a safe and secure environment, facilitate reconciliation among local or regional adversaries, establish political, legal, social, and economic institutions, and help transition responsibility to a legitimate civil authority operating under the rule of law. This manual also provides doctrine on how to leverage those capabilities to support a partner nation as part of peacetime military engagement.

4. **Army Field Manual 3-07.1, "Security Force Assistance," May 1, 2009.** This field manual provides the doctrinal guidance and direction for how U.S. forces contribute to security force assistance. It requires that foreign personnel cross-train on all types of weapons, communications, and other equipment, and skills particular to their unit. Personnel losses must never cause weapons, communications equipment, or essential skills to be lost due to a lack of fully trained replacement personnel.

5. **Army Field Manual 3-24/MCWP 3-33.5**, **"Counterinsurgency," December 2006.** This field manual establishes doctrine/fundamental principles for military operations in a counterinsurgency environment. Additionally, it establishes that the most effective force requirement gauge is troop density, the ratio of security forces (including the host nation's military and police forces, as well as foreign counterinsurgents) to inhabitants. This field manual also stipulates that a clear-hold-build operation should be executed in a specific, high-priority area experiencing overt insurgent

operations and has the following objectives: (1) create a secure environment, (2) establish a firm government control of the populace and area, and (3) gain the populace's support.

6. **Army Field Manual 3-24.2, "Tactics in Counterinsurgency," April 21, 2009.** This field manual establishes doctrine for tactical counterinsurgency operations at the company, battalion, and brigade levels. It requires the maximization of the number, effectiveness, and use of host nation security forces to secure and control the population and to prevent the insurgent's freedom of movement. Additionally, close coordination and affective cooperation between the host nation (civil, police, and military), the U.S. counterinsurgency force, and all other Coalition partners allows the full strength of each to engage all levels of the insurgency.

7. **Center for Army Lessons Learned Handbook 10-08, "Partnership: Development of Logistics Capabilities," November 2009.** This handbook presents partnering considerations in developing a fundamental base for a self-sustaining host nation security force. Although based largely on the experiences of units deployed in support of Operation Iraqi Freedom from 2007-2009, the sustainment development ideas and concepts presented in this book are worth of consideration by any leader assigned the challenging task of developing host nation logistics. The information contained in this product reflects the actions of units in the field and may not necessarily be approved U.S. Army policy or doctrine.

8. **Coalition Advisory Team Corps G4 Advisor, 205th Corps, Briefing, 1 May 2011.** This brief provides a mission overview of the Coalition Advisory Team supporting the 205th Corps G4. The 205th Coalition Advisory Team provides advice, assistance, and training to Headquarters, 205th HERO Corps, and promotes a close partnership with Headquarters, RC-South, in order to contribute to a self-sufficient, well-lead and competent ANA capable of independent operations by 2014.

9. **Coalition Training Advisory Group-Army, Command Brief, 28 April 2011 (Slide 9).** Slide 9 of this document depicts the fielding of 22 CSSKs.

10. **Combined Security Transition Command – Afghanistan, "Campaign Plan for the Development of Afghan National Security Forces," September 20, 2008.** This document provides an overarching strategy for the development of the Afghan Security Forces, to include the MoD and the MoI. The plan aims to synchronize security sector development efforts across the Ministry of Defense, Ministry of Interior, CSTC-A, and the wider International Community. The plan lays out the guidance and the processes for security ministry and Afghan security forces generation and development. It also takes into account the Afghanistan National Development Strategy, dated April 2008, and the altered circumstances since conception of these agreements and strategies, including changes to the security environment. It is complementary to Commander, International Security Assistance Force Operations Plan 38302 and supports the ISAF security effects.

11. **Combat Service Support Kandak – Commando - Common Operating Picture Bubble Chart 31, January 2011.** This chart tracks the ANA CSSKs' maintenance readiness status for common support operations.

12. **Decree 4.0, Ministry of Defense, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Supported and Supporting Unit Logistics Policy and Support Procedures," January 2009.** This decree describes common procedures, formats, and forms for the communication of logistic information between supported activities and the supply and materiel management of the MoD.

13. **Decree 4.1, Ministry of Defense, Office of the Assistant Minister of Acquisition, Technology, Logistics, "Transportation Management Policy and Procedures," August 2010.** This decree establishes transportation doctrine, policies, and procedures applicable for transportation and movement for the ANA. It recognizes that the NATO system must integrate with the ANA supply system in order to provide effective logistics/maintenance support to ANA operational units.

14. **Decree 4.2, Ministry of Defense, Office of the Assistant Minister of Acquisition, Technology, Logistics, "Materiel Accountability Policy and Procedures", June 2009.** This Decree establishes the accounting policy for all materiel (including food, ammunition, vehicles, fuel, and equipment) that ANSF uses on a daily basis. Further, it states: "The MoD is merely the custodian of the Afghan Government's hard earned money and trust. Let no member of the ANA betray this trust by being a poor steward of its resources."

15. **Decree 4.5, MoD, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Afghan National Army - Ammunition and Explosive Operations Policy and Support Procedures," August 2010.** This decree gives guidance and responsibility for the Afghanistan agencies or activities that are involved in the management and handling of munitions. Specific roles and responsibilities are allocated to attain efficiency and effectiveness in ammunition operations throughout the ANA.

16. **Decree 4.6, Ministry of Defense, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Afghan National Army - Petroleum, Oil and Lubricant Section Organization, Responsibilities and Procedures," August 2010.** This decree describes the organization, responsibilities and procedures for POL Sections within the ANA in support of MoD Decree 4.0. The Decree provides the ANA leadership with policies and procedures for fuel operations and applies to all ANA fuel operations, to include the receipt, storage, issue, quality control and accountability for packaged products, wood, coal, propane, aviation and ground fuels.

17. **Decree 4.9, Ministry of Defense, Office of the Assistant Minister of Acquisition, Technology, and Logistics, "Maintenance Management Policy and Procedures," August 2010.** This decree describes procedures, formats, forms, and time standards for the communication of ANA maintenance information.

18. **Decree 467, "Organizational Structure," October 2010.** Directs a MoD/GS internal review of roles, responsibilities, authorities and command structures, with assistance from A5 and ANA Development, to provide a principles-based phased approach for revision and update of Decree 5001.

19. **Decree 5001, "Ministry of Defense Organization and Functions Manual," 29 March 2011.** The manual prescribes the command relationships from the President of Afghanistan, through the MoD and GS to all elements of the ANA. It also prescribes the organization and functions of all approved organizational structures (Tashkils) of the offices of the MoD and GS of the ANA. This manual, along with existing Ministerial Decrees, policies, standard operating procedures and ANA regulations serves as the basis for assigning and coordinating staff actions.

Chapter 38: Medical Command. This chapter directs the establishment of the Afghan National Army Medical Command's mission, responsibilities, and organizational structure. The Commander, Medical Command is the principal advisor to the Chief of GS on health care issues for the ANA, provides operational and administrative control and oversight on the provision of health care services, provides direction on professional skill requirements, standards of care, manpower, administrative and budgetary requirements for subordinate units within Medical Command. The Commander, Medical Command exercises operational and administrative control over all Medical Command and Regional Medical Command assets.

Chapter 21: Chief of Personnel of the General Staff. This chapter directs the establishment of the Chief of Personnel of the GS (GS-G1), including their supporting office's mission, responsibilities, and organizational structure. The Chief of Personnel is responsible for the management, evaluation, and execution of manpower and personnel policies, plans, and programs of all components of the Army, including active and reserve personnel for peacetime, contingency, and wartime operations.

20. **Deputy Assistant Secretary of the Navy – Acquisition and Logistics Management, "Coordination of Contracting Activities in the USCENTCOM Area of Responsibility (AOR), 14 Dec 2010.** This memorandum reiterates three previous memorandums, to include Deputy Secretary of Defense memorandum "Coordination of Contracting Activities in the USCENTCOM Area of Responsibility (AOR)," of 22 November 2010, addressing the need for synchronization of contracting resources within the USCENTCOM AOR. The second memorandum covered "Theater Business Clearance/Contract Administration Delegation (TBC/CAD) Update", 29 June 2010, which outlined the expansion of CENTCOM's TBC/CAD processes for service contracts. The third memorandum, "Theater Business

Clearance/Contract Administration Delegation (TBC/CAD) Update", 13 October 2010, extended the 1 October 2010 effective date for expanding TBC/CAD coverage within the USCENTCOM AOR to 1 November 2010.

21. **Director, Defense Procurement and Acquisition Policy, "Defense Contingency Contracting Officer Representative Handbook," 30 June 2010.** This handbook provides the basic knowledge and tools needed by CORs to support contingency operations. It specifically addresses the realities faced by CORs in operations outside the continental United States. It provides comprehensive guidance and training qualification requirements from the Federal Acquisition Regulation; the Defense Federal Acquisition Regulation Supplement; the Joint Ethics Regulation; DOD directives, instructions, publications, and policies; and countless CORs and Contingency Contracting Officers who have learned hard lessons in deployed environments. This document is meant to supplement, not replace, formal COR training given by various DOD/OSD.

22. **DOD Directive No. 7045.14, "The Planning, Programming, and Budgeting System (PPBS)," November 21, 2003.** This U.S. DOD Directive establishes policy, procedures, and responsibilities for the Planning, Programming, and Budgeting System, the primary resource management process in the Department of Defense. The U.S. and its coalition partners' ministerial development of the Afghan MoD Planning, Programming, and Budgeting System process is mirrored in large part after this U.S. Department of Defense Directive.

23. **DOD Instruction 3000.05, "Stability Operations", September 16, 2009.** This Instruction provides guidance on stability operations and will evolve over time as joint operating concepts, missions, and lessons learned aid in the development of DOD policy and assignment of responsibility for the identification and development of DOD capabilities to support stability operations.

24. **DODI 5000.64, "Accountability and Management of DOD Equipment and Other Accountable Property," May 19, 2011.** This Instruction provides policy and procedures for DoD-owned equipment and other accountable property and establishes policy and procedures to comply with 40 U.S.C., section 524. It also requires that accountable property records shall be established for all property purchased, or otherwise obtained, that are sensitive as defined in DoD 4100.39-M, "Federal Logistics Information System," Volume 10, Table 61, November 2007.

25. **DOD Instruction 5000.68, "Security Force Assistance (SFA)," October 27, 2010.** This Instruction establishes policy and assigns responsibilities regarding the preparation of DOD personnel and operational planning for, as well as the conduct of, security force assistance across the DOD. It also establishes that security force assistance shall encompass DOD efforts to support the professionalization and the sustainable development of the capacity and capability of the foreign security forces and supporting institutions of host countries, as well as international and regional security organizations.

26. **DOD 6055.09-M, Volume 7, "DoD Ammunition and Explosives Safety Standards: Criteria for Unexploded Ordnance, Munitions Response, Waste Military Munitions, and Material Potentially Presenting an Explosive Hazard," February 28, 2008, administratively reissued August 4, 2010.** The manual establishes explosives safety standards for the Department of Defense. Volume 7 provides the criteria for the unexploded ordnance, munitions response, waste military munitions, and material potentially presenting an explosive hazard.

27. **DOD 4140.1-R, "DOD Supply Chain Material Management Regulation," May 23, 2003.** This regulation implements DOD Directive 4140.1 and establishes requirements and procedures for DOD material managers and others who need to work within or with the DOD supply system.

28. **German Armed Forces Technical Advisory Group – Power Point Brief, "Combat Service Support School of the Afghan National Army," 21 April 2011.** This document provides information on the status of the CSS School, training and development, infrastructure, training locations, and the way ahead/challenges.

29. **Government Accountability Office Report (11-66), "Afghanistan Security: Afghan Army Growing, but Additional Trainers Needed; Long-term Costs Not Determined," January 2011.** This report examines:

(1) The extent of progress made and challenges faced in expanding the size of the ANA,
(2) The extent of progress made and challenges faced in developing ANA capability, and
(3) Estimated future funding necessary to sustain and further expand the ANA.

The report also recommends that the Secretary of Defense, in conjunction with international partners, take steps to eliminate the shortage of trainers; clarify what ANA growth beyond the current end goal, if any, is needed; and develop estimates of the future funding needed to further grow and sustain the ANA.

30. **Headquarters, ISAF Joint Command, Kabul, Afghanistan, Standard Operating Procedure 430, "ANSF Logistics Development – Corps and Below," March 2011.** The purpose of this document is to provide developmental guidance for ANSF units at the corps level and below, which include ANA/Commando CSSKs, GSUs, CLKs, brigade/corps S4s, unit level support platoons, and Afghan National Civil Order Police Special Support Battalions. It further defines roles and responsibilities and provides progressive capability objectives for use by partners and mentors, and clarifies command and control relationships.

31. **Headquarters, ISAF, "Partnering Directive," (NATO/ISAF UNCLASSIFIED), 29 August 2009.** This document provides additional guidance and intent for ISAF to conduct embedded partnering with the ANSF and applies to all

U.S. forces operating under the operational control or tactical control of USFOR-A. ISAF will partner with the ANSF at all levels-from the Government Ministries down to platoon level. An embedded partnership enhances ISAFs capabilities to perform the mission by establishing a trust-based relationship between ANSF and ISAF units.

32. **IJC Operation Order OMID 1390 001-2010, "ISAF Joint Command Operations in Afghanistan" – Annex R: Logistics, October 9, 2010.** This document is classified.

33. **Joint Center for International Security Force Assistance "Afghan National Army Mentor Guide," dated 25 March 11.** This publication provides force structure, organizational culture, and challenges of the Afghan National Security Forces as well as insight into lessons learned from ongoing security force assistance and counterinsurgency efforts. It is suggested reading for anyone deploying to Afghanistan, and is considered a must read for advisors, leaders, and trainers preparing to conduct stability operations in Afghanistan.

34. **Joint Publication 3-07.1, "Joint Tactics, Techniques, and Procedures for Foreign Internal Defense," 30 April 2004.** This document sets forth doctrine and selected Joint tactics, techniques, and procedures to govern the joint activities and performance of the Armed forces of the United States in joint operations. It provides the doctrinal basis of interagency coordination and U.S. military involvement in multinational operations. Page V-27, para 10.d(4) states "Tailor the proper types of equipment maintenance and training sustainability packages to the needs of the Host Nation."

35. **Joint Publication 4-10, "Operational Contract Support," October 17, 2008.** The publication establishes doctrine for planning, conducting, and assessing operational contract support integration and contractor management functions in support of joint operations. It provides standardized guidance and information related to integrating operational contract support and contractor management, defines and describes these two different, but directly related functions, and provides a basic discussion on contracting command and control organizational options.

36. **NTM-A/CSTC-A's "Afghan Ministry of Defense Programming & Analysis Department Strategic Plan for Self-Sufficiency," December 23, 2010.** The Programming & Analysis Department's Strategic Plan for Self-Sufficiency provides the frame work for the Directorate to annually develop and coordinate the most comprehensive, cost-effective, and executable three-year Final Program Position that matches limited resources to the strategic priorities of the Ministry of Defense and the GIRoA.

37. **NTM-A/CSTC-A's "ANA Logistics Deep Dive" briefing for DOD IG team, Director CJ4, 28 April 2011.** This document is a NTM-A/CSTC-A Brief by CJ4 on the CJ4 mission and organization. The briefing provides a status of ANA logistics development and the way ahead, from the perspective of NTM-A/

CSTC-A. The briefing also identifies high visibility construction projects and the challenges they face.

38. **NTM-A/CSTC-A's "Ministerial Development Plan for the Assistant Ministry of Defense for Strategy and Policy," Mar 2011.** The Ministerial Development Plan for the Assistant Ministry of Defense for Strategy and Policy provides the framework for AMoD S&P to develop and recommend National Security Strategy, Defense Policy, International Military Policy and Intelligence Policy for the MoD. It also prescribes the process for program review and analysis to synchronize force management and defense system development with budget planning actions and defense budget requests.

39. **NTM-A/CSTC-A Training Requirements: Request for Forces Plan Y, Titled: "Analysis of Unfilled Requirements", March 2011.** This is a classified document.

40. **Title 40, Code of Federal Regulations, Environmental Protection.** Title 40 arranges environmental regulations promulgated by the U.S. Environmental Protection Agency, based on the provisions of United States laws (statutes of the U.S. Federal Code). Parts of the regulation may be updated annually on July 1.

41. **Updated Afghan National Army Training Command Course Catalogue (2010/2011), as of March 9, 2011.** This document provides a breakout of the courses that offered at the CSS School. It also shows the start and graduation date to include class capacity. The courses range from basic transportation to Advanced Individual Logistics Training.

Appendix D. Organizations Contacted and Visited

We visited, contacted, or conducted interviews with officials (or former officials) from the following NATO, U.S., and Afghan organizations:

United States

Department of Defense

- Deputy Assistant Secretary of Defense for Maintenance, Plans, and Programs, AT&L

Afghanistan

U.S. Central Command

- Commander, ISAF/USFOR-A, and selected staff
- Commander and Deputy Commanders, NTM-A/CSTC-A

  (ANA Develop, Programs, Regional Support, Staff Principals—CJ4, CJ7, CJ8, SAO, etc.)
- Commander, IJC & Selected Staff Principals (CSS)

  (OMLTs, COR Representatives, Security Partner Section, and KRCC)
- Commander, JSC-A, and staff involved with ANA Logistics Development
- Commander, RC-East, and Chief, ANSF Development
- Commander, RSC-East, and Chief, ANSF Development
- Commander, RC-South, and Chief, ANSF Development
- Commander, RSC-South, and Chief, ANSF Development
- Commander, RC-Southwest, and Chief, ANSF Development
- Commander, RSC-Southwest, and Chief, ANSF Development
- Commander, RC-North, and Chief, ANSF Development
- Commander, RSC-North, and Chief, ANSF Development
- Selected Staff Principals of Regional Commands
- Uniformed Logistics/Maintenance Mentors/Advisors/OMLTs at Ministerial, Operational, and Tactical levels (Ministry of Defense down to kandak)
- Contract Logistics/Maintenance Mentors/Advisors
- Contract Support Logistics/Maintenance personnel

Government of the Islamic Republic of Afghanistan

Ministry of Defense

- Minister of Defense
- Chief of the General Staff, ANA
- Assistant Minister of Defense, Acquisitions, Technology and Logistics
- MoD Director of Logistics and Maintenance Readiness
- MoD Procurement
- Acquisition Agency
- MoD & GS Inspectors General
- GS-G4, ANA
- Commander and selected staff ANA Logistics Command
- Depot 0
- Log Support Operations Center
- Central Workshops
- Central Issue Facility
- Combat Service Support School
- Commander, Chief of Staff, and G4, 203rd Corps (East)
- Commander, Chief of Staff, and G4, 205th Corps (South)
- Commander, Chief of Staff, and G4, 215th Corps (Southwest)
- Commander, Chief of Staff, and G4, 209th Corps (North)
- Garrison commander, S4 of visited corps
- Forward Support Depots in corps visited
- Equipment Maintenance Sites in corps visited
- One brigade in corps visited (commander, S4)
- One CSSK in brigades visited (commander, S4)
- Commander, Chief of Staff, and S4 of the CLK in corps visited

Appendix E. Management Comments

Headquarters
International Security Assistance Force

Kabul, Afghanistan

ISAF-ACOS

16 October 2011

MEMORANDUM FOR DEPARTMENT OF DEFENSE INSPECTOR GENERAL

THRU: DEPUTY COMMANDER SUPPORT, US FORCES AFGHANISTAN

SUBJECT: International Security Assistance Force Response to the Draft Report "Assessment of US Government and Coalition Efforts to Develop Logistics Sustainment Capability of the Afghan National Army" (DODI IG SPO Project D2011-D00SPO-0172-000)

1. The purpose of this memorandum is to provide comments and respond to the DOD IG SPO's draft report, dated 8 September 2011. ISAF Headquarters has reviewed this report and concurs with the 3 recommendations for ISAF found in the draft. All of these recommendations have already been addressed. Comments for each are listed below. ISAF was asked to respond to recommendations 1, 2.b. and 3.

2. As part of the ongoing review and revision of the ISAF Campaign plan, the development of the Afghan National Security Forces Plan of Record (ANSF PoR) addresses the recommendations in questions 1 and 3. The ANSF PoR, scheduled for final approval this month by OSD, describes the development goals, priorities, capabilities, capacities and plans required for the ANA and ANP out to 2017. The plan also includes a plan for measuring the overall effectiveness of the ANSF as a fighting force and whether it is capable of sustaining itself. Within this PoR there is guidance that defines the minimal essential capabilities for operational and logistics/maintenance of the ANSF. Finally, the plan identifies desired and alternate options for resources provided by Coalition members to meet the goals of the campaign plan and the development of a self sufficient ANSF.

3. The Command concurs with the need to better communicate as listed in recommendation 2.b. especially with the development of the new ANSF PoR. Although there has been a fairly comprehensive attempt to communicate the logistical development plans for the ANSF for both internal and external audiences, the lack of detail in the plan itself challenged our ability to communicate in a detailed, proactive way. With the approval of the ANSF PoR later this month, the content and therefore the value of those strategic communications will improve.

4. The point of contact for this action is the undersigned at DSN 318-237-9611 or james.l.miller@us.army.mil.

JAMES L. MILLER
Colonel, US Army
Assistant Chief of Staff

NTM-A
NATO Training Mission AFGHANISTAN

REPLY TO
ATTENTION OF

HEADQUARTERS
NATO TRAINING MISSION - AFGHANISTAN
COMBINED SECURITY TRANSITION COMMAND - AFGHANISTAN
KABUL, AFGHANISTAN
APO AE 09356

NTM-A/CSTC-A-DCOM PROGRAMS 13 October 2011

MEMORANDUM THRU

United States Forces - Afghanistan (CJIG), APO AE 09356;
United States Central Command (CCIG), MacDill AFB, FL 33621

FOR Inspector General, Department of Defense, 400 Army Navy Drive, Arlington, VA 22202-4704

SUBJECT: NATO Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan Response to the Draft Report "Assessment of US Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army" (DODI IG SPO Project D2011-D00SPO-0172-000)

1. Reference: Draft Report, dated 8 September 2011, Department of Defense Inspector General Special Plans and Operations (DOD IG SPO), subject as above.

2. The purpose of this memorandum is to provide comments and respond to the DOD IG SPO's draft report. NTM-A/CSTC-A has reviewed this report and concurs with forty (40) and non-concurs with eight (8) of the recommendations by DOD IG SPO. Detailed comments associated with each recommendation are attached.

3. Point of contact for this action is LCDR Ned Swanson at DSN 318-237-0283, email: ned.l.swanson@afghan.swa.army.mil.

PETER N. FULLER
Major General, US Army
Deputy Commander for Programs

This following 15 pages have been reformatted from an excel spreadsheet to meet the legibility requirements of the report.

2a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Mentor the Ministry of Defense/ General Staff to establish and implement a strategic communication plan to explain current & future logistics development goals, priorities, plans, processes and procedures to responsible Afghan National Army commanders and staff.**	Concur with comment	This is the core element for a significant improvement to the logistical sustainment of the ANA. A joint planning team (JPT) was formed called "The Phoenix Group" to build a logistics system that the Afghans want and will use in the post-coalition era. The Phoenix Group is led by, ISAF CJ-4, with representation from DCOM-A, DCOM-P, NTM-A CJ4, CJ7, CJ ENG, IJC CCJ4, USFOR-A, and JSC-A; they meet on a weekly basis. The Phoenix General Officer Steering Committee, met on 9 July 2011 to provide the planning guidance to the Phoenix JPT. The next meeting is scheduled for 1 October 2011 and will include MOD and MOI General Officers.
4a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Mentor the Minister of Defense to: Emphasize the necessity for Ministry of Defense/General Staff leaders and staff officers to commit to a program of continued Planning, Programming, Budgeting, & Execution training, coordination, and implementation.**	Concur with comment	The US PPBE system is not an Afghan way of conducting business. The PPBE within the Ministry of Defense (MoD) is considered a Western system that is not applicable in Afghanistan due to their laws and procedures. Also to note, the Afghan way of financial planning builds a program which covers three years, which cannot be compare to the our US PPBE system in which programming is for five years. MoD-F is responsible for financial planning and MoD Strategy and Plans (S&P) for strategic planning are notably separate, advisors must ensure that both MoD-F and MoD- S&P work together ensuring equal participation in the PPBE process.
4b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Mentor the Minister of Defense to: Direct resolution of the dispute between Ministry of Defense-Finance and the Ministry of Defense-Programs and Analysis Directorate so that integration of these key functions in Planning, Programming, Budgeting, & Execution development can occur.**	**Non-Concur**	The Ministry of Finance has decreed that only one office in each government ministry has authorized access to information management systems that are used in executing budget and programming within each ministry and currently the office within the Ministry of Defense that has this responsibility is the Ministry of Defense – Finance. Furthermore, the planning of resource allocation which we refer to as programming the Ministry of Finance directs that this role be achieved by Ministry of Finance selected ministry finance office and in this case that office for the Ministry of Defense is the Ministry of Defense – Finance. I propose a change to the Organization and Function Manual that must be in accordance with Afghan law, policies and procedures that abide by the Ministry of Finance.
5a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **In coordination with the Ministry of Defense/ General Staff, verify the existence of, or establish, a plan for the timely expansion of the 5th Forward Support Depot Ammunition Supply Point adequate to maintain sufficient supply in support of 215th Corps operations, communicate this plan to the Corps and its US/Coalition Force trainers, and monitor its implementation.**	Concur with comment	We will assist the Ministry of Defense and General Staff to develop a better plan to provide adequate and timely supply of ammunition, to support combat operations to the 215th Corps. There is currently an MOD Ammo Decree in place that outlines the entire process of ammunition requisitioning and resupply. We will assist the mentors/advisors to educate their Afghan counterparts, and assist them to identify and publish requirements in a timely manner, and to submit the appropriate/correct MOD-14 requests for resupply of ammunition. The additional Ammo bunkers being constructed at this location (Recommendation #5a) will allow this Corps to store increased quantities of ammo that will have to be resupplied less often.

5b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Assist the Ministry of Defense/General Staff to develop a plan to provide an adequate and timely supply of ammunition to support combat operations in the 215th Corps.**	Concur with comment	Over the last several years, NTM-A/CSTC-A, has maintained ongoing efforts with regards to the destruction of large quantities of unserviceable "Legacy Ammunition" left behind by the former Soviet Union and located throughout Afghanistan. We have sent several official requests letters to The Minister of Defense himself requesting he address the issue, and allow NTM-A to dispose of this excess legacy ammunition. We believe that this issue is both a military and civilian policy challenge that will require action by the civilian leadership of the Ministry of Defense. NTM-A has also previously requested the assistance of the United States Central Command to resolve the various safety and security concerns with both the storage and disposal of the unserviceable Soviet-era ammunition. Our attempts to assist the Government of The Islamic Republic of Afghanistan to comply with the 2006 London Compact which states "by the end of 2010 all unsafe, unserviceable and surplus ammunition will be destroyed" have been futile. We have identified over 5,900 metric tons of unserviceable ammunition that the Ministry of Defense continues to view as serviceable and have blocked our repeated attempts to have destroyed. We will continue to work with the GIRoA and MOD to resolve this longstanding issue.
6. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Evaluate the personnel requirements of the Regional Support Commands, considering current and likely future requirements, & seek sourcing solutions.**	Concur with comment	See Attachment from SAO, includes embedded tables
7a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, **structure contracts under a program umbrella with life cycle focus by: Ensuring that Regional Commands, Regional Support Commands, United States Army Corps of Engineers, Operational Mentor Liaison Teams, Defense Contracting Management Agency, Heads of Contracting Activities, and military mentors/advisors/trainers are assisting in the management of contractor execution and validating contractor performance.**	Concur with comment	Under direction of DCOM-Programs, the SAO directorate is engaging in coordination efforts at the 0-6 levels and below to assist with the management of contractor execution and validating contractor performance. SAO maintains a database supporting all entities under NTM-A/CSTC-A that own ASFF contracts to capture the contract oversight. Every contract is required to have an appointed contracting officer representative (COR) that conducts audits in accordance with the contract specified quality assurance support plan and/or measures of performance and effectiveness. a. These COR findings are captured in weekly meetings to DCOM-Programs on a rotational basis as determined by a cyclic directorate schedule. Requirements owners brief DCOM-Programs locally and highlight any outstanding issues that may require GO level support or impact overall mission success. b. COR findings are also captured into an overall spreadsheet that is reported to the Chief of Staff level & Senior Leadership weekly during Commander update briefings. c. COR findings are also provided to DCMA and the Regional Contracting Commands so files may be maintained on contractor performance. d. SAO continues to work through DCOM-Programs to provide outreach assistance to the contract requirements owners to be more vocal about their satisfaction or dissatisfaction of the contract execution. CORs should be providing that intermediary course correction to prevent major contract performance issues, but CORs do not

		have the same authority contracting officers do to penalize, incentivize, or terminate contractors. e. SAO, DCMA, and IJC have weekly meetings to discuss contract oversight status to ensure max coverage. Since July, meetings have been ongoing and progress is moving forward. SAO also supports the weekly DCMA/TPSO/IJC meeting to DCOM-Programs covering the same high-visibility contracts. f. SAO supports now biweekly DCOM-RS VTCs to ensure receipt of up to date issues and contracting needs for the RSCs that can be handled at the NTM-A/CSTC-A level.
7b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, **structure contracts under a program umbrella with life cycle focus by: Identifying and addressing systemic performance in periodically hosted in-country contracting conferences, interim program reviews, or other appropriate forums.**	Concur with comment	a. Since May 2011, TPSO and DCMA have been conducting 30-day contractor performance reviews of significantly high visibility contracts to DCOM-Programs and supporting directorates to include CJ4, SAO, ACG-PD and ACG-AD. b. Additionally, SAO provides weekly ASFF contract updates to DCOM-Programs covering local and FMS/pseudo FMS contracts (service and construction) that can capture trends, issues that recur throughout particular regions, services provided, facilities constructed, etc. c. DCOM-Programs also hosts a biweekly review that is more of a deep dive contract status of contracts that are being managed by the TPSO office. Contract requirements owners are present for the meeting, along with representatives from SAO and DCMA.
9a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Ministry of Defense/ General Staff: **Decentralize logistics training to Regional Military Training Centers, while ensuring a standardized logistics training program of instruction at all locations.**	Concur with comment	-Concur: Provide "Level 2" and above training at the centralized training site (Kabul area) -Non-Concur: Provide "Level 1" skill training at the regional level. Finding 9b refers to this approach. Comment: Combined Training Advisory Group – Army (CTAG-A), specifically the Branch Schools Directorate, and the German Armed Forces Training Advisory Group (GAFTAG) non-concur with observation 9A. Decentralization of Logistics training will undermine the bilateral agreement between Germany and the GIRoA to develop a Combat Service Support (CSS) School capability in the Kabul area. The consistent implementation of Logistics Training provided by the CSS School is important to building an enduring Logistics system in Afghanistan.
9b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Ministry of Defense/ General Staff: **Consider adopting logistics training initiatives already in use in Regional Commands East, South, and Southwest.**	Concur with comment	The Mobile Training Team (MTT) Concept of Operations (CONOPS), Observation 9B, constitute an outstanding short term solution but it should not be supported by expensive civilian contracts. The CSS School has 24 slots to build MTTs beginning with the 1391 Tashkil and, in conjunction with NTM-A CJ4, will be able to provide Logistics MTTs to the Corps Areas. Using this capability will require significantly less Coalition funds, allow for standardized training brought to the customer, and be led by Afghan Soldiers from the CSS School. By having this initiative be Afghan led we are allowing Logistics training to develop as an Afghan Army capability.

10a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in .coordination with International Security Assistance Force Joint Command: **Mentor logistics/maintenance personnel at the MOD/General Staff, corps commanders, and unit logistics personnel on how to request logistics/maintenance MTT support available from the NTM-A/CSTC-A, the Afghan CSS School, and the General Staff G4.**	Concur	
10b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command: **Ensure Coalition logistics trainers, at all levels, are aware of the capability & availability of logistics Mobile Training Teams.**	Concur	
12.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/ General Staff, **identify and push a core set of "shoot, move, and communicate" supply items necessary for sustainable logistics in fielded Afghan National Army units into the Central Warehouse and Forward Support Depots.**	Concur with comment	The ANA and Coalition Forces jointly established an Authorized Stockage Listing (ASL) for the National Depots and the Forward Support Depots for CLIX, CLVIII, and CLII. The CLIX and CLII ASLs are partially stocked and the CLVIII ASL is fully stocked. Coalition Forces are still working hand-in-hand with the ANA to establish an ASL for the remaining classes of supply. As units are still fielding, there is not an excess amount of the high-demand items to stock at the Forward Support Depots, only enough for the National Depots. 1) In an attempt to quickly stock the Forward Support Depots, CJ4 Maintenance Class IX section regularly constructed push letters based on FSD ASL and vehicle deadline requirements. We continued to stress the importance of enforcing the MoD form 14 process, but saw little improvement. Over 90% of Class IX distribution occurred as a result of push letters. As of 1 SEP 11, CJ4 Maintenance team ceased the use of push letters and is focusing on training with national and FSD level leaders to identify the MoD 14 choke points and develop solutions for a more efficient Class IX supply chain. 2) In an attempt to quickly stock the Forward Support Depots, the CJ4 Maintenance Class IX section regularly constructed push letters based on FSD ASL and vehicle deadline requirements. We continued to stress the importance of enforcing the MoD form 14 process, but saw little improvement. Over 90% of Class IX distribution occurred as a result of push letters. As of 1 SEP 11, the CJ4 Maintenance team ceased the use of push letters and is focusing on training with national and FSD level leaders to identify the MoD 14 choke points and develop solutions for a more efficient Class IX supply chain.

12b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command: **Support the Ministry of Defense/ General Staff to conduct senior level Afghan National Army logistics conferences (corps and above) on the MoD 14 "demand-pull" logistics system versus the "push" system.**	Concur with comment	A planned, coordinated, and led ANA Logistics Conference was conducted on 12-13 June 2011. This very successful conference dealt with multiple logistics issues within the ANA, including the MOD 14 process. The ANA are planning on conducting this conference annually. Additionally, please reference Response 2a above detailing the Phoenix Group's charter.
12c. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command: **Assist the Ministry of Defense/General Staff to establish a tracking mechanism that provides visibility and accountability for monthly reconciliation of MoD Form 14 requests by Afghan National Army commanders and Coalition training teams along the entire Afghan National Army supply system.**	Concur with comment	The establishing of a visible and accountable monthly reconciliation of MOD 14s calls for an implemented and fully functional MOD 14 process. As a key determinant of this operational reliability, we continue to emphasize the requirement to teach and follow the Decrees to the mentors and advisors at all levels. At this time, it is not feasible to track the entire ANA's reconciliation status, but we emphasize with the senior Corps leaders to track it at their level. - Separately, in order to gain visibility of requisitions, the ANA maintain a MOD 14 Tracker at Logistics Support Operations Center (LSOC). The FSDs forward copies of all MOD 14s that are going to the Army Support Command (ASC) to the LSOC so they can be added to the MOD 14 Tracker. Then, when the MOD 14s arrive at LSOC, their status is updated. This is another tool available to aid in the reconciliation process.
12d. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with ISAF Ioint Command: **Coordinate Ministry of Defense/ General Staff to improve understanding of the MoD 14 process in Afghan National Army fielded organizations at corps and below.**	Concur with comment	Please reference Response 2a above in regards to the Phoenix Group. One of the Phoenix Group's key charters is to develop the understanding of the MOD 14 process in the ANA as a core element of a successful transition of logistics management to the ANA. Additionally, a joint ANA/ Coalition Force MOD14 ROC Drill is scheduled for October 2011 with the Phoenix Group key players to reinforce the Decrees and help synchronize efforts.
12e. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Ioint Command: **Update the "Afghan Logistics 101-the Basics" slide packet or develop an alternative quality logistics guide explaining the MoD 14 "demand-pull" system for incoming Afghan National Army logistics trainers.**	Concur with comment	(1) Describe what actions you have taken or plan to take to accomplish the recommendation. Updated ANSF Logistics 101 training slides. (2) List completion dates of your actions, or for planned actions, projected completion. Most current version is dated 18 Sep 2011 Separately, the document titled "ANA Logistics Advisor Training Handbook" was revised 5 Aug 2011, providing a source of 'train the trainer' information for inbound advisors

13a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with ISAFJoint Command, **engage appropriate senior Ministry of Defense/General Staff leaders to develop policy & procedures that ensure MoD 14 supply requests are filled in a manner that supports established operational priorities.**	Concur	
l3.b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, **engage Ministry of Defense Acquisition, technology, & Logistics staff to ensure the priority policies/codes for the MoD 14 form are included in Decree 4.0 and effectively promulgated.**	Concur with comment	(1) Describe what actions you have taken or plan to take to accomplish the recommendation. A weekly 4.0 Supply Decree working group commenced 19 Jul 2011. MG Abdullah, ATL Director, is the chairman. The working group consists of senior logistics staff officers from the ATL and GSG4 directorates and an ANA legal department representative. Recommended changes from advisors in the field are presented to the working group for their acceptance or denial into the updated Decree, discussion topics include the recommendations made under item 13b. (2) List completion dates of your actions, or for planned actions, projected completion. The estimated completion date for the working group's revision of 4.0 Supply Decree is Dec 2011. At that time it will be staffed to coalition forces for their review prior to being submitted to the Minister of Defense for signature. Attachment (MOD Order & English Summary Memo)
14. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the Ministry of Defense and the General Staff, **develop a procedure to ensure that US/Coalition Forces understand and support the distribution of Ministry of Defense Form 9's prepared at the Consolidated Fielding Center, and subsequent "push letters," in a manner acceptable to the Afghan National Army.**	**Non-Concur**	1) MOD 9s are not created at the Consolidated Fielding Center (CFC) and neither are Push Letters. MOD 9s are created at the National Depots for units deploying through the CFC. The CFC Coalition Mentors and CJ4 LNO accompany all units in training to the National Depots and ensure the ANA Signature Card Holder receives the MOD 9s. The ANA unit's Property Book Officer is responsible for transporting the Property Book and the MOD 9s to the Corps when the unit deploys. Due to the fact that not all of the MOD9s arrive at the unit, the CFC maintains copies of all MOD9s for units going through the center. Additionally, to help facilitate transfer of MOD9s to add equipment to unit property books, we recommend Coalition Force mentors at Corps level ask arriving Kandaks for the Property Book and MOD9s. Also, we recommend they order a 100% inventory of all equipment. Additionally, the CFC Coalition Forces mentors will attempt to send the Property Book with the Escort Convoy. 2)Copies of all MOD9s for equipment drawn from the National Depot are forwarded to the Logistics Support Operations Center (LSOC). An ANA LTC at LSOC enters the MOD9s into the National Asset Visibility database to complete the loop. The NAV serves as the ANA's system of record for what equipment was issued to the ANA. 3)The Push Letter is not a receipt document, like the MOD9, it is an issue directive. The Push Letter is created at CSTC-A, CJ4 and routed through the ANA organizations of GS/G4 or GS/G6, Acquisition Technology and Logistics (AT&L), and LSOC for

		approval before it arrives at the National Depots to be issued. An ANA Cipher delineates the responsibility of CSTC-A, CJ4 to prepare the Push Letters.
I5a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan **mentor logistics personnel in the Ministry of Defense and the General Staff to: Update/synchronize the supply discrepancy reporting procedures in Ministry of Defense Decrees 4.0 and 4.1 and communicate the correct procedures to ANA logistics personnel at corps and below.**	Concur	
I5b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan **mentor logistics personnel in the Ministry of Defense and the General Staff to: Develop a procedure to reconcile supply discrepancy reports and to establish accountability for unresolved discrepancies.**	Concur	
16. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, **assist Ministry of Defense and the General Staff to develop a Common Table of Allowances-like document to address the expendable supply issue.**	Concur	
17. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, **assist the Ministry of Defense and the General Staff to establish a systematic process for removal of vehicles declared destroyed that decentralizes and speeds decision-making, while maintaining accountability and enhancing readiness through an improved ability to requisition replacement equipment.**	Concur with comment	1) CJ44, has developed a FRAGO in conjuction with ISAF J4 to direct actions required by Coalition, NTM-A, Contractors, and ANA to develop a Logistics Common Operating Picture. Focused actions are on Battle Loss reporting and vehicle code out, identification of Non-Mission Capable Equipment and repair parts required to correct faults. Coordination efforts with MoD Advisors to conduct strategic requirements are under way. 2) The recommended process is the constituent element of the already validated Decree 4.9. Additionally, the DCOM-Army Commander is promoting this process across the ANA. Not only has he promised a replacement vehicle for each vehicle correctly removed from the Property Book, he has also started reducing fuel allocation each month for the amount of estimated battle-loss vehicles.

18a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan: **Coordinate with the Ministry of Defense/General Staff to jointly assess fuel accountability and management issues at Forward Support Depots and implement effective internal controls to prevent abuse and theft.**	Concur with comment	The mechanisms are in place for accountability per Decree 4.6. The main challenges are manpower, leadership and advisors enforcing Decree 4.6 as prescribed. Leadership at the national level and below is unpredictable, some do not follow the Decrees, some are indifferent, but there is a good portion of ANA that want to do the right thing. A compounding factor is that the FSDs and subordinate units are not fully manned or equipped. As a result, logistics troops are used for guard duty and other details, taking the experience and knowledge from where it should be. This is a focus area of the Phoenix Group described in Response 2a.
18b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Coordinate with the Ministry of Defense/General Staff to provide necessary fuel testing equipment/material to the Forward Support Depots.**	Concur with comment	-The fuel testing kits for the National Fuel Depot and the Forward Support Depots are either delivered (five locations) or a Push Letter exists to push the kits (two locations). However, specific training to correctly use the fuel testing kits is necessary for ANA and Coalition Force personnel. -Currently, there are Fuel test kits and water separation units available for the ANA in storage at Depot 1. The challenge is there are no trained ANA members that know how to use these items at the FSDs nor are their CF trainers available to train the ANA. This issue has been recommended as a new point of instruction for the CSS training curricula.
18c. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Mentor the Minister of Defense/Chief of the General Staff to designate fuel accountability as a Ministry of Defense/General Staff Inspector General special interest item.**	Concur with comment	(1) Describe what actions you have taken or plan to take to accomplish the recommendation. There are several ongoing investigations into fuel irregularities. When these investigations are complete, the recommendations should assist in the command developing a way forward from a ministerial development perspective. In the mean time, Senior Advisors will begin to socialize fuel accountability as a special interest item to the highest levels of the Ministry of Defense. (2) List completion dates of your actions, or for planned actions, projected completion. These actions should be complete by the end of the first quarter.
18d. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Ensure that Coalition logistics support trainers and mentors are supporting appropriate fuel accountability and control procedures, and reporting through the chain of command instances of fuel fraud, waste, and abuse.**	Concur	

19. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, **request MoD approval to arrange for the transfer of these shells to US/Coalition custody/accountability for appropriate disposal.**	Concur with comment	We have verified the existence of a plan for the timely expansion of the 5th Forward Support Depot Ammunition Supply Point adequate to maintain sufficient resupply for 215th Corps operations. There is in place, a construction project outlined to construct a quantity of Twenty (20) NATO Standard Ammo Magazines at Camp Shorabak, Nahraisraj District, Helmand Province that is contracted, funded and proceeding. We will communicate and monitor this project according to recommendation. (2) Current completion date (BOD) is 3/17/2012. (3) US Army Corps of Engineers/CJ-Engineering Info paper for project, Contract # W5J9JE-10-D-0016 0004, dated 17 Sept 2011 attached.
20. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the Ministry of Defense/ General Staff, **establish a process for ensuring that a verifiable ANA detennination is made and enforced as to command/ personal responsibility/ accountability when ANA equipment and material is destroyed or missing.**	Concur with comment	Transparency on both the ANA and the Coalition Force side is essential to building a logistics system. Mentors at all levels are charged with enforcing a sense of ownership through proper accountability. In an effort to improve accountability across the board, the ANA initiated a 100% inventory of all vehicles, weapons, and Night Vision Devices. At the completion of the weapons inventory, the ANA will conduct a 100% inventory of communication devices. The ANA does not have a Manual of Courts Martial or the Uniformed Code of Military Justice, but they are making steps forward in enforcement of disciplinary action.
21a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, mentor the Ministry of Defense/ General Staff to: **Provide assistance to organize & inventory the Class VIII warehouse at the 2nd Forward Support Depot.**	Concur with comment	-Advisors should provide required assistance in conducting inventories, specifically the provision of literate personnel, however ANA personnel should be directly involved in conducting inventories. -It is critical ANA manning levels are sufficient in order to enable Afghans to organize and inventory warehouses. -New mentors assigned at the 2nd FSD in Kandahar (Maj McNeal – FSD, SSgt Ray Pitt – Class VIII) take an active role in mentoring, inventorying, managing, and distributing medical equipment and supplies and have extensive reports and photographs of their progress.
21b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, mentor the Ministry of Defense/ General Staff to: **Remove and redistribute excess medical equipment and materiel from the Class VIII warehouses.**	**Non-Concur**	Movement of medical excess from the FSDs is not advised because transportation cost and intra-theater surface movement risks, in general, outweigh the value of items in question. - The last ANA convoy to Kandahar incurred 4 ANA deaths and multiple casualties. Furthermore, the National Supply Depot is the designated destination for retrograde items, and this depot is not equipped to deal with broken equipment.
21c. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, mentor the Ministry of Defense/ General Staff to: **Remove and destroy expired/unusable pharmaceuticals.**	**Non-Concur**	Only the ANA can choose to destroy their materiel and only through their own decree processes; the ANA has consistently chosen not to. - NTM-A/CSTC-A CJ-SURG/CJ-4 submitted draft verbiage on recommended expired pharmaceutical disposition instructions for inclusion in the MoD Decree 4.0 rewrite. - Upon issuance of ANA guidance, compliance can be monitored by NTM-A/CSTC-A advisors at affected facilities.

21d. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command, mentor the Ministry of Defense/ General Staff to: **Conduct an inventory of the medical supply, equipment, personnel, and space requirements at all Forward Support Depot Class VIII warehouses and appropriately address these needs, as identified.**	Concur	
22a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, **coordinate for Ministry of Defense/ General Staff to issue a cipher directing that Afghan National Army Commanders establish written requirements for periodic equipment readiness reporting in their organizations.**	Concur with comment	CJ44 Maintenance coordinated with the Ministry of Defense / General Staff to issued a cipher on equipment readiness reporting. MoD GSG4 Deputy for maintenance issued a Maintenance Directorate on 3 AUG 11 for units to use WebManage and report NMC equipment.
23a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/ General Staff: **Determine the repair parts that are most urgently needed to fix inoperable vehicles in the ANA Corps.**	Concur with comment	CJ44 Maintenance has identified critical CL IX requirements for NMC vehicles and requested all the required parts through Security Assistance Office. At this time 58% of the required parts are on requisition through the Security Assistance Office. Working with SAO personnel to confirm requisitions or request the remaining items.
23b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/ General Staff: **Locate and push to the Forward Support Depots & Combat Service Support Kandaks the parts identified.**	Concur with comment	CJ44 Maintenance has identified critical CLIX requirements for ASLs. CJ44 Maintenance has pushed over 63,700 parts for PLL, ASL and deadline parts requirements to the FSD from the national level. At this time, we can confirm that 45% of the required sustainment parts are on requisition through the Security Assistance Office. Identified ASLs of 3938 lines were requested for direct shipment from CONUS to FSD locations. CJ44 Maintenance CL IX section is working with SAO personnel to gain visibility of non-standard vehicle parts status.

24. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, **coordinate with the Ministry of Defense and the General Staff to determine the extent of the problem and assist them in implementing appropriate mitigating actions, to include establishing MoD/GS/ ANA personnel policy and programs for specialized skills that provides recognition, promotion, job security, and pay incentives, etc.**	Concur with comment	ActionsTaken or Planned: -Establishing a merit-based NCO promotion system. On 7-9 Mar 11, the GSG1 SGM conducted training on JNCO/SNCO Promotions, Evaluations, & Records Mgt. -ANA SMA (CSM Roshan) conducted his 8th Annual Seminar and NCO/SM of the Year Competition, 10-13 Jul 11. The briefers and work groups focused on Soldier Quality of Life (QOL) issues which included better Pay, Housing/Barracks, Medical, Retirement System, Leave Program, Safety, Training, Attrition/Re-Contracting and Dining Facilities/Food. Recommendations were briefed and provided to the MoD leadership. Better leadership is the key to resolving many of these issues. -The Re-contracting, AWOL/DFR, and Leave policies were recently updated to improve the practices and procedures used to track and account for Soldiers+I51. The first Re-contracting course starts at the HR School on 29 Oct 11, 6-week course, to educate and train leaders on their roles and responsibilities in maintaining a trained and ready force. -The implementation, fielding, and training of an improved Afghan Human Resource Information Management System (AHRIMS) started on 1 Jul 11. This new system will provide the capability to track, manage and report assigned strength by Unit, Military Occupation Speciality (MOS), Grade, etc...to include training required or completed by each Soldier. -Work continues with the A7 Force Management Directorate to finalize the MOS, Additional Skill Identifier (ASI), and Language Skill Identifier (LSI) list. The MOS, ASI, and LSI list have been submitted to MoD (COL Baqi) for review and approval. The list will be included in AHRIMS and provide the capability to track, manage, and report school trained Soldiers. Completion Dates: - 7-9 Mar 11. GSG1 SGM training and workshop that focused on JNCO/SNCO Promotions, Evaluations, and Records Management. - May-Jun 11. Evaluation, AWOL/DFR, and Leave policies were updated (attached). - 9 Jul 11. Start of AHRIMS training. - 10-13 Jul 11. ANA SMA 8th Annual Seminar and NCO/SM of the Year Competition. - Aug-Oct 11. MOS, ASI, and LSI list being reviewed & approved by MoD (attached). - 24-27 Oct 11. Mock centralized NCO promotion board. - 29 Oct 11. First Re-contracting course starts at the HR School. - Mar 12. ANA SMA 9th Annual Seminar and NCO/SM of the Year Competition. (Attachments: English listing and Dari documents)
25. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate with the Ministry of Defense and the General Staff to	Concur with comment	(1) Describe what actions you have taken or plan to take to accomplish the recommendation: NTM-A CJ6 presently is executing a plan for creating an environment that is supportive to transitioning a sustainable solution for the maintenance and operability

develop a sustainable solution to maintain operability of the automation systems and information technology equipment necessary to support ANA logistics operations, to include that equipment at corps and below.		of the IT equipment necessary to support ANA logistics operations. This plan consists of several contracts providing for the maintenance and operability of the IT equipment supporting ANA logistics operations. Moreover, the NTM-A CJ6 team of contract support, advisors, and contractors aim to create an environment to facilitate the successful transition of the contracts and maintenance function to the ANA in order for the ANA to have a sustainable IT equipment maintenance concept. They will do this by advising the ANA on various aspects of contract management and on the creation and management of training programs for IT maintenance and operations. a. Presently, the Communications Equipment Maintenance Advising, Mentoring, and Training Program contract is providing a variety of project management, program support, quality assurance management, and logistics and contracting management deliverables to the ANA. This is in the form of direct advising and training to the ANA at Kabul-area depots and assisting the ANA in maintaining their database for actions initiated by a MoD Form 14, equipment requisition, or turn-in items for repair or disposition. Moreover, the MoD network operations contract provides for the parts to fix, repair, or replace IT and computer equipment throughout Afghanistan as well as the installation, configuration, and operating of all MoD Network End User Equipment and providing end user and on-the-job training related to these actions. In order to develop IT skills within the ANA, the Contractor provides on the job training to those personnel assigned to work in the MoD NOC. All these actions help create the processes, procedures, to develop the ANA personnel to establish an organic ANA solution to support the IT necessary for ANA logistics operations. b. NTM-A CJ6 also provides Afghanistan-wide basic and advanced computer operating training. These training courses help to prepare ANA personnel to successfully operate the IT equipment required to support ANA logistics systems. The courses include preventive maintenance and troubleshooting of IT equipment. Also, the training attempts to instill train-the-trainer techniques within the curriculum in order to position the ANA to be self-sustaining with ANA teaching ANA regarding computer training. c. NTM-A CJ6 is also supporting a network connectivity contract at the ANA ASC (Army Support Command). The ASC has been created to support a fully integrated, self-sustaining logistics system with doctrine, policies, & procedures within the ANA. d. NTM-A CJ6 participates in logistics OPTs and discussions to develop, plan, and implement courses of action in order to prepare ANA to assume leadership and ownership of their logistics processes. e. NTM-A CJ6 is advising ANA on effective contract oversight, creation, requirements, and management in order to establish a long-term, sustainable contracting capability for ANA and in turn, transitioning training, operations, and maintenance contracts to the ANA. In this way, the ANA can establish the logistics support operations that meet their requirements.

		(2) List completion dates of your actions, or for planned actions, projected completion. NTM-A CJ6 will begin transitioning some of these contracts in the Fall and Winter of 2011-2012, beginning with the training contracts. Presently the ANA can provide a basic level of IT operations and maintenance for their IT systems. This capability will be further strengthened as both training, operations and maintenance contracts continue. Moreover, as the ANA continues to mature as a force, the train-the-trainer concepts will be further established within ANA processes and procedures, further creating a sustainable solution for their IT support.
26a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/General Staff: **Print technical manuals in both Dari and Pashtu and widely disseminate them to all Afghan National Army units at corps and below.**	**Non-Concur**	Concur with printing technical manuals in Dari and disseminating them to all ANA units in the tactical areas. Pashtu version of Decrees and ciphers is not required; Afghan Ministerial Staff has not requested manuals in Pashtu. TMs should not be required in Pashtu thus costs of translation would outweigh requirements. We understand that the physical and cost limits of the Afghan information technology structure will likely prevent connectivity at the tactical levels (combat service support Kandaks and Kandaks). Thus, CJ4 in coordination with SAO contracted to have the top three density equipment technical manuals translated in the Dari language. These manuals include: International medium tactical vehicle 5-ton truck technical manual, Ford Ranger technical manual(s), and M1151 HMMWV technical manual; they are currently being printed in sufficient quantities for all Kandaks to have at least one each. There are currently 250 English versions Parts Manual (TM 9-2320-387-24P) for HMMWVs finished being printed.
26b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense/General Staff: **Create a version of these manuals that presents the material in picture book format for insufficiently literate or illiterate maintenance personnel.**	Concur with comment	CJ4 is in the process of developing a "picture type book" to overcome the illiteracy rates of the average ANSF member. These "picture books" are focused on the major end items on the Tashkills of the ANA forces and the primary items that CJ44 maintenance are tracking as high demand / high usage repair parts.
27a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of Defense General Staff: **Evaluate the potential for using solar energy to supply power at Afghan National Army facilities.**	**Non-Concur**	Studies on the potential use of renewable energy in Afghanistan have already been accomplished. Results indicate that solar power is not a viable solution to the power generation problem at Afghan National Army facilities because the technology is not supportable in the current environment. The high quality parts required are prone to both theft and damage. The associated upfront costs are also prohibitive and are not justified by the return on investment. This position is supported by the failed use of solar power at the National Military Hospital (NMH). Within one year, 70% of the solar powered lights at NMH were inoperable due to part failures. Of the 30% that continued to operate, the batteries were frequently stolen and their performance was grossly inadequate. Lights typically stop operating 3 hours after sunset. The solar array size required to support a modest ANA facility would be significant and the associated up-

		front costs would be considerable. Solar power viability is currently limited to tactical use in support of small electronics.
27b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force Joint Command and the Ministry of De fensel General Staff: **Ensure there are sufficient trained mechanics & spare parts to maintain generators currently in use by the ANA.**	Concur with comment	Trained mechanics are essential to maintain power generation equipment. Generator mechanic positions have been increased in Tashkil documents and training initiatives are already underway through the Construction and Property Management Department and local vocational schools. Future sustainment would include a contracted maintenance force in addition to trained ANA personnel.
27c. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the ISAF Joint Command and the Ministry of Defense/ General Staff: **Establish a base of just a few generator types that the ANA supply system will support to limit the wide range of operator skills and parts necessary to keep so many different types of generators operational.**	Concur with comment	Although fewer generator types would simplify sustainment, a better solution is to reduce the overall need for energy. We are building to austere standards due to infrastructure limitations and the sustainment plan would include replacing failed generators with standardized generator models. Existing generators are sunk costs and should continue to be used until they become inoperable.
28a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Mentor Ministry of Defense/ General Staff to determine if the LSOC requires additional personnel and to adjust the Tashkil accordingly.**	Concur with comment	On 12 September 2011, the Chief of Staff for CJ4 informed A7 that a working group would be established to analyze the mission of the Material Management Center (MMC), the Logistics Command (LOGCMD), the newly stood Army Support Command (ASC) and the Logistics General Staff-G4, in order to find if any redundancies exist between the above mentioned agencies. At the conclusion of the CJ4 Working Group and the final recommendations from the ANA senior leadership the ANA General Staff G7 Deputy Force Management office, with support from the A7 Force Management, will update the Solar Year Tashkil personnel requirement as required per tashkil.
28b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Coordinate with Ministry of Defense/General Staff to conduct a mission analysis and appropriately adjust Garrison Support Unit Tashkils to reflect the size of supported ANA installation populations.**	Concur with comment	A mission analysis needs to be conducted in conjunction with the newly activated Army Support Command, to right-size the Garrison Support Unit (GSU) in comparison to the total supported installation population. A7 Force Management will recommend that when the CJ4 working group indicated in previous 28a is formed, an objective should be established to include doing a mission analysis on the GSU's and required Tashkil requirements to facilitate their support capability to the population supported by the installation. At the conclusion of the CJ4 Working Group and the final recommendations from the ANA senior leadership the ANA General Staff G7 Deputy Force Management office, with support from A7 Force Management, will update the Solar Year Tashkil, as required.

28c. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Coordinate with Ministry of Defense/General Staff to add additional equipment to Garrison Support Unit Tashkils to support their mission requirements, as required.**	**Non-Concur**	A7 was provided guidance to have tashkil reviews continued by all ANA Development Advisors for further equipment efficiencies. All additions to the current SY1390 tashkil should be put on hold until final decision on ANA equipment disposition is approved. Tashkils will then be provided to the A7 Force Management office for update on to the current solar year Tashkil.
28d. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan: **Mentor the Ministry of Defense/ General Staff to consider removing the Garrison Support Units from the brigade Tashkil and placing them under a new command structure independent of brigade/ corps commander authority, such as the Regional Logistics Support Command, that would enable them to remain focused on their installation support responsibilities.**	**Non-Concur**	The current organizational structure of the Logistics Support Operations Center has been reviewed and analyzed. The capabilities were expanded and a new organizational structure was developed and approved. It was given a name change to reflect the expanded capabilities and a General Officer position was approved as commander of Material Management Center (MMC). The Minister of Defense (MINDEF) approved the name change to MMC and appointed a Flag Officer position, Brigadier General, as commander. The MMC organizational structure is a centralized and integrated material management Organization for all nine classes of supply. The MMC structure includes, Command and Control, automation/information management, commodity management of all classes of supply, national asset visibility, movement control/coordination and maintenance/Class IX visibility. The MMC in under the Command and Control of the Logistics Command and continues to operates at the Strategic level. The MMC organizational structure has been documented on the Solar Year 1390 supplemental Tashkil and has retained the 112 authorized spaces migrated over from the LSOC. A CSTC-A and ANA working Group will include, GSG4, LOG CMD, MMC, and Army Support Command (ASC), to address redundancies and validate MMC position descriptions and make adjustments and/or additions necessary for authorized spaces and equipment required in support of the approved ANA Force Structure. The CSTC-A and ANA Logistics Senior Leadership will be actively addressing and finalizing the MMC organization in relationship to supporting an increased 195K Force Structure end strength.

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JCISFA

7 October 2011

MEMORANDUM FOR Inspector General, Department of Defense

SUBJECT: Concurrence with DODIG ANA Logistics Report

1. Reference:

a. Assessment of US Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army (Project No. D2011-D00SPO-0172-000)

2. The Joint Center for International Security Force Assistance (JCISFA) concurs with the recommendations laid forth in the reference (a), specifically, the directed comment: "12.g. Director, Joint Center for International Security Force Assistance, in coordination with the North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, update the 'Afghan national Army Mentor Guide' to include the MoD-14 supply request process."

3. JCISFA is in the process of updating the JCISFA ANA Mentor's Guide. As part of this process, JCISFA will include specific techniques and procedures for the supply request process using the MoD-14.

4. Point of contact in this matter is LtCol Dan Benz, USMC, at Daniel.g.benz@us.army.mil.

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Chief, Tactical Support Division

Special Plans & Operations

Provide assessment oversight that addresses priority national security objectives to facilitate informed, timely decision-making by senior leaders of the DOD and the U.S. Congress.

General Information

Forward questions or comments concerning this assessment and report and other activities conducted by the Office of Special Plans & Operations to spo@dodig.mil

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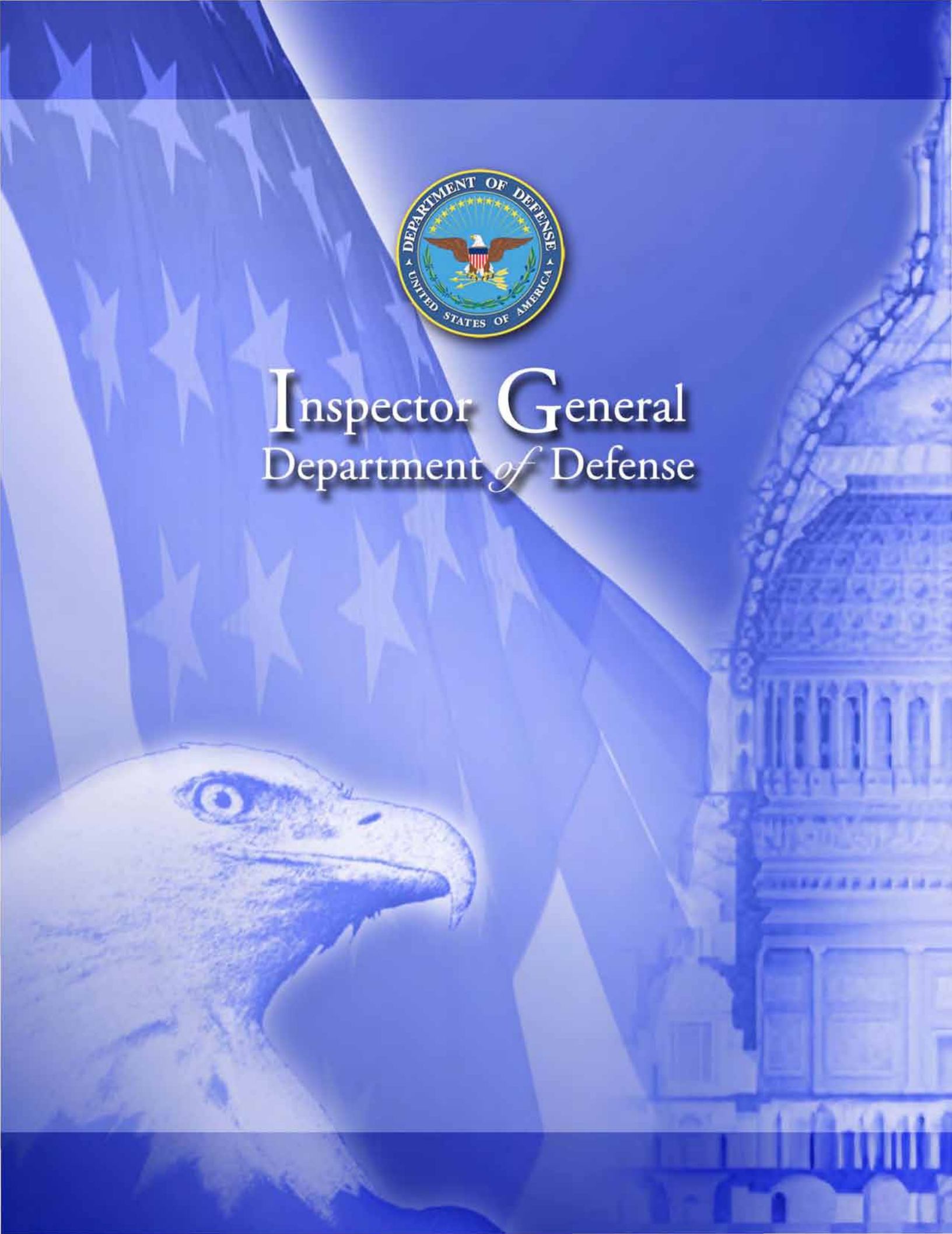

Inspector General
Department of Defense

ISAF Joint Command Management Comments

Were

CLASSIFIED

Available on request

HEADQUARTERS
CENTCOM JOINT THEATER SUPPORT CONTRACTING COMMAND
CAMP AS SAYLIYAH
APO AE 09898

C-JTSCC- CoS

25 Sep 2011

MEMORANDUM FOR RECORD

SUBJECT: CENTCOM TASKER; USCC1125206983, D2011-D00SPO-0172-000

1. CENTCOM IG requested that C-JTSCC review the DODIG Report D2011-D00SPO-0172-000 "Assessment of US Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army," and provide response to recommendation 8.

2. C-JTSCC response is enclosed in the response shell.

3. POC for this memorandum is LT Ifedayo O. Lofinmakin, ifedayo.o.lofinmakin@ccc.centcom.mil, DSN 318-432-6541.

HARRY T. THETFORD
CAPT, SC, USN
Chief of Staff

Encl
Response shell

RESPONSE TO EXECUTIVE SUMMARY

Assessment of US Government and Coalition Efforts to Develop the Logistics Sustainment Capability of the Afghan National Army

Recommendation 8: Commander, Joint Theater Support Contracting Command, United States Central Command, in coordination with Commander, International Security Assistance Force, issue implementing instructions for subject Defense Federal Acquisition Regulation change/Class Deviation.

CONCUR:

On 11 May 2011, SCO-A issued "Implementing Guidance for Class Deviation for Designation of CORs" instructions for a Defense Federal Acquisition Regulation change/Class Deviation. The implementing guidance mitigates liability risk associated with NATO/Coalition Partner Government Employees who are appointed as a Contracting Officer's Representative (COR). In addition to the minimum requirements for all CORs regardless of status, NATO/Coalition Partner Government Employees must be able to read, write and speak fluent English. Furthermore, the NATO/Coalition Partner Government Employee must complete additional COR training and agree to their respective RCC Chief mentoring. As of 22 September 2011, C-JTSCC has trained 15 NATO/Coalition Partner Government Employees (military); however, only 7 have been appointed as CORs. C-JTSCC has not received any negative reports concerning the performance of NATO/Coalition Partner CORs

In addition, C-JTSCC requests that DODIG should indicate that the recommendation has been accomplished and completed.

HEADQUARTERS
SENIOR CONTRACTING OFFICIAL - AFGHANISTAN
CAMP PHOENIX, AFGHANISTAN
APO AE 09320

SCO-A

11 May 2011

MEMORANDUM FOR SCO-A Regional Contracting Centers (RCCs)

SUBJECT: SCO-A Implementing Guidance for Class Deviation for Designation of CORs

1. On 21 March 2011, the Office of the Under Secretary of Defense issued a Class Deviation for the designation of Contracting Officer's Representatives (CORs). This deviation clarifies that a COR must be an employee, military or civilian, of the U.S. Government, a foreign government, or NATO/Coalition partners, and clarifies that contractor personnel may not serve as CORs.

2. This deviation allows flexibility in the appointment of CORs. SCO-A will use the following methodology to integrate this deviation into the COR appointment process: If a contract is being performed at a location with U.S. presence, the requiring activity should strive to appoint a U.S. Government COR. However, if the contract is being performed at a location without a U.S. presence, or the appointment of a U.S. Government COR is not feasible, then the requiring activity can nominate a member of a foreign government or NATO/Coalition partner as a COR. SCO-A appointments of NATO/Coalition partner government employees will follow the same procedures as U.S. Government CORs, except that the COR's nationality will be clearly identified for tracking purposes. At the present time, RCC COR appointments of other foreign government employees, to include host nation Afghanistan Government employees, must be approved by the SCO-A.

3. Regardless, all RCC appointed CORs shall meet the minimum qualifications and training requirements of a COR: CLC 106, CLC 206, CLM 0003, and mentoring from the RCC Chief. Additionally, it is SCO-A's expectation that the nominated COR be able to read, write, and speak English fluently in order to adequately perform training and administrative functions. RCC Chiefs should not endorse a COR that he/she does not feel is capable of performing the duties of a COR and the final appointment or removal of a COR is always at the discretion of the RCC Chief.

4. Finally, the RCC Chief shall monitor the performance of all CORs nominated and provide additional training as required. In the case of gross dereliction, ethical violations, or unauthorized commitments, the RCC Chief should immediately revoke the COR's authority and refer the matter to the COR's chain of command or supervisor for further action.

5. The point of contact for this memorandum is Lt Col Daniel Dunn at DSN 318-237-6585 or daniel.j.dunn@afghan.swa.army.mil.

Attachments:
1. OSD Class Deviation Memo

CASEY D. BLAKE, Brig Gen, USAF
Deputy Commander,
CENTCOM Contracting Command and
Senior Contracting Official - Afghanistan

OFFICE OF THE UNDER SECRETARY OF DEFENSE
3000 DEFENSE PENTAGON
WASHINGTON, DC 20301-3000

ACQUISITION,
TECHNOLOGY
AND LOGISTICS

MAR 21 2011

In reply refer to
DARS Tracking Number: 2011-O0008

MEMORANDUM FOR COMMANDER, UNITED SPECIAL OPERATIONS
COMMAND (ATTN: ACQUISITION EXECUTIVE)
COMMANDER, UNITED STATES TRANSPORTATION
COMMAND (ATTN: ACQUISITION EXECUTIVE)
DEPUTY ASSISTANT SECRETARY OF THE ARMY
(PROCUREMENT)
DEPUTY ASSISTANT SECRETARY OF THE NAVY
(ACQUISITION AND LOGISTICS MANAGEMENT)
DEPUTY ASSISTANT SECRETARY OF THE AIR FORCE
(CONTRACTING)
DIRECTORS OF THE DEFENSE AGENCIES
DIRECTORS OF THE DOD FIELD ACTIVITIES

SUBJECT: Class Deviation – Designation of Contracting Officer's Representatives

Effective immediately, contracting officers shall use the attached text in lieu of DFARS 201.602-2(2)(i). This substitution clarifies that a contracting officer's representative (COR) must be an employee, military or civilian, of the U.S. Government, a foreign government, or NATO/Coalition partners, and clarifies that contractor personnel may not serve as CORs.

This class deviation remains in effect until incorporated into the DFARS or until rescinded. My point of contact, Manuel Quinones, may be reached at 703-602-8383, or manuel.quinones@osd.mil.

for Shay D. Assad
Director, Defense Procurement
and Acquisition Policy

Attachment:
As stated

201.602 Contracting officers.

201.602-2 Responsibilities.

(1) Follow the procedures at PGI 201.602-2 regarding designation, assignment, and responsibilities of a contracting officer's representative (COR).

(2) A COR—

[(i) Must be an employee, military or civilian, of the U.S. Government, a foreign government, or NATO/Coalition partners. In no case shall contractor personnel serve as CORs.];

(ii) Must be qualified by training and experience commensurate with the responsibilities to be delegated in accordance with department/agency guidelines;

(iii) May not be delegated responsibility to perform functions at a contractor's location that have been delegated under FAR 42.202(a) to a contract administration office;

(iv) Has no authority to make any commitments or changes that affect price, quality, quantity, delivery, or other terms and conditions of the contract; and

(v) Must be designated in writing, and a copy furnished the contractor and the contract administration office—

(A) Specifying the extent of the COR's authority to act on behalf of the contracting officer;

(B) Identifying the limitations on the COR's authority;

(C) Specifying the period covered by the designation;

(D) Stating the authority is not redelegable; and

(E) Stating that the COR may be personally liable for unauthorized acts.

Appendix F. Report Distribution

Department of State

U.S. Ambassador to Afghanistan
Assistant Secretary of State for Political-Military Affairs
Inspector General, Department of State

Office of the Secretary of Defense

Secretary of Defense
Deputy Secretary of Defense
Chairman of the Joint Chiefs of Staff
Under Secretary of Defense for Acquisition, Technology and Logistics (AT&L)
Under Secretary of Defense (Comptroller)/Chief Financial Officer
Under Secretary of Defense, Personnel and Readiness
Deputy Assistant Secretary of Defense for Maintenance, Plans, and Programs, AT&L
Deputy Chief Financial Officer
Deputy Comptroller (Program/Budget)
Deputy Assistant Secretary of Defense, Afghanistan, Pakistan, and Central Asia
Deputy Assistant Secretary of Defense, Partnership Strategy and Stability Operations
Vice Chairman of the Joint Chiefs of Staff
Assistant Secretary of Defense (Legislative Affairs)
Assistant Secretary of Defense (Public Affairs)
Director, Program Analysis and Evaluation
Director, Defense Procurement and Acquisition Policy
Director, Joint Staff
Director, Operations (J-3)
Director, Strategic Plans and Policy (J-5)

Department of the Army

Secretary of the Army
Assistant Secretary of the Army for Acquisition, Logistics, and Technology
Commander, U.S. Army Forces Command
Commander, U.S. Army Materiel Command
Chief, National Guard Bureau
Chief, U.S. Army Reserve
Commander/Chief of Engineers, U.S. Army Corps of Engineers
Commander, Afghanistan Engineer Division, U.S. Army Corps of Engineers
Auditor General, Department of the Army
Inspector General of the Army

Department of the Navy

Naval Inspector General

Department of the Air Force

Inspector General of the Air Force

Combatant Commands

Commander, U.S. Central Command
    Commander, United States Central Command, Joint Theater Support Contracting Command*

Other Defense Organizations

Commander, International Security Assistance Force/U.S. Forces–Afghanistan*
    Commander, International Security Assistance Force Joint Command*
    Commander, NATO Training Mission-Afghanistan/Combined Security Transition Command–Afghanistan*
Director, Defense Contract Management Agency
Director, Defense Intelligence Agency
Director, Joint Center for International Security Force Assistance*

Other Non-Defense Federal Organizations

Special Inspector General for Afghanistan Reconstruction

Congressional Committees and Subcommittees, Chairman and Ranking Minority Member

Senate Committee on Appropriations
    Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Services
Senate Committee on Homeland Security and Governmental Affairs
House Committee on Appropriations
    House Subcommittee on Defense, Committee on Appropriations
House Committee on Armed Services
House Committee on Oversight and Government Reform

*Recipient of the draft report