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July 9, 2012

MEMORANDUM FOR SECRETARY OF DEFENSE

DEPUTY SECRETARY, DEPARTMENT OF DEFENSE
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COMMANDER, INTERNATIONAL SECURITY ASSISTANCE
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COMMANDER, NORTH ATLANTIC TREATY ORGANIZATION
TRAINING MISSION-AFGHANISTAN/COMBINED SECURITY
TRANSITION COMMAND-AFGHANISTAN
COMMANDER, COMBINED FORCES SPECIAL OPERATIONS
COMPONENT COMMAND-AFGHANISTAN

SUBJECT: Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police (Report No. DODIG-2012-109)

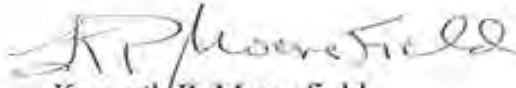
We are providing this final report for review and comment. This is a continuation of a series of reports published by the Office of Inspector General's Special Plans and Operations Directorate that focus on the train and equip missions in Iraq, Afghanistan, and Pakistan. We considered client comments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

We request additional comments and information by August 9, 2012, as follows:

- Commander, International Security Assistance Force-Recommendations 1, 3.a.
- Commander, International Security Assistance Force Joint Command-Recommendations 8.b, 10.b, 14.a.
- Commander, NATO Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan-Recommendations 4, 9.c, 14.b.
- Commander, Combined Forces Special Operations Component Command-Afghanistan-Recommendation 13.b.

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.

A handwritten signature in black ink, appearing to read "K P Moorefield". The signature is fluid and cursive, with the first letters of each word being capitalized and prominent.

Kenneth P. Moorefield
Deputy Inspector General
Special Plans and Operations



Executive Summary—Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police

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 mentoring, partnering, training, equipping, and other aspects of the development of the Afghan Local Police (ALP) should read this report.

Background

The Coalition Forces Special Operations Component Command-Afghanistan (CFSOCC-A), the International Security Assistance Force (ISAF) Joint Command (IJC), and North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan (NTM-A/CSTC-A), in coordination with the Ministry of Interior (MoI) and Afghan National Police (ANP), have committed to the development of an ALP force. The ALP consists of personnel recruited, trained, and assigned to provide village level security.¹ This entails significant shared responsibilities and capabilities on the part of the Coalition forces.

CFSOCC-A is the Executive Agent responsible for planning and execution of the ALP program. IJC is responsible for coordination with CFSOCC-A and general support of the program and the ALP units operating in IJC battle space. NTM-A/CSTC-A has the responsibility for managing the use of U.S.C. Title 10 fiscal resources for equipping the ALP, and for building the capacity of the MoI in support of the ANP and ALP. ISAF has the overarching responsibility to plan, direct, and integrate the contributions of these three commands in support of ALP development.

Established by President Karzai under the Afghan MoI in August 2010, the ALP program is a complementary component of the Village Stability Operations (VSO) program.² Although not all VSO sites have ALP units, all ALP units are part of an existing VSO site. A primary goal of VSO and the supporting ALP program is to enhance security, governance, and development, and link local villages to the Government of the Islamic Republic of Afghanistan (GIROA) via the districts and provinces. Generally, ALP sites are located outside of the ISAF-designated Key Terrain Districts (KTDs). The ALP program was designed to provide protection and stability in

¹ For purposes of this report, village level security refers to the security provided within the village and the terrain in the near vicinity of the village. Within this area, the village ALP unit has the authority to detain personnel, but not arrest.

² VSO is a bottom-up counterinsurgency (COIN) initiative that establishes security areas around rural villages to promote local governance and development. Each VSO consists of a 12-man team that embeds in a village and regularly engages local Afghans, enabling a level of situational awareness and trust otherwise unattainable. VSO teams are supported by a Village Stability Platform (VSP), which includes a range of enablers and supporting elements, as well as a focus on linking the district and provincial levels of governance and development to the national government. Further, Provincial Augmentation Teams and District Augmentation Teams, in partnership with Provincial Reconstruction Teams, help VSPs to build local governance and improve development.” DoD “Report on Progress Toward Security and Stability in Afghanistan,” October 2011, p. 67.

villages/areas where the Afghan National Security Forces (ANSF) were insufficiently strong to prevent armed insurgent infiltration and activities. Improved security was viewed as critical to the development of rural areas and extending the legitimacy and reach of GIRoA. The ALP initiative is considered by the Coalition as a cornerstone of a successful counterinsurgency (COIN) strategy.

The MoI had approved 99 districts for ALP units as of April 2012. Of these, 59 districts had completed the required MoI validation process, which includes approval by both the village elders/shura and the Coalition partners, and collectively represented a force of about 12,900 ALP. In coordination with ISAF, the Afghan government has authorized an ALP end-strength of approximately 30,000 personnel.

Notable Progress

Although much work remains to be accomplished, and there have been isolated setbacks, several noteworthy areas of progress were identified by the assessment team, discussed in detail in Part I. These areas included:

- success operating in difficult areas,
- partnering with Afghan National Army Special Operations Forces,
- use of Afghan District Judges and Prosecutors,
- effectiveness of the COIN Advisory and Assistance Team, and
- repeat rotations of U.S. Special Operations Forces Teams.

Challenges—Areas of Concern

Planning

Given the early successes of the ALP program, ISAF had begun to consider establishment of an enduring program, vice the current GIRoA/MoI planning perspective for a two to five year effort. ISAF, some district leaders, and village elders believed that the ALP initiative has been effective in expelling insurgents from the district/village levels and preventing them from returning. In addition, from ISAF's perspective, the ALP program is relatively inexpensive, compared to funding additional full-time ANP over the long-term. However, GIRoA/MoI leaders were ambivalent regarding the future of ALP beyond two to five years and this has led to uncertainty within the Coalition, MoI, and the ANP as ISAF staff and leadership consider the merits of either approach. No ISAF plan for making ALP an enduring program had been presented yet to the MoI. A belated decision by ISAF and/or GIRoA/MoI on the "enduring or not" issue could diminish the current effectiveness of the program and result in inefficiency and wasted resources, or failure to provide for an enduring ALP role and realize its security benefits.

Because there were insufficient Coalition Special Operations Forces (SOF) teams to deploy to all of the planned ALP sites, two battalions of U.S. conventional forces were tasked to support the VSO mission and ALP. However, SOF teams are more comprehensively trained and experienced in conducting all aspects of the VSO mission than are conventional forces, particularly related to strengthening governance and development. As a result, VSO sites with Coalition SOF partners make earlier/more progress in governance and development than those sites partnered only with U.S. conventional forces.

Furthermore, the available U.S. SOF teams and the two committed conventional infantry battalions were fully engaged with embedding/training at the 59 ALP sites validated by the Coalition and the MoI as of April 2012, involving about 12,900 ALP personnel. The MoI-approved expansion of the ALP program over the next year to approximately 99 sites, to include an increase up to approximately 30,000 ALP personnel, could quickly outpace current and proposed Coalition forces available to support the program. A lack of sufficient Coalition support forces would put the ALP program expansion at risk.

Numerous Afghan officials, including Provincial Governors (PGOVs), Provincial Chiefs of Police (PCoPs), District Governors (DGOVs), District Chiefs of Police (DCoPs), and some village leaders did not understand, or were not following, the MoI objectives for the ALP program, which essentially provide for a village-oriented local security force, not a new police capability to be deployed by them elsewhere in the district/province. No Afghan civil government or MoI/ANP information program was evident to educate Afghan government leaders, including those in local communities, regarding the purpose/intent/concept of employment of the ALP. There have been instances of misperception and improper implementation and utilization of the ALP. This was due to the failure to enact a proactive and effective Information Operations (IO) strategy to support ALP implementation. If the decision is made to maintain the ALP program, this failure will threaten its effectiveness and ultimate sustainability.

At the time of their initial fielding, ALP units were commonly issued AK-47s, which are ineffective in responding to insurgents armed with heavier, longer-range weapons that attack from beyond AK-47 range. Without heavier weapons, such as the Pulemyot Kalashnikova Machine Guns (PKMs)³ and rocket-propelled grenades (RPGs), ALP units may be unable to prevent insurgent infiltration and could incur additional casualties that would be demoralizing and undermine the development of ALP units' capability to perform their mission.

Execution

Communication and coordination between ISAF, CFSOCC-A and NTM-A/CSTC-A regarding implementation of the ALP program has not always been effective. This has created confusion and disruption at the district and village ALP levels, most notably in the areas of logistics and pay. It has also hampered visibility of MoI payment records necessary to enable CFSOCC-A, the Executive Agent, to manage the program and reconcile financial and personnel discrepancies at the district level.

A significant percentage of ALP candidates had not been in-processed in a timely manner by the MoI. As a result, ALP personnel were graduating from training and being assigned as ALP members without all of their administrative requirements complete. Consequently, MoI did not officially recognize or fund these ALP members for pay and benefits. In these instances, the Coalition temporarily provided pay and benefits with Afghan Security Forces Fund (ASFF) monies available to the onsite Coalition partners. However, in these instances, the intended link between the village ALP to the MoI and GiRoA, which the payment process was designed to fortify, was not occurring.

³ PKM is the Cyrillic acronym for a Russian-made Pulemyot Kalashnikova Machine Gun. The PKM is a light, belt-fed machine gun designed to be carried and/or employed by one person. It is a small arms weapon that fires a round slightly different from the AK-47. An AK-47 round is 7.62x39mm diameter and a PKM round is 7.62x54mm diameter. The PKM has a greater range than the AK-47.

The MoI logistics system did not provide timely support to the ALP program. Specifically, it did not provide ALP units with authorized equipment upon completion of their ALP training, provide for timely re-supply of fuel and ammunition or other critical items of supplies, such as winter uniforms. Coalition partners and ALP commanders reported that authorized equipment, including vehicles, weapons, ammunition, uniforms, and communication gear, often did not reach ALP units because it was withheld or diverted by an individual PGOV/PCoP or DGOV/DCoP. As a result, ALP units did not always have their authorized and necessary equipment and supplies when needed, adversely affecting operational deployment, readiness, and personal safety, when they did not have weapons for self-defense.

NTM-A/CSTC-A could account for Afghan Security Forces Fund (ASFF) transferred to the MoI for payment of the ALP. Furthermore, ALP payroll processes utilized by Coalition partners to provide oversight of funds drawn from the Commander's Emergency Relief Program (CERP) and ASFF appeared to be effective. However, when MoI assumed direct responsibility for paying ALP units, there were problems associated with internal processing procedures and timeliness. Lack of transparency and coordination with Coalition ALP program advisors and partners could have negative consequences.



Figure 1. A Village Stability Operation Site

While cash payment by a trusted agent at the district level was the approved MOI method for paying ALP personnel, in a few districts, they were paid directly from MoI via Electronic Funds Transfer (EFT). Aside from defeating the intent of the payment system to connect the ALP program to the MoI, use of EFT vice trusted agent payments further negated district command and control of ALP, and caused confusion among U.S. SOF partners and the DCoP at that location. This could have resulted potentially in duplicate payments. Moreover, according to at least one PCoP and his Coalition partners, the use of EFT by MoI appeared to be paying a significant percentage of “ghost ALP,”⁴ a corrupt practice.

MoI policy and implementing guidance was insufficiently defined regarding roles, responsibilities, and authority of PCoPs and DCoPs over the ALP program. This caused individual PCoPs and DCoPs to support the ALP program according to their individual interpretation of its purpose, thereby leading to inconsistent and even ineffective implementation of the program across the provinces and districts where ALP units were established. Lack of unity in the ALP effort could complicate plans to expand the program to 30,000 personnel at approximately 99 sites throughout the country.

⁴ A “ghost” employee is a real or fictional name listed for pay and other purposes but not associated with an actual person.

Former Afghan Public Protection Program (AP3)⁵ personnel in at least one province were being “re-branded” at the provincial level as ALP and assigned against ALP district Tashkils⁶, but without the knowledge/approval of district Afghan Uniformed Police (AUP) leaders, village elders, or U.S. SOF personnel. This resulted in police personnel from one district or village within a province claiming to be ALP and performing security-related duties in another district or village, in violation of the intent and procedures of the ALP program. Moreover, the rebranded ALP were not trusted by the local elders and villagers and encumbered district ALP Tashkil authorizations.

Recommendations Table

Office of Primary Responsibility	Recommendations Requiring Additional Comment/Information	No Additional Comments Required at This Time
Commander, ISAF	1, 3.a	2, 3.b, 6.e
Commander, ISAF Joint Command	8.b, 10.b, 14.a	
Commander, NTM-A/CSTC-A	4, 9.c, 14.b	6.a, 6.b, 6.c, 6.d, 9.a, 9.b, 10.a, 11.a, 11.b(1.), 11.b(2.), 12, 13.a
Commander, U.S. Forces-Afghanistan		3.c
Commander, Combined Forces Special Operations Component Command-Afghanistan	13.b	5, 7, 8.a, 9.d

Please provide comments by August 9, 2012.

⁵ AP3 was a MoI security program that preceded the ALP program, supported and equipped by ISAF. However, AP3 personnel were not approved/vetted by village elders/shuras and did not provide security at the village level. They often worked outside of their home districts, performing missions such as route and site security.

⁶ The Afghan document that authorizes personnel and equipment for an organization—similar to a U.S. Modified Table of Organization and Equipment (MTOE).

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Introduction

Background

This is a continuation of a series of Congressionally mandated, command requested, and/or self-generated 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 Iraqi and Afghan Security Forces,
- Accountability of night vision devices transferred to the Iraqi Security Forces,
- Effectiveness/responsiveness of the Foreign Military Sales system in support of the Iraqi and Afghan Security Forces,
- Logistics development of the Iraqi and Afghan Security Forces,
- Effectiveness of U.S. and Coalition efforts to develop the Iraqi 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 \$48.34 billion to the Afghanistan Security Forces Fund (ASFF) in Public Laws 109-13, 109-234, 109-289, 110-28, 110-161, 110-252, 111-32, 111-118, 112-10, and 112-74. 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 August 15, 2011, the DoDIG announced the "Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police," (Project No. D2011-D00SPO-0277-000). The objectives of this assessment were to determine whether:

- Planning and operational implementation efforts by U.S./Coalition Forces to recruit, train, advise and assist in the development of the Afghan Local Police (ALP) was effective. This included evaluating output/outcome at ALP locations at various stages of their life cycle to determine the effectiveness of U.S./Coalition involvement in developing the ALP and Ministry of Interior (MoI) capability to manage the program.
- Plans, training, preparation and designated missions of the International Security Assistance Force (ISAF)/United States Forces-Afghanistan (USFOR-A), North Atlantic Treaty Organization (NATO) Training Mission-Afghanistan (NTM-A)/Combined Security Transition Command-Afghanistan (CSTC-A), ISAF Joint Command (IJC), and Coalition Forces Special Operations Component Command-Afghanistan (CFSOCC-A) to train, advise and assist in the development of the ALP are integrated across all levels of

U.S./Coalition commands/staffs, as well as between Coalition commands and the MoI/Afghan National Police (ANP).⁷

Afghan Local Police Program

President Karzai established the ALP program under the Afghan MoI in August 2010. Its mission was to provide peace and protection in villages/areas where the presence of the Afghan National Security Forces (ANSF) were insufficiently strong to prevent armed insurgent infiltration and activities. Improved security was viewed as critical to the development of rural areas and extending the legitimacy and reach of the Government of the Islamic Republic of Afghanistan (GIROA).

In March 2011, the NTM-A/CSTC-A Commanding General stated the intent of the ALP program was:

To develop a force capable of providing basic security oriented around villages and respective district centers. The ALP program is intended to be simultaneously implemented in districts decided upon by Ministry of Interior (MoI) and International Security Assistance Force (ISAF) Joint Command (IJC). The End State is that the Government of the Islamic Republic of Afghanistan (GIROA) establishes a professional ALP force capable of providing basic security needs to their respective villages and district centers until such time as ANSF have sufficient capacity to secure these areas from one to five years.

The program incorporates previous village-level defensive programs, e.g., the Community Defense and Local Defense Initiatives, and constitutes the third attempt by ISAF to create local defense forces. The first initiative, begun in 2007, the Afghan Auxiliary Police (AAP), was orchestrated by the MoI. The second initiative, which started in early 2009, was the Afghan Public Protection Program (AP3). The AP3 sought to correct problems associated with the AAP and was heavily supervised and supported. The AP3 was also run by the Afghan MoI, with training and equipment being provided by ISAF.

The current initiative, the ALP, adapts the lessons learned from the first two initiatives. It is a village-focused program, which includes governance and development in the encompassing districts. The goal is to enhance counterinsurgency (COIN) efforts by enabling rural areas, with limited or no ANSF presence, to provide for their own local security. Additionally, the MoI, through provincial/district governments and local shuras⁸, provides command, control, and oversight of the ALP with assistance from Coalition Force partners. The Coalition partnering at the district and village levels is performed primarily by Coalition Special Operations Forces (SOF) and two U.S. Infantry battalions, in some instances operating with the ALP separately and in others serving as combined units.

The MoI has approved 99 districts for ALP units as of April 2012. Of these, 59 districts have completed the required validation process and collectively represent a force of about 12,900 ALP. In coordination with ISAF, the Afghan government has authorized an ALP end-strength of 30,000 personnel.

⁷ For purposes of this DoDIG report, the ANP consists of the Afghan Uniformed Police (AUP), the Afghan Border Police (ABP), the Afghan Civil Order Police (ANCOP), the Afghan Anti-Crime Police, and the Afghan Local Police (ALP).

⁸ For purposes of this DoDIG report, a shura is a meeting of village/district elders/leaders.

Report Organization

This report consists of three separate sections.

- Notable Progress,
- Planning, and
- Execution.

PART I – NOTABLE PROGRESS

Working Towards Transition

An important goal of the 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 MoI and ANP, progress has been made in the area of security. The transfer of lead security responsibilities to the ANSF has already occurred in selected areas of Afghanistan. The ALP program is a complementary component of the Village Stability Operations (VSO) program; although not all VSO sites have ALP units, all ALP units are part of an existing VSO site. A primary goal of VSO and the supporting ALP program is to enhance security and link local villages to GIROA via the district and province, generally outside of the ISAF-designated Key Terrain Districts (KTDs). Although the ALP program is only about 18 months old, the DoDIG team identified several indications of progress and best practices within the overall program.

Success in Difficult Areas

Although VSO/ALP progress toward stability and security varies from location to location, depending on local circumstances, there have been areas of significant and unexpected success. In one province in Regional Command-East (RC-East) near the Pakistan border, an area outside of the ISAF-designated KTDs, GIROA controls three of the five districts with Afghan Uniformed Police (AUP) and about 500 ALP—in a 1200 square mile area. “You can ride a bicycle safely up and down about 80 kilometers of highway,” according to the Provincial ALP Police Chief. His Coalition SOF partner supported this assertion, noting that this province was extremely dangerous a year ago—markets were closed and the locals were afraid to venture out of their village, even to attend a funeral. By November 2011, the local economy



Figure 2. Meeting with Village ALP Leaders

in the districts under GIROA control was showing signs of growth, even without any significant development efforts by GIROA or the Coalition. The local population attributed this success largely to the ALP presence in their villages. A similar situation was found in some of the districts in RC-South, where heavy fighting had ended only months before.

Partnering With Afghan National Army Special Operations Forces

U.S. SOF partnered with Afghan National Army (ANA) SOF (Commandos) elements to help with clearing the area around villages selected for the ALP program and then to gain the trust of the local population during the “hold” and “build” portion of VSO. Additionally, the ANA Commandos support the training of the ALP. In one province, the Commandos support ALP training and expand the secure area (white space) around the village during the latter weeks of their own retraining (Amber) cycle. Use of ANA Commando personnel helped to put an “Afghan face” on the ALP program, furthering the link to GIROA, along with its credibility.

Coalition SOF partners reported that the ANA SOF personnel provided impressive role models for new ALP personnel and the villagers themselves.

Use of Afghan District Judges and Prosecutors

U.S. SOF personnel at several ASO/ALP sites reported using local Afghan judges and prosecutors to teach ALP personnel the rule of law and Afghan Constitution portions of the ALP training Program of Instruction. While U.S. personnel can conduct this training, it is more effective when coming from fellow Afghans who speak the language and are more apt to know the particular characteristics and culture in the local area. This further served to build government credibility.

Counterinsurgency (COIN) Advisory and Assistance Team

The ISAF COIN Advisory and Assistance Team provided direct observations to Commander, ISAF on strategic priority areas of concern, to include concerning the ALP program. It also provides “advise and assist” support across the theater in order to maximize the effects of ISAF campaign efforts. The COIN Advisory and Assistance Team was able to interact and coordinate with all commands taking part in VSO/ALP operations. This was proving beneficial as it quickly raised issues regarding ALP/VSO to the highest levels of the Coalition command for resolution.

Repeat Rotations of U.S. Special Operations Forces Teams

In some instances, U.S. SOF teams returned to the same provinces and districts where they were assigned and worked on previous deployments. This proved very beneficial, as the U.S. personnel were already familiar with the terrain, provincial/district GIRoA officials, and many of the village elders. Generally, the Afghans officials were very receptive to the return of Coalition personnel they knew and trusted, truncating the normal period required to establish a working relationship.

PART II – PLANNING

Observation 1. Afghan Local Police—Temporary or Enduring?

Given the early successes of the ALP program, ISAF has begun to consider establishment of an enduring program, vice the current GIRoA/MoI perspective of two to five years, as published in MoI Decree P-3196, dated 16 August 2010. While the ISAF staff and leadership are considering the merits of either approach to the future use of ALP personnel, they are preparing a plan to support the “enduring program” approach. However, they have yet to approach the MoI officially with any proposal.

Many senior GIRoA officials at the MoI and some at the province/district level still maintain that the ALP program should end in five years, per MoI decree, incorporating the ALP personnel into the ANP or disbanding them. However, ISAF, some district leaders, and village elders perceive the ALP as an effective program that can expel insurgents from the district/village levels and prevent them from returning. In addition, from ISAF’s perspective, the ALP program is relatively inexpensive, compared to funding additional full-time ANP over the long-term.

This has led to a degree of uncertainty about the future of the ALP program. There are not only political, social, tactical, and security concerns to be considered and addressed should the ALP become an enduring program, but near-term U.S. and Coalition resource decisions as well. A late decision on the “enduring or not” issue could result in inefficiency and wasted resources.

Applicable Criteria (See Appendix C, Numbers 2, 3, 9, 10, 11, 13, 16, 17, 18, 22, 23, and 26, for additional details.)

- Army Field Manual 3-07, “Stability Operations,” October 2008.
- Army Field Manual 3-24/Marine Corps Warfighting Publication 3-33.5, “Counterinsurgency,” December 2006.
- DoD Directive 3000.7, “Irregular Warfare (IW),” December 1, 2008.
- DoD Instruction 3000.5, “Stability Operations,” September 16, 2009.
- DoD Instruction 5000.68, “Security Force Assistance (SFA),” October 27, 2010.
- IJC Fragmentary Order (FRAGO) 515-2010, “Establishment of the ALP Program,” (undated). (Classified document.)
- ISAF FRAGO 205-2010, “Afghan Local Police,” September 16, 2010. (Classified document.)
- Joint Publication 3-05, “Special Operations,” April 18, 2011.
- Joint Publication 3-22, “Foreign Internal Defense,” July 12, 2010.
- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- USFOR-A FRAGO 10-287, “Guidance for the Afghan Local Police Program,” 5 September 2010. (Classified document.)

Discussion

The issue of whether the ALP should be an enduring program vice a temporary one came up repeatedly during the course of the DoDIG team's fieldwork. The majority of Coalition and Afghan officials believe the ALP is currently an effective program because it:

- connects GIRoA to the village level in a way that the ANA or ANP cannot,
- provides an effective and inexpensive security program,
- denies the insurgents access to the local population, as well as safe havens for their operations,
- is an essential part of the overall ISAF campaign plan,
- is generally well received at the district and village level,
- provides a potential source of future employment for ANSF personnel that rotate out of active forces, and
- maintains pressure on insurgent elements to discontinue their activity.

However, although there was an acknowledgement within ISAF and the MoI/ANP forces of the near-term need for this program, differences existed regarding the future of the program. The sentiment among the ISAF staff seemed to lean toward making the ALP program an enduring part of the ANSF. From the Coalition's perspective, a particularly attractive aspect of the ALP program is cost. For example, ALP salaries are only 60 percent of AUP salaries. The ISAF and CFSOCC-A staff are beginning to develop a plan to support the "enduring program" option.

For their part, most MoI officials and provincial governors see the ALP as a temporary program that will end in three to five years, as promulgated in the current MoI decree. They are also cognizant of the issues that have arisen in Afghanistan's past with armed militias at the local level that have fallen under the control of a warlord whose objectives and interests run counter to GIRoA's. They note that they would rather have full-time AUP personnel providing the security at the district and village levels, as the AUP are ostensibly linked more closely to the Afghan central government than the more loosely organized ALP.

Additionally, some GIRoA officials expressed concern about the problems created in Afghanistan's past by armed militias at the local level. Some of these militias were controlled by warlords whose objectives and interests ran counter to GIRoA's. Those objecting noted that they would rather have full-time AUP personnel providing the security at the district and village levels, as the AUP are ostensibly linked more closely to the Afghan central government than the more loosely organized ALP.

Conversely, there were Afghan district officials and the majority of the village elders who preferred the ALP presence to the AUP's. They noted that the ALP personnel are drawn from their village and are well known in the local area, and thus are more accountable to their elders, extended family, and peers. They are generally from the same ethnic group as the village they represent, whereas the AUP are often from a different ethnic group and come from a different part of Afghanistan. Therefore, most local Afghan elders and officials believed that the ALP were apt to be less corrupt than the AUP and more inclined to fight for the safety and well-being of their village and families. They pointed to the improvements in stability, security, and in the local economy in ALP-secured areas as further evidence of the need for the program to be maintained over the long-term.

The continuing debate among and between Coalition and MoI officials over the future of the ALP program has caused uncertainty at all levels over how much effort to put into the program and how far out to plan for support and sustainment. Some Afghan provincial and district officials cited the temporary nature of the program as justification for diverting resources planned for the ALP to the AUP. Furthermore, since the Coalition is funding all ANSF salaries through the MoI, if the ALP program is to endure as a permanent program, resourcing decisions to support and sustain it need to be made in the near-term.

Recommendation

1. Commander, International Security Assistance Force, within 90 days from publication of this report, develop a position that addresses the “endurance” of the Afghan Local Police program and, if that position differs from that of the current Government of the Islamic Republic of Afghanistan plan, coordinate it with Government of the Islamic Republic of Afghanistan and the Ministry of Interior.

Management Comments

ISAF concurred, noting that ISAF FRAGO 055-2012, “COMISAF’s Vision and Guidance on the Future of the Afghan Local Police,” published on April 3, 2012, encourages GIRoA to codify an enduring ALP program beyond its current mandate of 2015. The order directs the Deputy Chief of Staff, Operations, to engage GIRoA as soon as possible to that end, with results by the end of 2012.

Our Response

ISAF comments were responsive. We ask that ISAF provide a copy of ISAF FRAGO 155-2012.

Observation 2. Coalition Support for the Expanding Afghan Local Police Program

The planned expansion of the ALP program will outpace the Coalition partners available to embed, train, and support them, jeopardizing quality and development of effective GIROA control.

As of April 2012, the available U.S. SOF teams and the two committed conventional infantry battalions were fully engaged with embedding/training at the 59 ALP sites validated by the Coalition and the MoI. There were about 12,900 ALP personnel assigned to those sites. The MoI-approved expansion of the ALP program over the next year to approximately 99 sites, to include an increase up to approximately 30,000 ALP personnel, could quickly outpace current and proposed Coalition forces available to support the program. Additionally, current ISAF and IJC headquarters staffing levels are insufficient to support the expanding ALP program.

The lack of sufficient and trained Coalition support forces puts attaining the strength goal and the objectives of the ALP program at risk.

Applicable Criteria (See Appendix C, Numbers 2, 3, 9, 10,11, 13, 16, 18, 22, 23, and 26, for additional details.)

- Army Field Manual 3-07, “Stability Operations,” October 2008.
- Army Field Manual 3-24/Marine Corps Warfighting Publication 3-33.5, “Counterinsurgency,” December 2006.
- DoD Directive 3000.07, “Irregular Warfare (IW),” December 1, 2008.
- DoD Instruction 3000.05, “Stability Operations,” September 16, 2009.
- DoD Instruction 5000.68, “Security Force Assistance (SFA),” October 27, 2010.
- IJC FRAGO 515-2010, "Establishment of the ALP Program," (undated). (Classified document.)
- ISAF FRAGO 205-2010, "Afghan Local Police," September 16, 2010. (Classified document.)
- Joint Publication 3-22, “Foreign Internal Defense,” July 12, 2010.
- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- USFOR-A FRAGO 10-287, “Guidance for the Afghan Local Police Program,” 5 September 2010. (Classified document.)

Discussion

Currently there are over 80 Coalition SOF teams conducting VSO/ALP operations at about 59 locations across Afghanistan. Two conventional infantry battalions augment the SOF teams, a process that is generally working well. These Coalition forces have trained about 12,900 ALP and continue to partner with the ALP in those districts. However, the general opinion of the Coalition partners and staff involved with the program is that the current allocation of Coalition

resources, both in the field and on the IJC and ISAF staff, is insufficient to meet the recent expansion to over 99 ALP sites and 30,000 ALP.

Once the decision is made to establish a VSO/ALP site, ALP personnel need intensive training and partnering, if they are to defend their villages and develop an association with GIRoA via the District Chief of Police (DCoP) and the Provincial Chief of Police (PCoP). The training appeared to be progressing well at the currently established sites. However, the availability of Coalition SOF/conventional forces to embed with ALP units in the districts may become a greater issue with the upcoming drawdown of U.S. and Coalition forces in 2012 and 2013, compounded by a simultaneous expansion of the ALP program. Although responsible Coalition staff elements at ISAF, IJC, and CFSOCC-A recognized this disconnect, there was no apparent ISAF plan to address this shortfall in Coalition trainer/partner resourcing.

The perceived importance and corresponding priority of support for ALP varies widely within the ISAF command. The ISAF headquarters has two staff officers assigned to support the program. At the CFSOCC, the ALP program was their top priority, supported with a staff of two. IJC, the war fighting Command, considered ALP to be of high importance, but supported it at the headquarters level with only two staff officers. NTM-A/CSTC-A had ALP as priority five of six and has no dedicated staff in direct support of the program. While we understand that it is the Commander's responsibility to prioritize his missions and to allocate scarce resources as he deems best, it was unclear as to whether staffing support for the ALP program was sufficient to carry out the ALP mission effectively at IJC and NTM-A/CSTC-A, especially given the pending expansion of the program.

Failure to resource the expanding ALP program with sufficient staff support and partners could result in:

- insufficient planning,
- premature reassignment of Coalition training/partner resources, uncovering ALP organizations before they are ready,
- lack of oversight,
- Afghan establishment of unilateral ALP sites⁹, and
- failure of the ALP program to achieve its established goals, putting the overall COIN strategy in jeopardy.

Recommendation

2. Commander, International Security Assistance Force, in coordination with International Security Assistance Force Joint Command, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, and Combined Forces Special Operations Component Command-Afghanistan, develop a plan to allocate sufficient training/partner and staffing resources to support the expansion goals of the Afghan Local Police program.

Management Comments

⁹ An ALP site approved/established by GIRoA/MoI without coordination with or approval by the Coalition command. As such, Coalition trainers are not assigned, nor are ASFF monies available to support the unilateral site.

ISAF non-concurred, noting that the recommendation was based, in part, on the statement “The lack of sufficient and trained Coalition support forces puts attaining the strength goal and the objectives of the ALP program at risk.” ISAF states that the ALP force has grown by 25 percent since January 2012, now numbering 13,400 and is on-track to meet the 30,000 goal by the end of 2014 with the resources allocated, as part of the overall ISAF campaign plan.

Our Response

ISAF comments were responsive and we accept their non-concurrence. Evidence indicates current planning and execution has increased training output and significantly expanded the ALP program since our field work in October 2011. The program appears to be on-track to meet strength goals by the end of 2014. However, we will leave this recommendation open and will ask for an update on ALP strength in 6 months.

Observation 3. Village Stability Operations and the Afghan Local Police Program

VSO is the district level operational context in which the ALP initiative is embedded and upon which progress is measured in terms of security, governance, and development. Coalition SOF/U.S. SOF Operational Detachment-Alpha (ODA)¹⁰ partners and U.S. conventional force partners are implementing the security parameter (ALP) of VSO program differently. Coalition SOF/U.S.SOF ODA team partners implement the governance and development parameters of VSO early on, in conjunction with security (ALP) development. U.S. conventional force partners initially focus almost exclusively on security, with governance and development being a lesser priority, addressed at a later time.

Because there are not enough Coalition SOF/U.S.SOF ODA teams to partner at all of the planned ALP sites, two battalions of conventional forces were tasked with the VSO mission and ALP. However, without SOF assistance, conventional forces do not have the training or experience to conduct VSO properly.

As a result, VSO sites with Coalition SOF/U.S SOF ODA team partners make earlier progress in governance and development than those sites partnered only with U.S. conventional forces.

Applicable Criteria: (See Appendix C, Numbers 13, 14, 15, and 16, for additional details.)

- IJC FRAGO 515-2010, “Establishment of the ALP Program,” (undated). (Classified document.)
- IJC FRAGO 515.01-2010, Amendment 01 to Headquarters IJC FRAGO 515-2010 FRAGO, “Establishment of the ALP Program,” December 3, 2010, (Classified document).
- ISAF FRAGO 164-2011, “Updated Guidance on ISAF Support to the Afghan Local Police Program,” June 7, 2011. (Classified document.)
- ISAF FRAGO 205-2010, “Afghan Local Police,” September 16, 2010. (Classified document.)

Discussion

VSO is a Coalition/U.S. COIN methodology designed to enhance security, governance, and development at the rural district and village level. The ALP program is a GIRoA program, supported by ISAF, which is designed to provide for the security parameter of VSO, generally in districts outside of the ISAF-designated KTDs. Per ISAF FRAGO 164-2011, VSO is designed to help shape, hold, build, and transition rural communities. Some of the aspects of VSO, and the ALP security parameter, are:

- CFSOCC-A is the Executive Agent for all VSO/ALP activities.
- The ALP program is a sovereign GIRoA program.
- VSO is a Coalition methodology and a critical component of ISAF’s COIN strategy in Afghanistan.
- The ALP program is an extension of the broader VSO effort.

¹⁰ Usually a 12-man U.S. SOF team with specialized skills/capabilities.

- VSO and ALP, in conjunction, provide effects in security, development, and governance.
- VSO and ALP, in conjunction, mobilize village populations and extend GIRoA's legitimacy into rural areas.
- CFSOCC-A VSO are required, per ISAF, for all support to ALP programs.

Ideally, VSO methodology starts with a Coalition SOF/U.S. SOF ODA team engaging with the local villagers and offering them an opportunity for a better future. They work to gain the trust of the villagers and are ultimately invited to embed and partner with the locals. They enter with the expectation that they are there to:

- help the villagers stand up to insurgent extremism (security),
- improve the villagers' lives (development), and
- help them connect with the GIRoA, via the district (governance).

Whereas the Coalition SOF/U.S. SOF ODA teams are trained and experienced in all three parameters of VSO, U.S. conventional forces are much less prepared for this type of mission, especially the development and governance parameters. However, even development of the security parameter via ALP is approached differently. One senior Coalition officer told us that the SOF approach to establishing the ALP in villages starts with convincing the Afghans they need a new sheriff, and to then choose one, whereas conventional forces are apt to just introduce the new sheriff.

CFSOCC-A does not have enough Coalition SOF/U.S. SOF ODA teams to perform VSO at all of the districts/villages identified for ALP. Two battalions of conventional forces were tasked with the VSO mission, to include ALP. These conventional battalions were used in two different methods:

- The conventional battalion was used to augment U.S. SOF ODA teams, allowing the ODA team to embed trainers at an additional VSO site.
- The conventional battalion was given sole responsibility for VSO sites, without an SOF component.

SOF teams, to include those SOF teams augmented with conventional force personnel, identified all three parameters of VSO as part of their primary mission. Those sites manned solely by U.S. conventional forces viewed their primary mission as training and outfitting the ALP (security), with VSO parameters of governance and development receiving considerably less emphasis.

This difference in approach results from a difference in experience, preparation, and training. While SOF teams have had extensive training and experience with Security Force Assistance Programs like VSO and ALP, most conventional forces have not. Personnel in a conventional battalion with sole responsibility for VSO/ALP in their sector told DoDIG team members they had not been properly trained for the VSO/ALP mission prior to deployment.

DoDIG coordination with the U.S. Army Special Operations Command determined that they could not source additional ODAs for the ALP mission in Afghanistan without negatively affecting other U.S. Special Operations Command priority, worldwide missions or further reducing dwell time,¹¹ which is already well below Army goals.

¹¹ A ratio of time an individual service member is deployed compared to time at home station. Home station is generally, but not always, in the vicinity of the service member's family.

However, given that there are not enough Coalition SOF /U.S. SOF ODA teams to meet the requirements of the expanding VSO/ALP program, some use of conventional forces will be required. The DoDIG team determined the use of conventional forces as an augmentation to SOF teams was the best approach. VSO sites manned by SOF teams, or SOF teams augmented with conventional personnel, were progressing toward desired outcomes for all three VSO parameters at a faster rate than those sites staffed solely by conventional forces.

Recommendations

3. Commander, International Security Assistance Force, in coordination with Combined Forces Special Operations Component Command-Afghanistan and International Security Assistance Force Joint Command,

a. Ensure all Coalition partners involved with Village Stability Operations/Afghan Local Police programs understand and follow the procedures in International Security Assistance Force Fragmentary Order 164-2011, dated 7 June 2011 and International Security Assistance Force Joint Command Fragmentary Order 515.01-2010, (undated).

b. Develop and implement a course of action that will ensure the Village Stability Operations methodology is applied uniformly to every district/village with Afghan Local Police.

3.c. Commander, United States Forces-Afghanistan, in coordination with International Security Assistance Force Joint Command and Combined Forces Special Operations Component Command-Afghanistan, ensure that the training requirements for conventional battalions that will participate as partners in the Afghan Local Police program are identified and incorporated into pre-deployment training.

Management Comments

ISAF concurred with Recommendation 3.a and 3.b. They stated that ISAF FRAGO 055-2012, “COMISAF’s Vision and Guidance on the future of the Afghan Local Police,” published on April 3, 2012, directed all involved in the ALP program to ensure unity of effort of all activities by implementing the program in accordance with previously published orders and directives from ISAF and IJC. CFSOCC-A, as the Executive Agent for the program, maintains oversight of the program and works closely with IJC to ensure non-CFSOCC-A partner units involved in VSO/ALP are aware of ALP directives and “best practices.”

USFOR-A concurred with Recommendation 3.c, noting this recommendation was being implemented, through USCENTCOM, by incorporating an additional training requirement for conventional battalions that would participate as partners in the ALP program. They also noted that conduct of the pre-deployment training would be a U.S. military Service responsibility. ISAF reported conventional battalions that would be OPCON to CFSOCC-A would receive this instruction during pre-mission training, specifically through a VSO culmination exercise. USSOCOM is also conducting a VSO Academic Week—an intensive instructional conference at which a wide array Afghan subject matter experts explain the tenants and characteristics of VSO methodology. Aimed at battalion and company level leadership, conventional forces identified for OPCON to CFSOCC-A are attending or will attend.

Our Response

ISAF comments to Recommendations 3.a and 3.b were responsive. We ask that ISAF provide a copy of ISAF FRAGO 155-2012.

USFOR-A and ISAF comments to recommendation 3.c. were responsive. No further action is required.

Observation 4. Staffing of the Ministry of Interior Afghan Local Police Headquarters

The MoI ALP headquarters will have difficulty meeting its increasing mission responsibilities due to limitation in number and seniority of staff.

The growing ALP force has increased MoI ALP headquarters requirements to the point that they now exceed the capabilities of current ALP headquarters personnel authorization. Staff shortages will constrain the ALP headquarters' ability to perform the multiple roles and functions important to the development of the ALP Program.

This will impede timely efforts to create an effective village-focused program that enhances COIN efforts by enabling rural areas, with limited or no ANSF presence, to provide for their own local security.

Applicable Criteria (See Appendix C, Numbers 22, 23, and 24, for additional details.)

- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan,” March 2011.

Discussion

Although originally expected to be a temporary program of about 10,000 personnel with a short lifespan of two to five years, the ALP authorization goal has already increased to 30,000, with ISAF and MoI consideration being given to making it a permanent, enduring program.

In executing its mission, the ALP department within MoI is expected to coordinate and direct the numerous staff functions required of a major ANSF headquarters, including:

- recruiting,
- manning,
- fielding
- retention, and
- maintaining an approved 30,000-man force throughout Afghanistan.

MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” states in Article 4:

The ALP department will be established within the Deputy Ministry for Security Affairs that is responsible for the ALP’s command and control at provincial and district levels. The Provincial Chief of Security, District Chief of Police, and ALP Commanders are responsible for managing ALP operations.

These requirements necessitate that the ALP department/headquarters also address and resolve the numerous issues and concerns presented daily by ALP units, Provincial Governors (PGOVs),

PCoPs, District Governors (DGOVs), DCoPs, and local shuras. Although several of these functions are performed in conjunction with MoI, the current Tashkil for the ALP Headquarters of 23 officers and noncommissioned officers did not appear sufficient to effectively manage and support the current program, let alone the expanding ALP program.

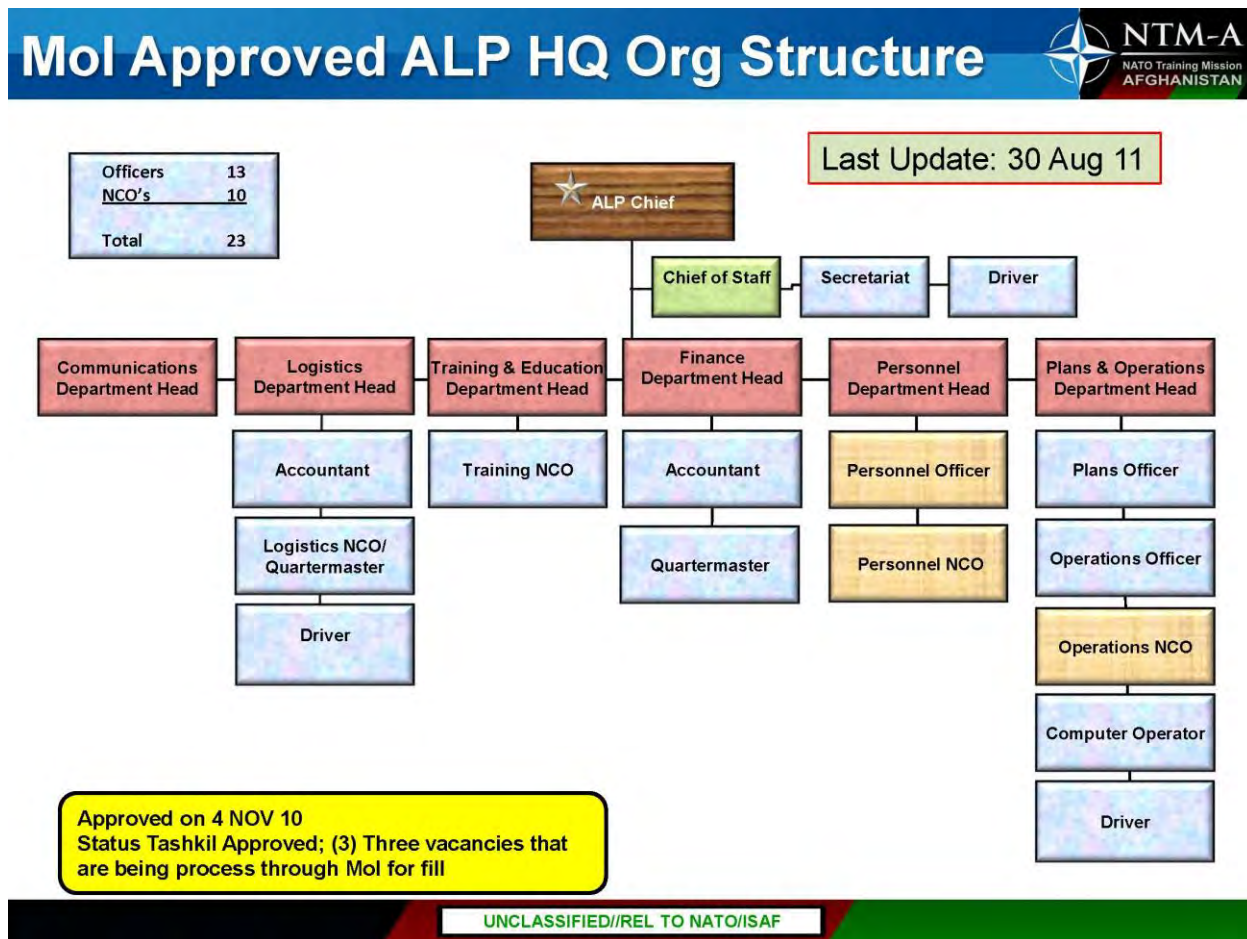


Figure 3. Personnel Authorization for the ALP Headquarters Source: NTM-A/CSTC-A, 30 August 2011

The insufficient staffing of the ALP headquarters could significantly inhibit the ability of this command to provide coordination, assistance, and command and control, jeopardizing the success of the ALP program.

Recommendation

4. Commander, North Atlantic Treaty Organization Training Mission–Afghanistan/ Combined Security Transition Command–Afghanistan, in coordination with the Combined Forces Special Operations Component Command–Afghanistan and the Ministry of Interior, review the staffing at the Afghan Local Police department/headquarters within the Ministry of Interior headquarters and develop a plan to provide appropriate personnel resources to that headquarters.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 4, stating that the MoI ALP Director

developed a new personnel structure and submitted it to MoI leadership. The proposal was approved by the Minister of Interior and forwarded to the Force Management Directorate for implementation and inclusion in the SY 1391 Tashkil. The SY 1391 Tashkil will increase the number of MoI ALP headquarters staff members from 23 to 46.

Our Response

NTM-A/CSTC-A comments were responsive. When the SY 1391 Tashkil is published, we request a copy of the section documenting the increase of the MoI ALP headquarters staff to 46 personnel.

Observation 5. Information Operations Program for the Afghan Local Police

Numerous Afghan officials, including PGOVs, PCoPs, DGOVs, DCoPs, and some village leaders did not understand, or were not following, the MoI objectives for the ALP program, which essentially provide for a village-oriented local security force.

This has occurred because PGOVs, PCoPs, DGOVs, DCoPs, local shuras (informal governance or community councils) and local ALP leaders have not been properly informed of the intent, principles, and procedures of the ALP program. We could not identify a GIRoA or MoI/ANP information program educating Afghan leaders, including those in local communities, regarding the purpose/intent/concept of employment of the ALP.

Without an effective, proactive Information Operations (IO) program for the ALP, there will continue to be instances of misperception and improper utilization of the ALP that will hamper effectiveness and could slow the growth of the program.

Applicable Criteria (See Appendix C, Numbers 22, 23, and 24, for additional details.)

- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan,” March 2011.

Discussion

Once a general level of security has been established by Coalition or Afghan forces, Coalition SOF/supporting conventional forces, in coordination with MoI/ANP, establish a VSO site in the district to enhance governance, development, and a further expansion of security/stability. The ALP program is a subset of the effort to expand security/stability. Once a VSO site is established, Coalition SOF/conventional force teams introduce the concept of ALP to the village elders. Although Coalition SOF/conventional force teams are integral parts of the VSO/ALP process, the emphasis is on getting the MoI to take responsibility for the program through mentoring, training, and assisting at the PGOV, PCoP, and MoI levels.

Although the ALP program appears to be progressing satisfactorily at the sites visited, there are misconceptions about the program among Afghan government and police officials, and misuse of ALP assets at some locations that a better information / education program could prevent.

During the assessment, team members heard numerous MoI officials voice their concern over the ALP program. MoI officials working together in the same provinces were at odds over the ALP. Some provincial and district officials were either unaware of or deliberately ignoring the principles and concept of employment of the ALP program. Examples include:

- A DGOV told by the PGOV to “make ALP happen,” with no guidance on principles or concept of the program. The DGOV initially thought ALP was a Quick Reaction Force for the district AUP.
- A PCoP sent the U.S. SOF team a list of 300 men that he had already chosen for the ALP program. None of the 300 had been selected by village elders or vetted by local shuras, causing immediate concern at the village level.
- Some senior Afghan leaders have hidden agendas and are employing ALP assets for other reasons that do not focus on support to the villages where ALP members live. In some districts, ALP members were routinely being used as back up or reinforcements to the AUP, outside of their village area - in some cases in other areas of their district and even province.
- A DCoP wanted to billet the ALP personnel in the district at the district headquarters so he would have better control of them.
- Some Afghan leaders fear the ALP program will produce local militias that could fall under the influence of a local warlord, challenging the authority of the AUP.
- A PGOV believed the ALP should be deployable throughout the province, as determined by the PGOV or PCoP, regardless of village affiliation.

Additionally, there were instances when non-government organizations reported alleged ALP corruption and abuse.¹² While subsequent investigation substantiated some of the allegations, the majority were not substantiated. In some cases, while such corruption/abuse had occurred, the perpetrator was reportedly not a member of the ALP, but someone who, for various reasons, had hijacked the ALP brand name.¹³ In a few instances, ALP members were determined to be



Figure 4. A Village Secured by the ALP

guilty of infractions. When the facts were determined, there did not appear to be any significant effort by the Coalition, GIRoA, or the MoI to counter the erroneous reports with investigative facts.

Villages historically have been so far removed from any central Afghan government that there is a general mistrust of new GIRoA programs at the local level. Therefore, it is imperative that GIRoA officials at all levels understand and implement the ALP program appropriately and in a cooperative effort, from MoI down to the villages. It is difficult for villagers to trust the GIRoA ALP program when

they see their district leadership is at odds with provincial leadership over development, support

and implementation of the program. Along with measures discussed elsewhere in this report, an effective IO program could facilitate sustainable ALP program development, along with enforcement of unity of effort and cooperation from MoI through the ANP chain of command. It

¹² Human Right Watch, “Just Don’t Call It a Militia--Impunity, Militias, and the “Afghan Local Police,” September 2011, p. 6.

¹³ Memorandum for Record, Headquarters, U.S. forces-Afghanistan, SUBJECT: Findings and recommendations (Credibility Assessment of Allegations of Human Rights Violations Appearing in a Human Rights Watch Report), p. 3 – 6, paragraph 2.c through 2.f, (Unclassified), dated 26 October 2011.

could also foster cooperation between the central government and provincial and district governments. However, this paradigm of support for the ALP initiative was insufficiently evident.

Provincial and district leadership could weaken the ALP program if they misuse these assets. For example, if village residents perceive the ALP, who are supposed to be protecting their village, are being sent to other areas of the district/province, they may insist the village pull out of the ALP program altogether.

Conversely, those villages, districts, and provinces that have employed the ALP properly have achieved significant success. Their villages were safer and the populace was becoming more actively involved with GIRoA, through their district and provincial officials, according to U.S. partners. Provincial and district officials who understood the principles and objectives of the ALP program and were implementing them correctly were gaining the benefits. In these areas, security had visibly improved and the local economy begun to flourish. Trust in GIRoA was also on the rise.

Although difficult to develop, particularly in rural regions with low literacy rates and without widespread access to electronic media, an effective GIRoA/MoI IO program in support of the ALP would:

- help to educate Afghan leaders at the provincial, district, and village levels on the intent and principles of the ALP program, garnering cooperation and support for the program,
- counter inaccuracies and misinformation about the program with facts,
- help to identify those personnel impeding the program, and
- publicize success.

Without an effective, proactive IO program for the ALP, it will be more difficult to gain the support of key stakeholders, such as PGOVs, PCoPs, DGOVs, DCoPs, and village elders, slowing the development of the ALP program and hampering the effectiveness of the VSO and ALP initiative.

Recommendation

5. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with the International Security Assistance Force and Commander and North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, assist the Ministry of Interior to develop an effective Information Operations program that informs provincial and district officials, as well as the Afghan populace, on the intent/goals of the Afghan Local Police program, and that counters inaccurate allegations appearing in the news media.

Management Comments

CFSOCC-A concurred with Recommendation 5. CFSOCC-A Military Information Support Operations elements partner with Afghan Information Dissemination Operations trained Commandos in the nine Commando Kandaks and the Afghan Information Dissemination Operations School of Excellence at Camp Moorehead. Afghan Information Dissemination Operations trained Commandos, along with US SOF Military Information Support Operations

elements, partner with the MoI in the planning and execution of Military Information Support Operations activities supporting ALP IO requirements. CFSOCC-A and the NTM-A/CSTC-A Deputy Commander (DCOM)-SOF will address the long term IO requirements by training MoI ALP headquarters staff personnel in select IO functions to improve MoI internal capabilities.

Our Response

CFSOCC-A comments were responsive. We will request a 6 month update on the development of the GiRoA/MoI IO capability in support of the ALP program.

Observation 6. Heavy Weapons for the Afghan Local Police

ALP units were often being effectively engaged by insurgents from ranges beyond that of the AK-47 assault rifles¹⁴ that ALP personnel have been issued at the time of their initial fielding.

ALP units generally have not been issued rocket-propelled grenades (RPGs) or Pulemyot Kalashnikova Machine Guns (PKMs¹⁵). Insurgents have learned to engage the ALP with heavier weapons with longer ranges, knowing that the ALP cannot effectively respond with just their AK-47s.

ALP units using AK-47s are not effective against insurgents utilizing heavier weapons. Without the use of PKMs in situations with increased threat, ALP units are not able to conduct their mission to provide peace and protection in their village and are likely to sustain increased casualties. Furthermore, without heavier weapons, ALP units may be unable to prevent armed opposition infiltration by insurgents.

Applicable Criteria (See Appendix C, Numbers 5, 21, 22, 23, and 24, for additional details.)

- CFSOCC-A Memorandum for Record, “Policy and Guidance Regarding ALP Medium Crew-Served Weapons,” July 20, 2011.
- MoI Medium Weapons Cipher, “Procedures Used for ALP to Request the Employment of Medium Crew-Served Weapons,” July 17, 2011.
- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan,” March 2011.

Discussion

The ALP program is a village-focused program that complements Counterinsurgency (COIN) efforts by targeting rural areas with limited to no ANSF presence to enable conditions for improved security, governance, and development.

Primarily defensive in nature, ALP units are a force designed to provide small-scale, community-watch policing in and around their own villages. The primary tasks of the ALP are to:

- protect the people against the enemies of Afghanistan,
- protect the local government institutions and operations,
- protect critical infrastructure,
- facilitate reconstruction and development,

¹⁴ An AK-47 is an individual assault rifle, fed from a 30 round magazine, and is used for point targets.

¹⁵ PKM is the acronym for a Russian-made Pulemyot Kalashnikova Machine Gun. The PKM is a light, belt-fed, machine gun designed to be carried and/or employed by one person. It is a small arms weapon that fires a round slightly different from the AK-47. An AK-47 round is 7.62x39mm and a PKM round is 7.62x54mm in diameter. The PKM has a greater range than the AK-47.

- disrupt insurgent attacks and activities,
- deny insurgent safe havens, and
- assist in maintaining security.

The NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan” and ALP Tashkil states that ALP personnel are armed with small arms for self-defense, specifically an AK-47.

During assessment team fieldwork, we visited U.S. and Coalition Regional Commands (RCs) in the North (Mazar-e-Sharif), South (Kandahar), Southwest (Helmand) and East (Bagram). In each region, the team interviewed village Elders and ALP Commanders from both emerging and mature ALP sites. Additionally, we met with several provincial and district leaders, including the DGOV and the DCoP, as well as their U.S and Coalition Advisors. In each regional area, both Afghan leaders and U.S. and Coalition Advisors described situations where the threat posed by insurgents was significant and that, at times, heavier weapons were needed to be able to respond effectively. Examples of the need for heavier weapons included the following:

- RC-East: One ALP Commander explained that they lost several ALP the past year because they did not have the right weapons. They needed heavier weapons for the ALP and an ALP Quick Reaction Force at the village ALP headquarters to provide assistance when needed. Additionally, the ALP Commander explained that he was aware that MoI said they could have PKMs in “vulnerable places” and had submitted the necessary paperwork through the DCoP, including a justification for the heavier weapons. However, he had not received them.
- RC-East: Command personnel explained that Taliban activity was very common and the area was under a high threat. Consequently, it was classified as “highly kinetic.” Additionally, Afghan leaders commented that there were not enough Afghan National Police in the area to ensure effective security.
- The border area with Pakistan, RC-East: An advisor explained that the enemy moves freely from the tribal areas in Pakistan into Afghanistan and that no one was challenging them at the border. Additionally, he noted that ALP units were at times engaging insurgents at the borders, when the Afghan Border Police were not effective, to prevent the insurgents from advancing to their villages.
- RC-South: ALP complaints were that AK-47s did not enable them to fight the insurgents, who have heavier weapons with longer ranges. ALP commanders thought they needed the same capabilities that the enemy had.
- RC-South: Coalition partners acknowledged that ALP units had asked for heavier weapons. However, they explained that the rocket-propelled grenades they had asked for were unrealistic in the narrow trails and with the dense foliage in the area. Instead, the Coalition partners believed that PKMs would best help to defend checkpoints.
- RC-Southwest: Coalition ALP partners believed that ALP units with AK-47s were “outgunned.” Additionally, they explained that insurgents engaged the ALP with heavier weapons from as far out as 1500 meters and that AK-47s were not designed to engage the enemy at that distance.

Article 25 A in the MoI’s ALP Establishment Procedures indicates that ALP units may be issued heavier weapons, such as PKMs and RPGs, to “balance their fire power against the enemy.” In support of Article 25 A, MoI released “Procedures Used for ALP to Request the Employment of Medium Crew-Served Weapons” on July 17, 2011, which identified the conditions and

procedures for the issuance of medium crew-served weapons, such as PKMs, to ALP units. Specific procedures required that ALP Commanders justify their request for heavier weapons and that their request was endorsed and routed through the DCoP, validated by the PCoP, and approved by the MoI Director of the ALP.

In response to MoI's cipher, the Commander, CFSOCC-A published clarifying guidance to ensure that CFSOCC-A personnel who work with ALP units were aware of the MoI's policy and procedures for the issuance of medium weapons to ALP units.

Although there were MoI procedures in place for ALP units to request heavier weapons, CFSOCC-A was not aware of any such requests submitted by ALP Commanders or approved by DCoPs or PCoPs. Furthermore, it was not readily evident during our fieldwork that PCoPs, DCoPs, and ALP commanders in the battle space, as well as U.S./Coalition partners, were aware that specific MoI and CFSOCC-A policies existed already addressing ALP unit use of heavier weapons.

During our interviews, we identified several possible reasons for why ALP units may be hindered in their attempts to obtain heavier weapons. Specifically:

- In RC-East, U.S. partners explained that some PGOVs and DGOVs were not supportive of the ALP program and have heard them say, "Why would I arm the villages when they may use those weapons against GIRoA in the future."
- A RC-Southwest senior logistics advisor explained that, at times, there was "very little trust" between ALP units and the Afghan Uniformed Police (AUP), and that some AUP were concerned that ALP personnel would use their weapons against them.
- Interviews with RC-South Special Forces units identified that one of their challenges was getting DCoPs to acknowledge their responsibilities and their support for the ALP program. Additionally, SOF teams identified communication challenges between the DCoP and PCoP, which may have hindered the ALP units being issued supplies, including the heavier weapons they need to be effective in their mission.
- Another advisor from RC-South acknowledged that the DCoP could assist ALP units in getting PKMs; however, he explained that there were challenges in doing so since PKMs were not included in the ALP Tashkil.
- In RC-North, a U.S. logistics advisor explained that some PCoPs viewed the ALP program as low priority and focused on the needs of the AUP. Additionally, he explained that he does not believe that MoI had clearly identified whether the ALP program is a priority within MoI.
- A senior CFSOCC-A official clarified that current MoI procedures to issue heavier weapons to ALP units require that the DCoP issue a PKM from the existing provincial police supply of weapons that were dedicated to other AUP units. Consequently, he explained, that it was possible the PCoP would be reluctant to issue a PKM to an ALP unit at the expense of an AUP unit.

A senior official from CFSOCC-A agreed that there are times when the threat is significant and that ALP units require a heavier weapon, such as a PKM, to prevent them from being "outgunned" by insurgents. He suggested that a limited number of PKMs should be added to the ALP Tashkil at a ratio of 5 PKMs per village group of 30 ALP personnel. This would allow for one PKM at several village checkpoints and two for a quick response force at the ALP village headquarters. Additionally, this senior CFSOCC-A official recommended that the need for

heavier weapons, such as a PKM, be validated by NTM-A/CSTC-A through their Afghan Security Forces Fund Requirement Review and Validation Board and properly institutionalized in their procurement process.

Recommendations

6. Commander, North Atlantic Treaty Organization Training Mission–Afghanistan/ Combined Security Transition Command–Afghanistan, in coordination with the Combined Forces Special Operations Component Command–Afghanistan and the Ministry of Interior:

a. Validate the requirement for heavier weapons, such as the Pulemyot Kalashnikova Machine Gun and the rocket propelled grenade launcher, in Afghan Local Police organizations using the Afghan Security Forces Fund Requirements Review and Validation Board.

b. If validated, ensure that the proper type/number of approved heavy weapons are added to Afghan Local Police Tashkils through the formal Ministry of Interior 2028 process.

c. Coordinate with the Ministry of Interior to ensure that sufficient ammunition is authorized/available for any heavy weapons authorized for the Afghan Local Police.

d. Identify what additional training, if any, is needed and update the Afghan Local Police Program of Instruction to ensure that Afghan Local Police personnel are proficient in operating any authorized heavy weapons.

6.e. Commander, International Security Assistance Force, in coordination with the International Security Assistance Force Joint Command, Combined Forces Special Operations Component Command, the North Atlantic Treaty Organization Training Mission–Afghanistan/Combined Security Transition Command–Afghanistan and the Ministry of Interior, ensure that the policies that are in place to support Afghan Local Police units requesting heavier arms are effectively communicated throughout U.S./Coalition and Afghan National Security Force commands down through district level and that Coalition partners mentor provincial and district police counterparts to support requests for authorized heavy weapons.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 6.a. The requirement for PKM machineguns in ALP units was validated. However, the CDR, CFSOCC-A assessed the requirement for RPGs and did not approve their use by the ALP.

NTM-A/CSTC-A concurred with Recommendation 6.b. The validated requirement for PKM machine guns is reflected in the SY 1391 Tashkil, authorizing one PKM for every six ALP. As of April 30, 2012, 1745 PKMs have been fielded to ALP organizations, although logistical challenges continue to hinder distribution.

NTM-A/CSTC-A concurred with Recommendation 6.c. Each PKM is shipped to the ALP with 960 rounds, which is the equivalent of two basic loads of ammunition.

NTM-A/CSTC-A concurred with Recommendation 6.d, noting that an additional course of instruction was developed on PKMs and is being taught by Coalition ALP partners in ALP field units.

ISAF concurred with Recommendation 6.e. CFSOCC-A validated the requirement for PKM machineguns for the ALP and Coalition partners at district and provincial levels are working with their Afghan counterparts to obtain, distribute, and account for these CFSOCC-A-procured weapons.

Our Response

NTM-A/CSTC-A comments to Recommendations 6.a through 6.d were responsive and no further action is required.

ISAF comments to Recommendation 6.e were responsive and no further action is required.

PART III – EXECUTION

Observation 7. Communication Issues

Communication and coordination between and among ISAF, CFSOCC-A, and NTM-A/CSTC-A regarding the ALP program has been insufficient.

This occurred because CFSOCC-A and NTM-A/CSTC-A have not developed and executed a communication strategy that ensures synchronization of these commands' efforts regarding the ALP program.

Lack of effective coordination and communication among the responsible commands has created confusion and disruption in implementation of the ALP at the district and village level, most notably in the areas of logistics. In addition, it has hampered visibility of MoI payment records that CFSOCC-A, the Executive Agent, requires to manage the program and reconcile any personnel versus pay discrepancies at the district level. This has led to delays in program implementation.

Applicable Criteria (See Appendix x, Numbers 4, 22, 23, and 24, for additional details.)

- CFSOCC-A “Partner Force SOP for MoI Pay/Afghan Local Police (ALP) Pay Process,” September 30, 2011.
- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan,” March 2011.

Discussion

Oversight and responsibility for the development of the ALP are responsibilities shared by:

- CFSOCC-A, as ISAF's executive agent for ALP,
- IJC, which has overall responsibility for battle space combat operations and the effects thereof, and
- NTM-A/CSTC-A, which has responsibility for ministerial development and use of ASFF in financial support of the ALP program.

Additionally, each ALP unit is under the control of local shuras and the district DCoP, advised by small conventional force or Coalition SOF teams. This has produced a situation that is fraught with communication challenges. In some instances, communication issues have had a negative impact on the Coalition's effort to field and support the ALP, particularly in the areas of logistics and pay, which has delayed program implementation.

Based on interviews and document review, the DoDIG team determined that:

- CFSOCC-A viewed the ALP program as their number one priority.
- IJC generally supported CFSOCC-A on that basis.
- NTM-A/CSTC-A planned and programmed their support for the ALP program as priority five of six. From NTM-A/CSTC-A's perspective, the ASFF monies involved in their

support of ALP is a small percentage of the funding involved in their overall train and equip effort in support of the ANSF.

In some instances, logistical deficiencies identified by CFSOCC-A appeared not to have been clearly communicated to NTM-A/CSTC-A or NTM-A/CSTC-A did not understand the magnitude of their impact on standing up a particular ALP site and training the ALP recruits there.

Some examples of communications/coordination issues identified, perceived or real, included:

- Staff officers believed there was little synchronization of priorities by the senior leadership of the commands involved in the ALP program.
- NTM-A/CSTC-A was generally unaware of the impact MoI logistical failures were having on the ALP program, e.g. delayed training, ALP with no weapon, etc. (See Observation 9.)
- Budgetary decision points were approaching, yet no decision had been made or guidance given about the enduring nature of the ALP program (See Observation 1.)
- There was confusion at CFSOCC-A and NTM-A/CSTC-A about the ability to reconcile MoI disbursements to ALP against the ASFF monies transferred to the MoI for that purpose, complicated by alleged restrictions imposed by GIRoA law. (See Observation 11.)
- There was no clear understanding between CFSOCC-A and NTM-A/CSTC-A that some ALP were being paid via electronic fund transfer (EFT), in violation of the MoI “trusted agent” process that provided for in-person cash payments at the district headquarters. (See Observation 12.)
- There was concern among staff officers in the Coalition commands about possible unconfirmed “unilateral” ALP sites and whether ASFF money was being used to fund them. (A unilateral ALP location is a site supposedly set up by the MoI outside of the approved Coalition/GIRoA/MoI construct for the ALP program. With no Coalition personnel to train or partner at a unilateral site, payment of Afghan personnel at such sites with ASFF would violate Coalition procedure and intent for the ALP program, and agreement with MoI.)

In summary, improved communications and coordination were required between and among the Coalition commands involved with ALP development, and with the MoI, in order to contribute to a better understanding of the roles and responsibilities assigned to each. This would facilitate coordination and execution of the combined effort to support the ALP, most notably with regard to logistics and pay issues.

Recommendation

7. Commander , Combined Forces Special Operations Component Command-Afghanistan, in coordination with the International Security Assistance Force, International Security Assistance Force Joint Command, and North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, develop a plan to improve communication and coordination regarding Afghan Local Police issues, with initial focus on Ministry of Interior logistical support and pay processes.

Management Comments

CFSOCC-A concurred with Recommendation 7. CFSOCC-A and the NTM-A/CSTC-A DCOM-SOF remain focused on assisting ALP headquarters and MoI improve administrative and logistical support to the ALP. In conjunction with MoI, they have recently established Command Review Conferences—focused on solving ALP sustainment issues, including pay, by educating MoI ALP headquarters personnel and developing Afghan solutions. Additionally, SOF and conventional force teams, partnered with ALP, continue to inform and notify the Afghan Regional Logistics Centers of ALP sustainment issues. This multi-echelon approach has modestly improved ALP sustainment through the Afghan-led distribution system, although it will require continued mentoring and training to markedly improve it.

Our Response

CFSOCC-A comments were responsive. We will request an update in 6 months on the status of MoI logistical and pay processes in support of the ALP.

Observation 8. Afghan Local Police In-Processing by Minister of Interior and the Provincial Recruiting Officer

ALP candidates have not been in-processed in a timely manner by the MoI and the Provincial Recruiting Officer (PRO).

This occurred because the MoI has not fully taken on the responsibility for completing/executing the vetting and enrollment tasks for ALP candidates, as outlined in the NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan.” Furthermore, PROs did not report to ALP training sites and villages to perform their duties in a timely manner, if at all.

As a result, ALP are graduating from training and being assigned work as ALP members without all of their administrative requirements complete. As such, MoI does not officially recognize these ALP members for pay and benefits. In these instances, the Coalition temporarily provides pay and benefits with ASFF monies available to the onsite Coalition partners, thus undermining the linking of the villages through MoI to the GIRoA.

Applicable Criteria (See Appendix C, Numbers 22, 23, and 24, for additional details.)

- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan,” March 2011.

Discussion

The MoI, along with local leaders, and assisted by Coalition partners, is responsible for the recruiting, vetting, and in-processing of ALP members and candidates. The PRO is a representative of the MoI and plays a critical role in this process. He is the official link between the MoI and the individual ALP member.

In order for an ALP member to receive pay and benefits from the MoI, he must be in-processed and complete the PRO documents, as required by the MoI. ALP in-processing includes the following:

- conducting local background checks and ensuring the vetting process was completed properly,
- verifying ALP candidates are of the proper age (18-45) and are physically qualified,
- having candidates complete a 1 year contract,
- having candidates complete ID card applications,
- taking individuals pictures and thumb prints, along with biometric data,
- administering a urinalysis for drug screening,
- administering medical exams, and
- completing PRO documents, including pay forms for the MoI.

The in-processing is supposed to start with the PRO arriving at an ALP training site or village 10 days to two weeks prior to the CFSOCC-A sponsored in-processing team to conduct most of the items listed above. However, in most cases, the CFSOCC-A in-processing team arrives and the PRO is not there, nor has he been there. The CFSOCC-A in-processing team cannot complete the PROs paperwork and forward it to the MoI, further complicating ALP recruitment and training at that site.

In order for an ALP to receive pay and benefits by the MoI, the PRO documents must be submitted to MoI. As one MoI general told us, if a person is not in-processed properly by a PRO, but is serving as an ALP, then he is an “unofficial ALP.” In at least one case, an ALP member was killed in action, but because he was not in-processed by the PRO, his family did not receive a death benefit.



Figure 5. A Village Stability Operation Site

The following were some of the reasons cited for the PRO unavailability:

- transportation issues,
- safety/security issues,
- lack of effort on the part of some PROs, and
- not having enough ALP available to make a trip worthwhile.

Some specific examples of problems we heard during our assessment include:

- In RC-North, we were told the PRO refused to go to the ALP training sites to conduct his work if a class had fewer than 100 candidates, but the classes have never had more than 40 candidates, so the PRO has never been there. The Coalition SOF commander did not know whether the ALP he trained had taken the required urinalysis test or not, which is a PRO responsibility.
- In RC-Southwest, the Coalition estimated only 40 percent of the ALP there had been in-processed by the PRO.
- In RC-East we were informed that, at least in one district, the PRO had never shown up to perform recruiting duties for ALP.

To address the pay problem in the absence of MoI/PRO support, Coalition partners have used ASFF to fund ALP at the local village level. Of the Coalition partner commanders we visited, most of them said they had paid the ALP salaries because MoI was not yet doing so. They reported these payments to NTM-A/CSTC-A, who reportedly decremented ASFF monies by that amount to be transferred to MoI to pay the salaries. In the case of the ALP member killed in action, the Coalition SOF unit paid his family the death benefit out of the Commander’s Emergency Relief Fund (CERP).

By paying ALP salaries and benefits, Coalition partners, although trying to do the right thing, are unable to achieve one of the objectives of the ALP program, which is to develop a link from the

government to the people through the payment of wages/salaries. Instead, the ALP members tend to view the Coalition partner teams as the providers and, in many cases, go directly to them for assistance with ALP issues, vice approaching DGOV or DCoP. This is not a sustainable solution. A senior official at NTM-A/CSTC-A stated that, despite the requirements in the MoI decree, the PRO was always a problem in implementing the ALP program.

When we questioned Coalition officials about whether PROs were assigned Coalition partners, the response was that some PROs have them and some do not, generally citing a lack of Coalition personnel resources. During the assessment, we were unable to speak with a Coalition mentor assigned to any PRO.

Recommendations

8.a. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate with the Ministry of Interior to ensure Provincial Recruiting Officers arrive at Afghan Local Police training sites at the appropriate time so that Afghan Local Police members are properly in-processed and receive pay and benefits from the Ministry of Interior in a timely manner.

8.b. Commander, International Security Assistance Force Joint Command, determine a method to provide Coalition partnering with Provincial Recruiting Officers.

Management Comments

CFSOCC-A concurred with Recommendation 8.a. CFSOCC-A In-Processing Teams (IPT) routinely coordinate with MoI ALP Headquarters for PRO attendance at scheduled ALP in-processing events. SOF Teams partnered with ALP units also engage and coordinate with the PRO. Additionally, NTM-A/CSTC-A recruiting advisors work closely with ANP leadership to ensure PROs are prepared for and attend the ALP in-processing events. CFSOCC-A IPTs report improved PRO competency and attendance at ALP in-processing events. Although the number of PROs, as well as their funding, transportation, and security, remain insufficient, the combined engagement efforts described above has improved the efficiency and participation of individual PROs across the Combined Joint Operations Area.

IJC did not indicate concur or non-concur with recommendation 8.b. IJC reported that the ISAF Commander appointed CFSOCC-A as the Executive Agent for executing the ALP program, to include pay activities and in-processing. In coordination with CFSOCC-A, IJC analyzed alternate models for in-processing of ALP. Although the current situation is tenuous, IJC and CFSOCC-A determined there would be significant risk in altering the current ALP in-processing procedures.

Our Response

CFSOCC-A comments to Recommendation 8.a were responsive. We will request an update in 6 months on PRO attendance at ALP in-processing events, as well as the efficiency of duty performance at those in-processing events.

IJC comments to Recommendation 8.b were not responsive. The intent of the recommendation was to determine a method to provide partnering with the PRO. We ask that IJC, coordinating with CFSOCC-A, NTM-A/CSTC-A, and MoI, determine a method to partner with and train

PROs on their responsibilities regarding ALP in-processing. If it is not appropriate for IJC to perform this partnering, we ask that IJC identify and coordinate with the appropriate command to accomplish this task and provide that information to us in response to the final report.

Observation 9. Afghan Local Police Logistics Support

The MoI logistics system did not provide timely support to the ALP program. Specifically, it did not provide ALP units with authorized equipment upon completion of their ALP training, timely re-supply them with fuel and ammunition or provide them with other critical items of other supplies, such as winter uniforms.

This situation existed because of:

- GIRoA inability to staff Regional Logistics Centers (RLCs) and Provincial Supply Points (PSPs) at levels authorized in their Tashkils,
- Inadequate staff experience or training at RLCs and PSPs on MoI logistics procedures,
- ALP personnel untrained on use of the MoI supply request process and forms,
- Provincial failure to complete administrative paperwork in a timely or appropriate manner,
- Authorized representative failure to appear at RLC/PSP to sign for and receive items, and deliver same to units, and
- Continued reliance on Coalition forces to transport, inventory, verify operational status, and issue items.

As a result, ALP units were not receiving authorized equipment and supplies when needed, adversely affecting operational deployment, readiness, personal safety, and ability to function in adverse weather.

Applicable Criteria (See Appendix C, Numbers 6 and 20, for additional details.)

- Combined Security Transition Command-Afghanistan, “Campaign Plan for the Development of Afghan National Security Forces,” September 20, 2008.
- MoI Logistics Management Directorate, “Process for the Management of Logistics,” January 6, 2009, (draft).

Discussion

Afghan National Police Logistics

ALP units are supplied through the MoI/ANP logistical system. As we have reported previously, based on field work in March 2009¹⁶, ANP logistical capability problems included:

- lack of an overarching CSTC-A strategic plan and operational implementation plan for developing ANSF logistical capability,
- insufficient number of Coalition logistics mentoring personnel to address security force expansion and logistical development,
- a Soviet-style legacy logistics system,
- hoarding, and corruption that undermined logistical system effectiveness,
- insufficient MoI/ANP logistics personnel, in terms of number, training, and literacy, and
- lack of adequate transportation infrastructure, especially for remote area access.

¹⁶ SPO-2009-007, “Assessment of U.S. and Coalition Plans to Train, Equip, and Field the Afghan National Security Forces,” September 30, 2009.

In our 2011 report, based on field work in August and October 2010¹⁷, our assessment of the ANP logistics system noted:

- Coalition efforts to improve the ANP logistics system had begun within the prior year,
- ANP commanders and logistics personnel lacked confidence in the supply process due to lack of transparency.
- Civilian personnel shortages existed due to insurgent intimidation, lack of qualified candidates, and insufficient pay, with subsequent reliance on Coalition personnel to perform logistical tasks.
- ANP senior commanders lacked an understanding of RLC and PSP authority, roles, and responsibilities (MoI rather than ANP commander control).
- U.S./Coalition personnel also failed to understand roles, primarily due to lack of guidance from NTM-A/CSTC-A and IJC. This situation could lead to ANP commander re-allocation of equipment and supplies at will, and no Coalition effort to prevent same.
- Equipment and supplies shipped to RLC/PSPs without prior coordination and proper documentation (MoI Form 9), requiring re-inventory upon receipt and inability to determine if theft or diversion had occurred in transit.
- ISAF lacked integrated plan for ANP logistical capability development.

Afghan Local Police Logistical Impacts

Although progress in development of an enduring MoI/ANP logistical system was evident during this assessment, the above concerns continued to impact ALP equipping and supply efforts to varying degrees, as noted by Coalition personnel, Afghan officials, and ANP/ALP members. For example, there was near universal agreement among Coalition partners and Afghan personnel that the logistical processes were weak, with supply request processing incomplete and/or slow, leading to overall failure to meet unit needs. Concerns specific to ALP units included:

- ALP logistics being last in ANP priority for unit equipment and supply,
- ANP commanders' hostility toward the ALP concept and units, due to concerns about control of units and members and the perception the ANP is arming future hostile ethnic militias,
- possible diversion of equipment by ANP or Afghan officials (See Observation 10 for additional information),
- ALP unit locations difficult to supply/resupply (rural, remote, and/or mountainous locations with poor road access and security concerns),
- failure to follow logistics procedures, e.g. completion of request form (MoI-14) for re-supply,
- untimely or piecemeal delivery of equipment, especially weapons for training,
- MoI Logistics Management Directorate, "Process for the Management of Logistics," January 6, 2009, (draft), still not officially approved, (SPO-2011-003, March 3, 2011) possibly affecting recognition of signature authorities for document processing, with subsequent delays in requests and issuance approvals,
- delayed travel to supply sites by officials authorized to draw equipment and supplies from RLCs or PSPs for further distribution,

¹⁷ SPO-2011-003, "Assessment of U.S. Government Efforts to Train, Equip, and Mentor the Expanded Afghan National Police," March 3, 2011.

- equipment quality and suitability: VS-58 rifles of dubious quality supplied as opposed to AK-47s; pick-up trucks unable to maneuver in narrow streets rather than motorcycles; uniforms/boots with sizing not matching recipients, and
- The CSTC-A, “Campaign Plan for the Development of Afghan National Security Forces,” was out of date (September 2008) and failed to capture decisions made since that date regarding ANSF development, to include the ALP program.

The primary effect of these concerns was that ALP recruits were not supplied key equipment, especially weapons, to enable them to undergo the required three-week program of instruction. Members would either have to bring their own weapons, train with weapons temporarily provided by Coalition partners, or delay joining for training until the ANP supplied weapons, as required.

Having affiliated themselves with the ALP program and GIROA, ALP recruits who graduate and have no weapon are vulnerable to insurgent retaliation, with no means to defend themselves. Moreover, the lack of uniforms, vehicles, and/or communication equipment upon graduation meant ALP members/units could not effectively carry out their mission to secure and defend their village.



Figure 6. ALP Vehicles at a Regional Logistics Center

Coalition members indicated that delivery of ALP supplies averaged 45-60 days from the time of the official Coalition/MoI determination that a site has been validated for the ALP program to delivery of supplies to an RLC. Time for the RLC inventory of a shipment could add an additional 14 days. Actual pickup of ALP equipment at the RLC/PSP by an authorized ANP or provincial official could add another 30 to 60 days to the process.¹⁸

Coalition officials expressed concerns that an unreliable ANP logistical system might result in failure to sustain ALP units once Coalition partners and support withdrew.

Coalition Responses

Coalition forces attempted to deal with the ANP/ALP logistical problems in several ways.

Because of the inability to fill Tashkil-approved ANP logistics positions at RLCs/PSPs and limited experience/capability of the ANP assigned there, Coalition partners were performing the logistics functions, e.g. inventory, receipt, storage. While this approach was not ideal for

¹⁸ We reviewed a limited sample of shipments made to RLCs and the Helmand PSP and found delivery dates (date issued from Kabul depot to date issued to ALP receiving agent) ranged from six to 88 days. The longer times were associated with RLCs and ALP districts in RC-North and RC-South. An audit trail existed to track issuance and transport of ALP-related items. We were unable to determine how many, if any, of the shipments in this limited sample arrived in time to be issued to ALP recruits on graduation from training.

building a sustainable ANP logistical system, it did provide more timely logistical support for the ALP.

Coalition partners have also escorted responsible officials (DGOV, DCoP, or authorized designee) to the RLC or PSP to sign for authorized items and deliver them to district facilities for distribution to ALP units. This approach provided both immediate transportation and security and reduced any delays.

Coalition partners in some areas have coordinated with MoI to designate trusted agents,¹⁹ rather than GIRoA government officials or ANP staff, to receive and distribute equipment and supplies. This approach allows an appropriate designee to perform the necessary functions, avoiding delays by Afghan officials who are unavailable for travel or who are otherwise occupied. ALP Coalition partners assist these trusted agents.

In RC-East, the RLC is located in Gardez; however, several districts to the east are actually closer to the depots in Kabul. Coalition partners helped coordinate authorization for these districts to go directly to the central depot in Kabul to obtain requested items, reducing the time necessary for shipment to and processing by the RLC, and subsequent travel to receive the items.

“ALP in a box” was a concept discussed by NTM-A/CSTC-A as a means of ensuring that uniforms, weapons, and communication equipment would be packaged and delivered en masse to an ALP unit. Not yet coordinated with MoI, this concept would place all ALP equipment for a designated ALP site, less vehicles in a set of connexes. The connexes would be transported by the same convoy. Delivery would be made either to an RLC/PSP or directly to an ALP unit.

The concept offers several advantages:

- items would be inventoried, packaged, and delivered in the proper quantities for a specific unit,
- shipment in a locked connex or similar container could provide security against pilferage en route; if left intact at an RLC, diversion would be less likely, and
- if accompanied by a completed MoI Form 9 (delivery/receipt document), an RLC could record receipt on the property books and thus be consistent and in compliance with MoI logistics system requirements. Even if the container were shipped directly to an ALP unit site, a properly prepared and re-validated MoI Form 9 (assuming the container were opened and content inventoried upon delivery) would provide accountability and consistency with MoI requirements.

These different supply approaches would not mitigate all the ANP logistical problems or ensure necessary ALP logistical sustainability without Coalition assistance. However, they would provide the ANP the opportunity to provide ALP units the necessary items to begin operations and demonstrate their contribution to local security, consistent with MoI/ANP logistical system requirements. The “ALP in a box concept” was therefore a promising alternative to address concerns observed during our visit.

¹⁹ As opposed to MoF authorized trusted agents for pay, these trusted agents are authorized by the MoI to receive and distribute equipment and supplies, as opposed to monies.

Recommendations

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

a. Coordinate with Ministry of Interior to accelerate delivery of authorized Afghan Local Police equipment/supplies.

b. In coordination with International Security Assistance Force Joint Command, Commander, Combined Forces Special Operations Component Command-Afghanistan, and the Ministry of Interior, determine if the “Afghan Local Police in a box” concept is feasible and compatible with the Ministry of Interior logistics system. If this determination is made, implement the concept for future Afghan Local Police units.

c. In coordination with the Government of the Islamic Republic of Afghanistan Ministry of Defense and Ministry of Interior, update the 2008 “Campaign Plan for the Development of Afghan National Security Forces.”

9.d. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with International Security Assistance Force Joint Command, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, and the Ministry of Interior, do not commence ALP training until authorized equipment is on-hand.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 9.a. DCOM-SOF is mentoring the ALP Headquarters G-4 about MOI logistics. DCOM-SOF ALP mentors established a weekly logistics forum in an effort to create a group focused on ALP Logistics needs and challenges. This forum has proven valuable in facilitating cross-communications, integrating actions of NTM-A mentors, CFSOCC-A logisticians and Combined Joint Special Operations Task Force-Afghanistan logisticians and providing a standing forum for addressing immediate or urgent needs.

NTM-A/CSTC-A non-concurred with Recommendation 9.b. This alternative was proposed and analyzed in the course of addressing the urgent need at four priority ALP sites. It was the initial COA proposed to solve the ALP logistics challenges and was given due consideration. However, NTM-A/CSTC-A leadership determined that it was a less executable process and, given the limitations of the current Afghan logistics system, would present an undue burden on coalition tactical units. As a result of this assessment, the “ALP in a box” COA was determined to be a less desirable option than the standard ANP logistics distribution system.

NTM-A/CSTC-A concurred with Recommendation 9.c. In conjunction with the MoI, NTM-A’s Campaign Plan for development of the Afghan National Police remains unchanged. NTM-A/CSTC-A will:

- grow the ANP to 157,000 strength,
- balance the force by recruiting and training suitable NCO candidates,
- reduce or eliminate the number of previously untrained ANP, and

- continue to professionalize the police using common POI which includes code of conduct, human rights and gender integration.

ALP is a sub-pillar of the MOI/ANP Force Structure and is well suited to be a thickening force to provide safety and security in remote areas. DCOM-P supports CFSOCC-A in the equipping role of the ALP.

CFSOCC-A non-concurred with Recommendation 9.d. CFSOCC-A noted that the Afghan logistics system is incapable of ensuring that authorized ALP equipment arrives near simultaneously, or in a timely manner, at a new ALP site. Waiting until all authorized ALP equipment is on-hand to commence training would cause significant delays in the establishment of ALP units across Afghanistan. Specific POI classroom training can occur in the absence of all authorized equipment. SOF teams must retain flexibility to commence ALP training on a conditions-based, event-driven basis to sustain momentum in expanding the ALP program.

Our Response

NTM-A/CSTC-A comments to Recommendation 9.a were responsive. We will request an update in 6 months on the status of MoI logistics support to ALP organizations.

NTM-A/CSTC-A comments to Recommendation 9.b were responsive. We accept their non-concur with the “ALP in a box” concept. We asked that they determine if the concept was feasible and compatible with the MoI logistics system and they determined that it was not. No further action required.

NTM-A/CSTC-A comments to Recommendation 9.c were not responsive. To our knowledge, the Combined Security Transition Command – Afghanistan, “Campaign Plan for the Development of Afghan National Security Forces,” dated September 20, 2008, was the last version of the campaign plan published. Much has changed since then, to include organization and fielding of the ALP. We ask that NTM-A/CSTC-A provide an estimated date when they will incorporate the ALP subcomponent into the Campaign Plan.

CFSOCC-A comments to Recommendation 9.d were responsive. We accept CFSOCC-A’s non-concurrence based on their analysis of the impact of delaying training until authorized equipment arrives at the new ALP site. While the physical presence of all authorized equipment/supplies may not be necessary to commence training, we remain concerned about the danger associated with graduating trained ALP and fielding ALP units without critical “shoot, move, and communicate” equipment. We will request an update in 6 months on the status of “shoot, move, and communicate” equipment in fielded ALP organizations.

Observation 10. Withholding, Diversion, and Delay of Afghan Local Police Equipment

Coalition partners and ALP commanders report that authorized equipment—vehicles, weapons, ammunition, uniforms, or communication gear—often does not reach ALP units due to withholding or diversion by an individual PGOV, PCoP, DGOV, or DCoP.²⁰

This situation exists because some PGOVs, PCoPs, DGOVs, or DCoPs:

- do not support the ALP program,
- believe that the ALP has lost or will lose weapons and ammunition,
- diverted equipment to other than the designated ALP unit or for non-official use by others, and
- fail to complete administrative paperwork in a timely or proper manner, if they complete it at all.

As a result, some ALP units are not receiving the full complement of their authorized items, which affects operational readiness and potentially places ALP members in danger (identified as an ALP member, but without a weapon for self-defense).

Applicable Criteria (See Appendix C, Numbers 12 and 20, for additional details.)

- DoD 4140.1-R, “DoD Supply Chain Material Management Regulation,” May 23, 2003.
- MoI Logistics Management Directorate, “Process for the Management of Logistics,” January 6, 2009, (draft).

Discussion

ALP units are supplied through the MoI/ANP logistical system. As we have reported previously²¹, the ANP logistical system suffers from:

- lack of transparency and blockage of supplies, often involving corruption and pilferage,
- inability to fill authorized civilian positions at logistics depots due to security and pay issues,
- lack of a pool of qualified logistics technicians, and
- equipment/supply shipments that were not properly coordinated and did not contain proper documentation of contents. (See Observation 9 for a more detailed discussion of these problems.)

During our visit, Coalition partners and ALP commanders complained of the diversion of ALP equipment and supplies at various levels of the ANP command chain, e.g. by the PGOV, PCoP, DGOV, or DCoP.²² Examples included:

- PCoP (since replaced) keeping supplies and giving vehicles to friends,

²⁰ Issues concerning the ANP logistics system as they pertain to ALP equipment and supplies are discussed in Observation 9.

²¹ SPO-2011-003, “Assessment of U.S. Government Efforts to Train, Equip, and Mentor the Expanded Afghan National Police,” March 3, 2011.

²² Issues concerning the ANP logistics system as they pertain to ALP equipment and supplies are discussed in Observation 9.

- PCoP sending ALP items to the Afghan Uniformed Police (AUP) under his command, as opposed to the authorized ALP unit,
- PCoP retained better equipment, e.g. AK-47²³ rifles for VS-58 rifles²⁴,
- PCoP/DCoP diversion of winter coats intended for ALP to AUP units, and
- RLC/PCoP/DCoP may take/retain “their portion” of ALP equipment, e.g. corruption.

Conversely, according to Afghan officials, allegations and/or incidents of diversion are exaggerated and are limited to weapons and ammunition only. The problem supposedly lies with Coalition forces working outside the MoI/ANP system. Allegations were also made that ALP units had “lost” weapons and ammunition. We could not verify these assertions. However, it was clear that Coalition partners believe diversion is either a strong possibility or actually occurs among the ANP, and is a far more serious problem for the ALP program.

Coalition partners and staff are attempting to ensure diversion does not take place. Nevertheless, the overall deficiencies and issues with the ANP logistical system, coupled with an unwillingness to support the ALP initiative among some Afghan officials, including ANP, must be corrected to ensure an effective and sustainable ALP supply system. Withholding and diverting authorized ALP equipment/supplies will result in ALP units that are ill equipped and unable to secure their villages. Such actions will also lead to a loss of accountability for Coalition-provided equipment and supplies.

Recommendations

10.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and Combined Forces Special Operations Component Command-Afghanistan, mentor Afghan personnel at the Ministry of Interior and Regional Logistics Centers/Provincial Supply Points to develop and/or strengthen measures to minimize or preclude occurrences of withholding/diversion of Afghan Local Police supplies and equipment.

10.b. Commander, International Security Assistance Force Joint Command, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan and Combined Forces Special Operations Component Command-Afghanistan, mentor Afghan provincial officials and Afghan National Police personnel at Zone/Corps and below to develop and/or strengthen measures to minimize or preclude occurrences of withholding/diversion/delay of Afghan Local Police supplies and equipment.

²³ An AK-47 is an individual assault rifle of Soviet design, fed from a 30 round magazine, and is used for point targets.

²⁴ A VS-58 is a Czechoslovakian individual assault rifle that fires a 7.62x39mm round. The round is the only part interchangeable with the AK-47.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 10.a. DCOM-SOF ALP in collaboration with the MoI ALP Headquarters Director, CFSOCC-A J35/4, and Combined Joint Special Operations Task Force-Afghanistan J-10 developed a concept to address challenges for proper execution of the ALP program concerning logistics. Three related actions make up this concept: Command Review, Assessment Team, and the Assistance Teams. The Command Review is focused on engaging and informing the leadership at the MoI, Provincial, and District levels. Its intent is to resolve misunderstandings and align leaders on the objectives and goals of the ALP. The Assessment Team is focused on the next echelon of leaders and executors at the Provincial and District level. This forum serves three purposes for the ALP program: Inspection, Staff Assistance, and Battlefield Circulation. The Assistance Team is intended to assist the field unit with a specific area of expertise, such as logistics. These three actions effectively improve the overall execution of ALP program and logistics benefits as a result.

IJC concurred with the concept of mentoring in Recommendation 10.b, but noted that IJC does not directly mentor at the provincial level or at the individual ALP district. IJC recommended that this responsibility be given to NTM-A/CSTC-A. IJC would continue to conduct Key Leader Engagements at the MoI level to encourage it to develop written ciphers (orders) to encourage AUP and ANP leaders to support the ALP and to not withhold/divert/delay ALP-designated supplies and equipment. IJC would also provide operational guidance on this issue to Coalition Forces with FRAGOs, as required.

Our Response

NTM-A/CSTC-A comments to Recommendation 10.a were responsive. We will request an update in 6 months on efforts to strengthen measures at the MoI and Regional Logistics Centers/Provincial Supply Points to minimize or preclude occurrences of withholding/diversion of Afghan Local Police supplies and equipment.

IJC comments to Recommendation 10.b were responsive. However, we request clarification at what levels and where IJC is responsible for mentoring or partnering with ANP and whether the IJC recommendation that responsibility for ANP mentoring at the provincial and district levels be given to NTM-A/CSTC-A has been coordinated with that organization.

Observation 11. Afghan Local Police Payroll—Fund Accountability

NTM-A/CSTC-A can account for ASFF transferred to the MoI for payment of the ALP. Furthermore, ALP payroll processes utilized by Coalition partners to provide oversight of funds drawn from the Commander’s Emergency Relief Program (CERP) and ASFF appear to be effective in:

- Ensuring authorized ALP members are paid in their initial months in the program, and
- Reporting disbursement of those funds to NTM-A/CSTC-A.

However, as MoI takes over the responsibility for paying any individual ALP, internal processing procedures impact timeliness, transparency, and could result in duplicate payments.

This occurs because incorporating a new ALP recruit into the MoI pay system takes months, during which the Coalition partners provide pay, as noted above. Additionally, oversight of MoI payroll expenditures is reportedly hampered by GIROA law and procedure.

As a result, current MoI pay processing procedures could result in:

- late payroll payments,
- electronic fund transfer (EFT) payments to unauthorized individuals,
- duplicate payments, and
- an MoI inability to reconcile disbursements against ALP membership.

Applicable Criteria (See Appendix C, Numbers 7, 8, and 25, for additional details.)

- CSTC-A Memorandum “Policy for Planning, Resourcing and Executing Afghanistan Security Forces Fund (ASFF),” April 5, 2011.
- DepSecDef Memorandum “Management of the Afghanistan Security Forces Fund,” November 12, 2009.
- UnderSecDef, Comptroller, Memorandum “Funding for Afghan Local Police (ALP) Recruiting Expenses,” June 17, 2011.

Discussion

Depending on the situation, ALP members can receive monthly salary payments from three separate sources/methods:

- Coalition partners, from CERP or ASFF, if MoI has not yet paid,
- MoI trusted agents (in person cash payments), or
- MoI, via the EFT payment process. (This is not the primary method.)

At the time of the DoDIG team visit, the ALP program was only about a year old. Although MoI had developed ALP payroll procedures, the speed of execution has hampered MoI ability to incorporate new ALP recruits into the MoI payroll system—often taking months to do so. As noted, Coalition partners have provided pay in the interim, initially from CERP and now from ASFF. However, with the exception of those few ALP units receiving payments through EFT

(See Observation 12), payroll procedures for cash payments were the same, whether the funds came through MoI or from Coalition partners.

In compliance with appropriate guidance, CFSOCC-A developed a payroll disbursement process, incorporating MoI requirements, with the following elements:

1. Payroll is distributed once a month to authorized ALP members.
2. The ALP District Commander, the District Quartermaster, or designee completes a time and attendance report, listing all district ALP members. The time and attendance report is signed by the ALP District Commander and the DCoP.
3. The Provincial Recruiting Officer (PRO) and Provincial Finance Officer process and approve the time and attendance reports and follow MoI and Ministry of Finance (MoF) requirements to draw funds and notify the MoI trusted agent of fund availability for drawing and distribution.

Payroll distribution involves:

- Trusted Agent²⁵ (if MoI is paying), DCoP, ALP commander and members, and shura leaders/elders attendance,
- an additional GIROA official, e.g. DCoP, should be present to assist with and verify distribution,
- members verified via photograph and biometric data, and issued weapon checked by serial number,
- member receives cash and signs or places thumb print next to M-41²⁶ listing to acknowledge receipt of pay, and
- Operational Detachment-Alpha (ODA) team members escort the MoI Trusted Agent to the distribution site and observe the process.

CFSOCC-A J8 maintains a spreadsheet as a record of monthly ALP salaries paid by:

- province,
- district,
- number of ALP members on hand and paid,
- fund source (CERP or ASFF),
- payer—Trusted Agent, EFT, or CFSOCC, and
- amount paid in U.S. dollars.

In the DoDIG assessment team's judgment, this process appears to be an effective means of ensuring salary payments are made to the appropriate ALP members, with an adequate audit trail for oversight and fund accountability, within the payroll process overseen or participated in by Coalition partners in the field.

²⁵ A Trusted Agent is designated by the MoF; he is authorized to draw and distribute monies for intended purposes, in this instance, ALP salaries.

²⁶ The M-41 lists approved members by name and a breakdown of entitlements and deductions—base pay, food stipend, taxes, and deduction for days missed.

However, as discussed below, oversight of MoI payroll expenditures at the ministerial level is supposedly hampered by GIRoA law and procedure. The effectiveness of ALP payroll reconciliation efforts at the ministerial level by either the MoI or the Coalition is unclear.

ASFF funds are transferred monthly into a MoI account in a bulk amount, with no separate division by purpose; subsequent MoI account transactions use coding to identify the nature of an expenditure, e.g. ALP salary.

The MoF-41 (M-41) report used to document monthly payroll could be used to reconcile each ALP salary distribution against the ASFF deposit amount. However, reportedly in accordance with GIRoA law, the MoF may release the M-41 report to only one office within a ministry, which in turn may not share this form with any other office within that department.

NTM-A/CSTC-A and CFSOCC-A personnel were uncertain whether they had access to the M-41 report. Without access to this report, neither the Coalition nor the MoI would be able to fully reconcile what was transferred to the MoI from NTM-A/CSTC-A against what was actually disbursed to ALP members. At the level of NTM-A/CSTC-A and the MoI, it would be difficult to determine if:

- duplicate payments were made,
- “ghost” employees²⁷ were paid, and
- the ALP person paid was eligible to receive the money.

Although the use of a Trusted Agent, with Coalition oversight, follows the MoI payroll process, thereby theoretically preventing duplicate or “ghost” payments, the M-41 report is a necessary element of the reconciliation process to ensure such payments are not made. Lack of routine access to the monthly M-41 reports creates a significant gap in the audit trail for Coalition and MoI assurance of ASFF accountability.

Problems associated with the relatively few ALP personnel on EFT payroll payments are discussed in Observation 12. In at least one district, Coalition forces expressed concern that ALP EFT salary payments made could not be validated against known members on the roster. Reconciliation of the M-41 report and pay rosters is essential to ensure duplicative payments are not made when ALP members are on EFT and are not physically vetted during monthly pay distributions.

Based on our review of Coalition guidance and discussion with CFSOCC-A J8 and United States Marine Corps personnel, the overall payroll oversight process, as currently implemented by the command, appears to be an effective means of ensuring proper payment of ALP members and accountability for U.S. funds. However, the lack of access to M-41 reports in order to compare MoI reported disbursements via EFT against other payroll and personnel roster documentation presents problems for the command, MoI, and ANP with respect to their ability to achieve a similar level of accountability and assurance.

²⁷ A “ghost” employee is a real or fictional name listed for pay and other purposes but not associated with an actual person.

Recommendations

11.a Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Combined Forces Special Operations Component Command-Afghanistan, coordinate with the Ministry of Interior to improve timely incorporation of Afghan Local Police Recruits into the Ministry of Interior payroll system.

11.b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate with the Ministry of Interior Finance Office to:

(1.) Determine the impact of restrictions supposedly imposed by Government of the Islamic Republic of Afghanistan law on availability of the Ministry of Finance 41 (M-41) report.

(2.) Reconcile the Afghan Local Police salary payment account with Coalition Partner Forces disbursements to prevent duplication of payments to individual Afghan Local Police or payments to “ghost” personnel.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 11.a. DCOM-SOF ALP advisors are now mentoring the ALP Headquarters G1 and the ALP Finance officer to develop reporting procedures and are represented in MoI assessment teams that are used to ensure timely and accurate reporting of attendance and payroll.

NTM-A/CSTC-A concurred with Recommendation 11.b. (1). Coalition access to the M-41 (payroll listing) should be given to the NTM-A/CSTC-A CJ8 for reconciliation supported by the ALP Headquarters’ Finance Officer’s review of payments made. An ALP Headquarters assessment team review will verify statistical samples of the payroll rosters as part of the ALP Command Review process on-site at district ALP locations. The inclusion of MoF sub-allocation codes for the ALP salaries for SY 1391 will allow electronic retrieval of all salary payments and subject them to oversight by the ALP Finance Officer.

NTM-A/CSTC-A concurred with Recommendation 11.b. (2). The MoI Headquarters ALP assessment team will verify and review statistical samples of the payroll rosters (M-41) as part of the ALP Command Review process. The ALP Assessment team includes a member of the MoI ALP HQ finance section familiar with the ALP pay process.

Our Response

NTM-A/CSTC-A comments were responsive to all three recommendations in Observation 11. We will request an update in 6 months on the status of MoI payroll support to the ALP, the availability of the M-41 (payroll listing) to the NTM-A/CSTC-A CJ8, and the status/outcome of the MoI ALP Headquarters statistical sampling of those rosters.

Observation 12. Afghan Local Police and the Electronic Fund Transfer Pay System

Although cash payment by a trusted agent at the district level is the approved MoI method for paying ALP personnel, at least one district is paid via EFT.

This occurred because officials at the provincial level had “rebranded” former AP3 personnel as ALP and assigned them against district ANP Tashkil, paying them separately from the standardized ALP procedures. (See Observation 14.)

Aside from defeating the intent of the plan to pay ALP through the MoI chain of command, reinforcing the link from village to district to province to GIRoA, use of EFT vice trusted agent payments further negated district command and control of ALP, and caused confusion among U.S. SOF partners and the DCoP at that location. Moreover, the DCoP and Coalition partners in the district using EFT reported that a significant percentage of “ghost soldiers” were being paid, a corrupt practice.

Applicable Criteria (See Appendix C, Numbers 4 and 19, for additional details.)

- CFSOCC-A “Partner Force SOP for MoI Pay/Afghan Local Police (ALP) Pay Process,” September 30, 2011.
- Memorandum of Agreement between NATO Training Mission–Afghanistan and Combined Forces Special Operations Component Command–Afghanistan on Use of Afghanistan Security Forces Fund for the Afghan Local Police, August 10, 2011.

Discussion

Figure 1 describes the MoI pay process for the ALP. This process is a physical pay method using “trusted agents” for disbursing pay to the ALP.

The use of the trusted agent to pay ALP personnel is different than the EFT system generally used to pay other ANP personnel. While other members of the ANP are in contact with their superiors several times a week, facilitating command and control and accountability of personnel and equipment, ALP personnel may only see the DCoP once a month, and then only if they have to report to district headquarters to receive pay. Although EFT has distinct advantages, such as eliminating the necessity to provide security to move cash and personnel around the districts, CFSOCC-A supports the trusted agent system because it requires a physical presence of the ALP personnel at the district headquarters. Reasons supporting the manual ALP pay system include:

- elimination of “ghost” personnel, a problem described in Observation 14,
- DCoP accountability of weapons and MoI identification cards,
- not all ALP personnel have cellular phones, which is the primary medium for conduct of EFT,
- banking facilities often not available/proximate in the rural areas served by the ALP,
- strengthening of the chain of GIRoA authority link between the village and district, on through the province to the MoI/central government, and
- oversight of the ALP pay process at the district headquarters by Coalition partners.

ALP Salary Payroll Process

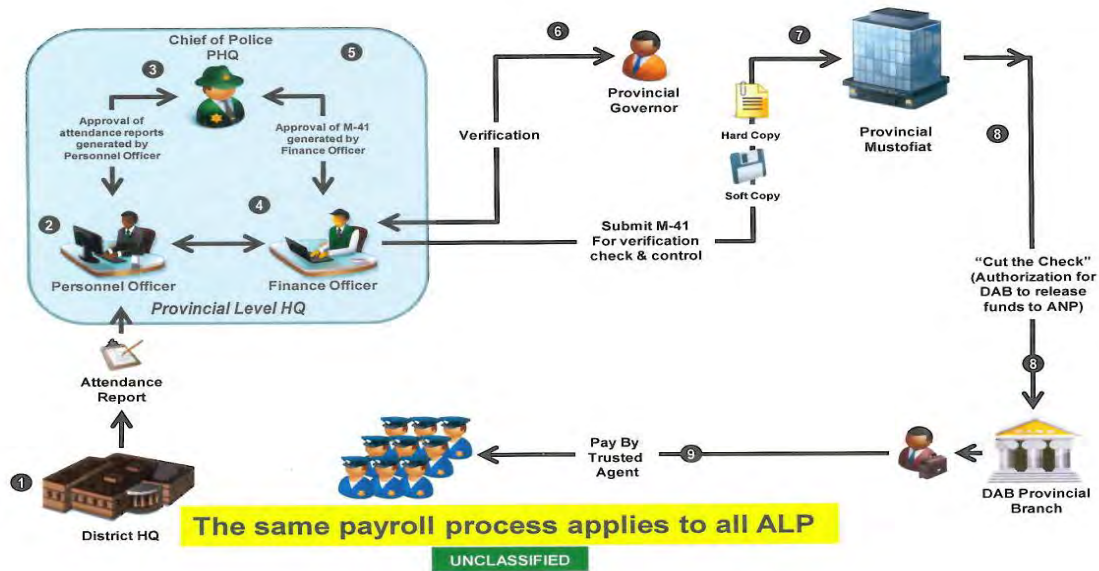


Figure 7. Afghan Local Police Payroll Process

Source: NTM-A/CSTC-A

In principle, NTM-A/CSTC-A would prefer the ALP to be on the EFT system, which is utilized for approximately 77 percent of the ANP. They cite advantages as:

- no requirement to transport large sums of cash to remote and sometimes isolated sites to physically pay ALP personnel,
- prevention of theft and robbery at various points in the transportation and pay process, and
- faster processing/disbursal of approved funds.

As noted, there are a number of advantages and disadvantages to both methods of ALP pay disbursement. If the banking system in Afghanistan matures and extends into the largely rural areas policed by the ALP, it may be possible and desirable to go to an EFT system. However, the current ALP pay process approved by the MoI, and supported by CFSOCC-A and U.S./Coalition partners in the field, is the manual trusted agent system.

Although the DoDIG team did not determine what other ALP locations were paid by EFT, indications are that there are few. At least in one district visited, the DCoP and the U.S. partners reported that the EFT payment system in use there was problematic. (See Observation 14.)

Recommendation

12. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Combined Forces Special Operations Component Command-Afghanistan, coordinate with the Ministry of Interior to terminate Electronic Fund Transfer payments to Afghan Local Police personnel, replacing it with the Ministry of Interior-approved trusted agent system.

Management Comments

NTM-A/CSTC-A non-concurred with the recommendation, noting that terminating the EFT system will have an adverse impact in those Afghan locations that currently have mature banking systems in which ALP members can access banking services without incurring undue travel or risk. Accordingly, they recommended that the current EFT system be continued in those locations and that the Trusted Agent system be employed at new locations. However, they also noted that the matter is situation dependent and that both systems should be maintained to permit the flexibility to use either system as the situation warrants.

CFSOCC-A also non-concurred. They agreed with NTM-A/CSTC-A that existing ALP EFT sites continue in the current status quo and that all new locations being brought on utilize the Trusted Agent system. CFSOCC-A reports that the only ALP locations using EFT are Kabul, Kandahar City, and Herat and that the financial infrastructure at those locations can support EFT.

Our Response

We accept NTM-A/CSTC-A's and CFSOCC-A's non-concurrence and their reasoning for maintaining EFT as the pay system at ALP locations in Kabul, Kandahar City, and Herat, while using the "trusted agent" system at all other ALP locations. At the time of our field work, there were "rebranded" former AP3 personnel assigned as ALP in a district in Wardak Province. Interviews with both ANP leadership and CFSOCC-A partners at that location indicated that the "rebranded" personnel were not from the district and were paid via EFT, complicating effective command and control of the ALP in the district, for reasons discussed in Observation 12, above. However, IJC comments to Recommendation 14.a indicated that the situation in that district in Wardak Province has been corrected. No further action is required.

Observation 13. Ministry of Interior Afghan Local Police Policy/Guidance

Current MoI policy and implementing guidance is vague regarding roles, responsibilities, and authority of PCoPs and DCoPs over the ALP program.

The ALP program is in its infancy and the MoI has not yet put sufficient emphasis on development of implementing guidance and procedures.

This has caused individual PCoPs and DCoPs to support implementation of the ALP program as they see fit, leading to inconsistent support of the program across the provinces and districts. This could cause ALP units to fall under the sway of local power brokers or warlords. It will likely complicate the expansion of the program to 30,000 personnel at approximately 99 sites throughout the country and could hinder ALP program sustainability.

Applicable Criteria (See Appendix C, Numbers 1, 22, 23, and 24, for additional details)

- Afghan Presidential Decree No. 3196, Office of the President, Government of the Islamic Republic of Afghanistan, August 16, 2010.
- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan,” March 2011.

Discussion

Aside from the traditional “arbaki”²⁸, two previous community-policing initiatives in Afghanistan, endorsed by ISAF and the MoI, were the:

- Afghan Auxiliary Police (AAP), orchestrated through the Afghan MoI in 2007, and
- Afghan Public Protection Program (AP3) in 2009, also under MoI. The AP3 sought to correct problems associated with the AAP and was heavily supervised and supported by the MoI, with training and equipment being provided by ISAF.

Both of these programs reportedly suffered from problems concerning corruption, abuse of authority, weak command and control, and tenuous ties to GIRoA.

Proponents of the ALP point to safeguards designed to minimize such problems, such as:

- MoI control over the ALP, via the DCoP, who provides pay, weapons, ammunition, supplies, and equipment,
- village shura (council) nomination and vetting of ALP recruits,

²⁸ Independent, local militias, often loyal to village elders or a local warlord. They usually have had no ties to GIRoA.

- assigned ALP personnel responsibility to defend their village and families, and
- training and partnering by/with Coalition SOF/selected conventional forces.

An assumption in the creation of the ALP appeared to be that the DCoP will be willing and able to consistently support and provide command and control of ALP forces, despite weak logistical capability and command and control structures within the ANP itself. Furthermore, the ALP forces often have separate, informal channels to powerful government officials and local officials who can directly support them, their operations, and their recruitment. Numerous GIRoA and MoI officials voiced concern that the ALP, if not properly supported and supervised, could become another local militia under the sway of a local power broker or warlord, actually complicating GIRoA attempts to govern effectively.



Figure 8. Meeting with District ALP Officials

The MoI directive creating the ALP and subsequent MoI decrees/directives are imprecise about the roles and responsibility, authority and procedures associated with the ALP including:

- ALP right to search,
- where individuals can/should be detained,
- length and conditions of detention, and the
- process for transferring detainees to the ANP.

The ALP is now more than a year old. The original 2010 GIRoA/MoI plan, endorsed by ISAF, envisioned the ALP program lasting for five years. That ALP plan lacks clear guidelines for the planned demobilization or transfer of ALP members to the national police or other security organizations when the ALP program is complete.

This situation is further complicated by the lack of clear written guidance to the PCoP and DCoP as to their responsibilities to the ALP for training, equipping, resupply, pay, and coordination with the AUP. This has led to widely divergent interpretations as to what the PCoP and DCoP should do regarding command, control, and support of the ALP.

The Afghan National Security Council recommendation to the Afghan President for adoption and issuance of the Decree ordering the development and implementation of the Afghan Local Police states:

Local police, under direct management of the Ministry of Interior, with support of sub-national authorities (Provincial Chiefs of Police and District Chiefs of Police) and the guarantee of people's shuras, after precise and comprehensive study all over the country in the areas facing an ongoing threat, are established under the official structure of the Ministry of Interior. The Afghan Local Police will perform their role as the first line of security to better defend districts and residential

areas. Intelligence wise, this measure will enjoy the full support of National Directorate for Security in order to avoid the infiltration of terrorists. The maximum structure considered for Local Police is up to 10 thousand; this increase is in addition to the determined structure of the Afghan National Police agreed in the Joint Coordination and Monitoring Board. This plan drafts a comprehensive framework for unification of the activities implemented under different titles such as the program in Wardak province. In each district, there will be brigades and platoons of local police considered according to the security needs. The Ministry of Interior is responsible for the management and structure of the local police.²⁹

The MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” establishing the Afghan Local Police, states in Article 4, “The ALP department will be established within the Deputy Ministry for Security that is responsible for the ALP’s command and control at provincial and district levels.” The article also states, “The Provincial Chief of Security, District Chief of Police and ALP Commanders are responsible for managing ALP operations.”

Article 13 states:

ALP will be established under direct management and leadership of MoI and ANP in the areas under enemy threat after the support and assurance from public shuras (councils), and after scrutiny by intelligence organizations throughout the country, especially in the areas under direct enemy threat.³⁰

The NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan,” provides some additional information. This document is a co-signed NTM-A/MoI Afghan Local Police document and intended for background, coordination, and concept of support for the development of the ALP among United States and Coalition organizations. It makes assumptions regarding the command, control structure of the Afghan Local Police, and was coordinated through the Commander, ALP, at the MoI.

The NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan” states:

Command and Control of ALP will reside within the MoI Headquarters. The MoI will use the Afghan Uniform Police (AUP) District Police Chief to command ALP. Support services, to include but not limited to, administrative, intelligence, operations, supply, plans, communications, finance and training, will be the responsibility of the existing District, Province, Region and National ANP/AUP Headquarters staff.³¹

The NTM-A/CSTC-A slide shown below depicts three ALP positions in the ALP Command and Control Structure at the AUP District Headquarters.

²⁹ GIRoA NSC Joint Proposal of the Assigned Security Committee for the Local Police Structure of Ministry of Interior Affairs, p.2, para 3.1, Jul/Aug 2010.

³⁰ Ministry of Interior, Senior Deputy Ministry of Security, Department of Afghan Police, p. 10, Article 13, 18/10/1389 (Dari Calendar).

³¹ Afghan Local Police Ministerial Development, Plan, Concept, Mission Capabilities and Limitations, p. 5, Para 9, March 2011, NTM-A/CSTC-A.

ALP District C2 Structure

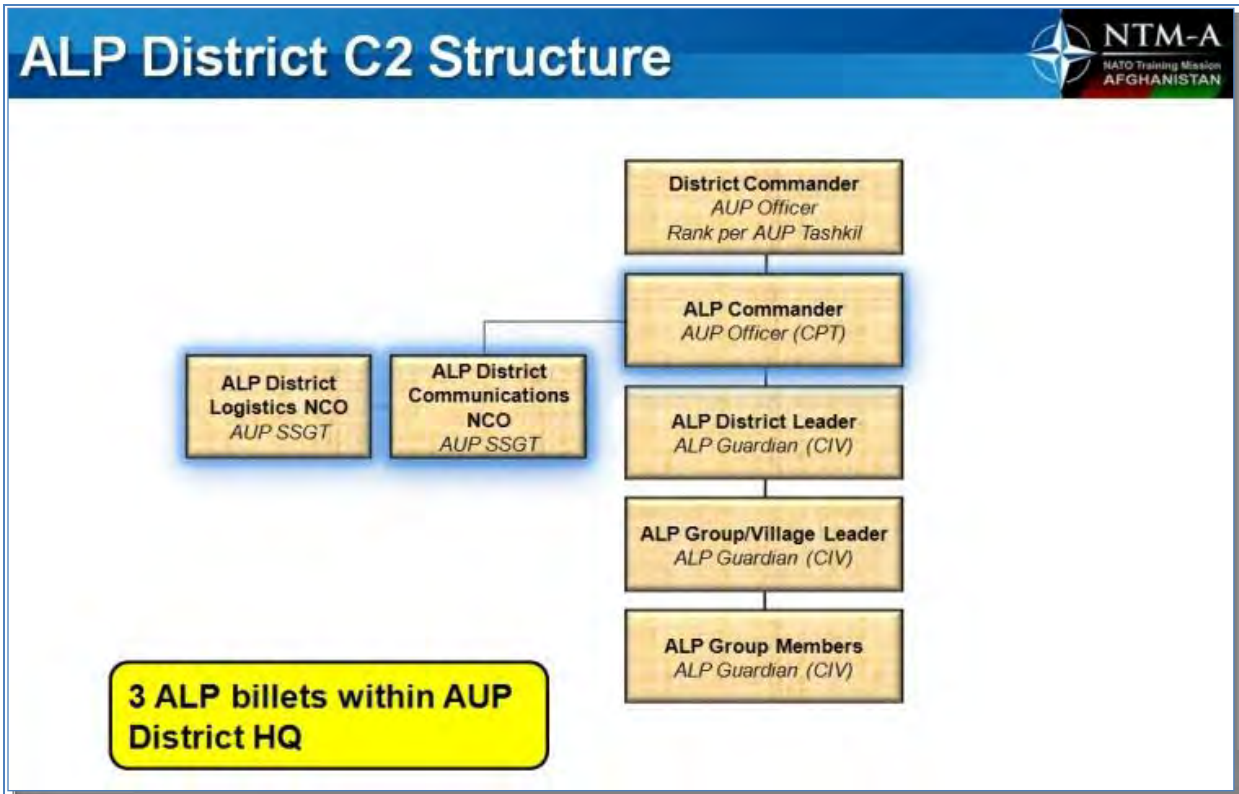


Figure 9. ALP District Command and Control

Source: NTM-A/CSTC-A

The NTM-A/CSTC-A “Afghan Local Police (ALP) Ministerial Development Plan” further states:

The MoI ALP Headquarters, led by the ALP Chief, is responsible for ensuring the organization, policy, plans, and programs for the ALP as well as advising the Deputy Minister of Security and ministerial staff on matters involving the ALP. Under the authority of the MoI, the ALP Chief assists with the personnel, logistics, and resources for the ALP districts.³²

These references use the term “ANP” or “AUP”, and mention the “Provincial Chief of Security, (normally the PCoP) and DCoP, but fail to delineate their specific responsibilities in the command and control and support structure.

In meetings with Coalition ALP partners and ALP leaders, the DoDIG team noted varying degrees of PCoP and DCoP understanding of and support for the ALP program. In at least one instance, a DCoP was actively impeding the ALP implementation process. (That individual has since been relieved of his duties, which took over a year.) Implementation procedures varied from one ALP site to another. Those ALP locations that were most successful enjoyed full support from the PCoP and DCoP and were supported with MoI procedures applicable to the AUP in the district. Likewise, the ALP in those locations with strong PCoP and DCoP support seemed more apt to identify a link to GIRoA through those individuals. That said, lack of clear written guidance from MoI to PCoPs and DCoPs regarding their responsibilities for the ALP program and to ALP units has led to inconsistent support at some locations and can be expected to jeopardize efforts to expand the program.

³² Afghan Local Police Ministerial Development Plan, Concept, Mission, Capabilities and Limitations, p. 6, Para 15, March 2011, NTM-A/CSTC-A.

Recommendations

13.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force, and the Combined Forces Special Operations Component Command-Afghanistan, mentor the Ministry of Interior to publish a decree outlining the goals and procedures relevant to the Afghan Local Police Program, that includes Provincial Chief of Police and District Chief of Police responsibilities for the program.

13.b. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with the International Security Assistance Force Joint command, direct Coalition Afghan Local Police partners to ensure that their counterparts at Provincial, District, and village program levels receive and understand Ministry of Interior Afghan Local Police policy and to report any shortcomings in implementation through the appropriate Coalition chain of command.

Management Comments

NTM-A/CSTC-A concurred with Recommendation 13.a, as written, providing no additional comments.

CFSOCC-A concurred with Recommendation 13.b. They agree that the current MoI Establishment Procedures are imprecise. Remediation of this issue will require a MoI cipher (order) acknowledging that the ANP police laws apply to the ALP. ISAF FRAGO 055-2012, “COMISAF’s Vision and Guidance on the Future of the Afghan Local Police,” published on April 3, 2012, directs CFSOCC-A to gain MoI support for this cipher, which is currently being drafted. A proposed update to the Establishment Procedures is also being staffed with ISAF and MoI.

Our Response

NTM-A/CSTC-A comments to Recommendation 13.a were responsive, as were CFSOCC-A comments to Recommendation 13.b. We request a copy of the MoI cipher directing that ANP police laws apply to the ALP and a copy of the updated MoI Establishment Procedures, when published.

Observation 14. Former Afghan Public Protection Program Personnel

Former Afghan Public Protection Program (AP3) personnel in at least one province were being “re-branded” at the provincial level as ALP and assigned against ALP district Tashkils, but without the knowledge/approval of district AUP leaders, village elders, or U.S. SOF personnel.

The AP3 program ended in FY 2011. AP3 personnel had been performing critical security functions in several areas in that province, to include checkpoint duty along Highway 1. The PGOV indicated he still needed personnel to secure Highway 1. He also reportedly had to find a mission for the former AP3 personnel, who had some security-related training, experience, and skills. With the apparent approval of the MoI, he “rebranded” former AP3 personnel as ALP, bypassing the vetting required by local district officials and village elders, as well as the training required by the ALP Program of Instruction.

This resulted in police personnel claiming to be ALP performing security-related duties in areas of the province, to include checkpoints along Highway 1, who are not from the district or villages in that area. The rebranded ALP were not trusted by the local villagers and elders and encumber district ALP Tashkil authorizations. Furthermore, this could eventually prevent properly vetted and trained local villagers from participating in ALP and erode village leaders’ confidence in the program.

Applicable Criteria (See Appendix C, Numbers 3, 10, 11, 13, 16, 22, 23, and 26, for additional details.)

- Army Field Manual 3-24/Marine Corps Warfighting Publication 3-33.5, “Counterinsurgency,” December 2006.
- DoD Instruction 3000.5, “Stability Operations,” September 16, 2009.
- DoD Instruction 5000.68, “Security Force Assistance (SFA),” October 27, 2010.
- IJC FRAGO 515-2010, “Establishment of the ALP Program,” undated. (Classified document.)
- ISAF FRAGO 205-2010, “Afghan Local Police,” September 16, 2010. (Classified document.)
- MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, “Afghan Local Police Establishment Procedure,” Updated March 2011.
- MoI Order Memo NO: (7158), Receipt#: (7134), “Afghan Local Police Establishment Procedure,” August-September 2010.
- USFOR-A FRAGO 10-287, “Guidance for the Afghan Local Police Program,” September 5, 2010. (Classified document.)

Discussion

During a visit to a recently established district VSO in a province, the AUP DCoP and the U.S. SOF team leader stated that they had only trained 12 ALP from the district. Local village elders had vetted these 12 personnel and the process was underway to vet and train more ALP at that location. However, the DCoP pointed that an additional 118 personnel, calling themselves ALP and in ALP uniforms, were manning checkpoints along Highway 1. Although assigned against

the district's ALP Tashkil, neither he nor the village elders knew who these personnel were as they were not from his district. However, he had copies of the appropriate fund disbursement paperwork and knew that they were paid MoI as ALP via the EFT system. The DCoP had no idea who had authorized their presence and who was verifying that these personnel were actually present and performing their jobs. The U.S. SOF team leader stated that they had used the names on the pay documents to attempt a head count at the various Highway 1 checkpoints in the district on several occasions and suspected that, on average, only about 50 percent of them were actually there. Both the DCoP and the U.S. SOF team leader opined that they could solve the



potential “ghost” problem if these checkpoint ALP personnel were taken off EFT and required to report to the district headquarters, with their issued weapon and appropriate identification, for pay. (The majority of ALP across Afghanistan were being paid cash on a monthly basis at district headquarters by a trusted agent, with U.S. oversight. This process allows the DCoP to verify the presence of district ALP personnel and account for their weapon and other equipment.)

Figure 10. A Village Stability Operation Site

The AP3 is one of several local security programs³³ that ISAF and GIRoA initiated in the past to bring an acceptable level of security to the districts. As with most of these programs, the AP3 had some success, but encountered problems. As a result, the AP3 was disbanded in 2011. The issue then was what to do with those armed personnel with no current GIRoA employment possibilities, in order to provide them a viable option to possibly fighting for the enemy.

After additional investigation, it was determined that the ALP on the Highway 1 checkpoints were former AP3 personnel who had been “rebranded” as ALP by the PGOV, with the apparent approval of the MoI, in coordination with ISAF.

All of the Coalition and GIRoA personnel with whom we spoke agreed this conversion was the right thing to do, but the execution had to be done correctly. The former AP3 personnel had to be vetted by village elders, properly trained via the ALP Program of Instruction, and assigned against ALP Tashkils, all in their home districts. While manning checkpoints along Highway 1 is likely a valid requirement, it should be done with ANSF personnel external to the ALP program, unless use of ALP personnel to man such a checkpoint contributed directly to the mission of securing their home village.

This is not what occurred in the district in question. The former AP3 personnel, according to the DCoP and his Coalition partners, had not gone through the proper training and vetting required by the ALP program and had been assigned to areas outside of their home districts.

³³ Others include the Afghan National Auxiliary Police, Afghan Public Protection Force, Community Defense Initiative, Local Defense Initiative, and Community Based Security Support, and Interim Security for Critical Infrastructure.

While it is appropriate to convert personnel from former local security programs to the ALP, it must be done in accordance with published MoI procedures specific to the ALP program. Failure to follow these procedures will resurrect issues and problems that plagued the previous local security programs, to include:

- lack of trust by local Afghans,
- co-option by local power brokers,
- unacceptable levels of corruption, and
- no coherent, clearly defined chain of command.

Recommendations

14.a. Commander, International Security Assistance Force Joint Command, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, Combined Forces Special Operations Component Command–Afghanistan, coordinate with the Ministry of Interior to end “rebranding,” as was practiced in the province previously described.

14.b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and Combined Forces Special Operations Component Command–Afghanistan, mentor the Ministry of Interior to develop a plan to incorporate qualified Afghan Public Protection Program and other similar security related personnel into the Afghan National Security Forces, ensuring that all vetting, training, equipping, assignment requirements, and pay procedures are met.

Management Comments

IJC concurred with Recommendation 14.a. The ISAF Commander directed a review of the adequacy of the partnering model used by the Battle Space Owner in December 2012 and the one district in which the AP3 guards were “rebranded” as ALP was formally disbanded. There is no longer provincial-level recruiting of ALP for this district or any other district. At the disbandment ceremony, Afghan leaders from the villages, district, province, and MoI defined the roles and responsibilities of the ANSF as they relate to the ALP. They also outlined the correct methods for establishing an ALP site in accordance with MoI decrees and procedures. A 100 percent accountability of personnel, weapons, and equipment was conducted and the district was then re-validated by the MoI as an ALP location. There are no remaining AP3 entities. As other Coalition controlled Local Security Forces disband, such as Critical Infrastructure Protection in RC-N, Community Based Security solutions in RC-S, and Interim Security for Critical Infrastructure in RC-SW, personnel in those organizations will compete as individuals for subsequent employment opportunities in the ANSF or the Afghan Public Protection Forces (APPF), in accordance with ISAF FRAGO 045-2012 and IJC FRAGO 135-2012. Should they want to become ALP in their districts, they will be vetted and processed in accordance with ALP establishment procedures.

NTM-A/CSTC-A concurred with Recommendation 14.b. However, NTM-A/CSTC-A noted that they would mentor, not assist, the MoI to publish a decree outlining the goals and procedures relevant to the Afghan Local Police Program that includes Provincial Chief of Police and District Chief of Police responsibilities for the program.

Our Response

IJC comments to Recommendation 14.a were responsive. We request a copy of ISAF FRAGO 045-2012 and IJC FRAGO 135-2012.

NTM-A/CSTC-A comments to Recommendation 14.b were responsive. We modified the recommendation to use the word “mentor” vice “assist.” We ask that NTM-A/CSTC-A clarify the status of MoI planning in coordination with ISAF FRAGO 045-2012 and IJC FRAGO 135-2012, referenced above.

Appendix A. Scope, Methodology, and Acronyms

We conducted this assessment from August 2011 to February 2012 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 October 18 to November 7, 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, CFSOCC-A, NTM-A/CSTC-A, and MoI guidance.

The objectives of this assessment were to determine whether the planning and operational implementation of efforts by US/Coalition Forces to recruit, train, advise, and assist in the development of the Afghan Local Police (ALP) were effective. This included evaluating output/outcome at ALP locations at various stages of their life cycle to determine the effectiveness of U.S./Coalition involvement in developing the ALP and MoI capability to manage the program.

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 ALP. We reviewed the programs and processes used in the development and function of the ALP program and spoke with appropriate U.S./Coalition and Afghan leaders and managers at all levels, ranging from general officers, to staff officers, to Coalition SOF/conventional force ALP partners in the field.

The ANA logistics assessment chronology was as follows:

August–mid-October 2011	Research and fieldwork in CONUS
October 18–November 7, 2011	Fieldwork in Afghanistan
November 6, 2011	Out Brief to IJC, CFSOCC-A, and NTM-A/CSTC-A
November 2011–April 2012	Analysis, report writing, and reviews
April 19, 2012	Draft report issued
May 21–June 14, 2012	Management comments received, evaluated, and reviewed
July 9, 2012	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.

AAP	Afghan Auxiliary Police
ALP	Afghan Local Police
ANA	Afghan National Army
ANP	Afghan National Police
ANSF	Afghan National Security Forces
AP3	Afghan Public Protection Program
AUP	Afghan Uniformed Police
CERP	Commander's Emergency Relief Program
CFSOCC-A	Combined Forces Special Operations Component Command-Afghanistan
CSTC-A	Combined Security Transition Command-Afghanistan
DCOM	Deputy Commander
DCoP	District Chief of Police
DGOV	District Governor
EFT	Electronic Fund Transfer
FRAGO	Fragmentary Order
GIRoA	Government of the Islamic Republic of Afghanistan
IJC	ISAF Joint Command
ISAF	International Security Assistance Force
IO	Information Operations
KTD	Key Terrain District
MoD	Ministry of Defense
MoI	Ministry of Interior
NATO	North Atlantic Treaty Organization
NTM-A	NATO Training Mission-Afghanistan
ODA	Operational Detachment Alpha
PGOV	Provincial Governor
PCoP	Provincial Chief of Police
PKM	Pulemyot Kalashnikova Machinegun
PRO	Provincial Recruiting Officer
PSP	Provincial Supply Point
RC	Regional Command
RPG	Rocket Propelled Grenade
RLC	Regional Logistics Center
SOF	Special Operations Forces
SOPLE	Special Operations Liaison Element
VSO	Village Stability Operations

VSP
USFOR-A

Village Stability Platform
U.S. Forces-Afghanistan

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), the Commission on Wartime Contracting, the Congressional Research Service, and the DoDIG have issued a number of reports discussing the development of the MoI and police component of the ANSF.

Unrestricted DoD reports can be accessed at <http://www.defense.gov/pubs>.

Unrestricted GAO reports can be accessed at <http://www.gao.gov>.

Unrestricted SIGAR reports can be accessed at <http://www.sigar.mil>.

Unrestricted Commission on Wartime Contracting reports can be accessed at <http://www.wartimecontracting.gov/index.php/reports>.

Unrestricted Congressional Research Service Reports can be accessed at <http://www.crs.gov>.

Unrestricted DoDIG reports can be accessed 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 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,” October 2011.

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-12-293R, “Department of Defense Effort to Train Afghan Police Relies on Contractor Personnel to Fill Skill and Resource Gaps,” February 23, 2012.

GAO-11-760, “Iraq and Afghanistan: Actions Needed to Enhance the Ability of Army Brigades to Support the Advising Mission,” August 2, 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.

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.

Congressional Research Service

“Afghanistan: Post-Taliban Governance, Security, and U.S. Policy,” February 6, 2012.

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.

Appendix C. Criteria—Government of the Islamic Republic of Afghanistan/U.S. Policy and MoI/DoD Policy

1. **Afghan Presidential Decree No. 3196, Office of the President, Government of the Islamic Republic of Afghanistan, August 16, 2010.** This document is the Afghan President’s approval of the ALP concept and directs the MoI to codify the ALP plan, establish a course of action, and to implement the program in the field.
2. **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.
3. **Army Field Manual 3-24/Marine Corps Warfighting Publication 3-33.5, “Counterinsurgency,” December 2006.** This field manual establishes doctrine/fundamental principles for military operations in a COIN 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 establishes 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.
4. **CFSOCC-A “Partner Force SOP for MoI Pay/Afghan Local Police (ALP) Pay Process”, 31 Sep 2011.** The purpose of this document is to establish a consistent monthly MoI ALP pay date and to develop a standardized ALP pay process for Coalition partner forces that can be transitioned for unilateral execution.
5. **CFSOCC-A Memorandum for Record, “Policy and Guidance Regarding ALP Medium Crew-Served Weapons,” July 20, 2011.** Provides CFSOCC-A personnel with an overview of the policy and guidance for ALP units to utilize medium weapons such as a PKM.
6. **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 end

state for Phase 3 is national military forces and police services correctly configured and resourced for the security needs of the country. The forces will be postured to defend national independence, sovereignty and territorial integrity against prospective enemies, with internal security and law enforcement bodies capable of sustaining themselves either unilaterally or with the international community's support."

7. **CSTC-A Memorandum "Policy for Planning, Resourcing and Executing Afghanistan Security Forces Fund (ASFF)," April 5, 2011.** This guidance requires transparency, accountability, and oversight (including audit trails) of ASFF monies in support of the ANSF. The guidance is applicable to NTM-A/CSTC-A units, ISAF, IJC, CFSOCC-A, and subordinate RCs.
8. **DepSecDef Memorandum "Management of the Afghanistan Security Forces Fund," November 12, 2009.** This guidance gives the Commander, CSTC-A, overall responsibility for ASFF use in support of the ANSF, with related designees for funding expenditures, distribution, and financial reporting.
9. **DoD Directive 3000.7, "Irregular Warfare (IW)," December 1, 2008.** Para 4.e.2-4 states that the Department of Defense must be able to:
 - Extend U.S. reach into denied areas and uncertain environments by operating with and through indigenous foreign forces.
 - Train, advise, and assist foreign security forces and partners at the ministerial, service, and tactical levels to ensure security in their sovereign territory or to contribute forces to operations elsewhere.
 - Through direct or indirect means, and on a large scale when required, support a foreign government or population threatened by irregular adversaries.
10. **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.
11. **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.
12. **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.

13. **IJC FRAGO 515-2010, "Establishment of the ALP Program," (undated).** (Classified document.)
14. **IJC, FRAGO 515.01-2010, Amendment 01 to HEADQUARTERS IJC FRAGO 515-2010 FRAGO, "Establishment of the ALP Program," December 3, 2010, classified document.** (Classified document.)
15. **ISAF FRAGO 164-2011, 2011 "Updated Guidance on ISAF Support to the Afghan Local Police Program," June 7, 2011.** (Classified document.)
16. **ISAF FRAGO 205-2010, "Afghan Local Police," September 16, 2010, classified document.** (Classified document.)
17. **Joint Publication 3-05, "Special Operations," April 18, 2011.**
CFSOCC-A's designation as the Executive Agent and command and control of the Coalition's participation in the ALP program is based on doctrine in this manual. Foreign Internal Defense and Security Force Assistance are core SOF missions.
18. **Joint Publication 3-22, "Foreign Internal Defense," July 12, 2010.**
Foreign Internal Defense is a core SOF mission performed by CFSOCC-A as they develop the ALP. "US FID efforts are to support the host nation's internal defense and development."
19. **Memorandum of Agreement Between NATO Training Mission–Afghanistan and Combined Forces Special Operations Component Command–Afghanistan on Use of Afghanistan Security Forces Fund for the Afghan Local Police, August 10, 2011.** This document establishes the agreement between CFSOCC-A and NTM-A/CSTC-A for use of ASFF to finance certain activities associated with the ALP. CFSOCC-A, in its role as Executive Agent for the ALP program, uses and accounts for ASSF in accordance with established statutes, policies, and procedures.
20. **MoI Logistics Management Directorate, "Process for the Management of Logistics," January 6, 2009, (draft).** This decree prescribes common procedures, formats, forms, and time standards for the logistics management processes of the MoI and movement of logistic information between supporting and supported organization/ activities of the ANP.
21. **MoI Medium Weapons Cipher, "Procedures used for ALP to request the employment of medium crew-served weapons," July 17, 2011.**
Guidance published by the MoI that describes the process and procedures whereby an ALP unit can be issued heavier weapons, like the PKM machinegun.
22. **MoI, Office of the Senior Deputy of Security, Department of the Afghan Local Police, "Afghan Local Police Establishment Procedure," Updated March 2011.** Provides an updated copy of the pertinent policy and procedures used to establish the ALP program. This document provides a

description of the following: ALP organizational structure and command and control; recruiting criteria; tasks, leadership and management; pay, privileges, training and logistical support; weapons accountability, surveillance and technical support; and public Shuras, elders, and local council's role.

23. **Mol Order Memo NO: (7158), Receipt #: (7134), "Afghan Local Police Establishment Procedure," August-September 2010.** This document is the MoI implementation order for the ALP program. It provides the procedure to organize and establish the ALP, based on Decree Number 3196, dated 16 August 2010, issued by the President of the Islamic Republic of Afghanistan.
24. **NTM-A/CSTC-A "Afghan Local Police (ALP) Ministerial Development Plan," March 2011.** Provides an overview and description of the ALP program and their capabilities and limitations within the Ministry of the Interior.
25. **UnderSecDef Memorandum, Comptroller, "Funding for Afghan Local Police (ALP) Recruiting Expenses," June 17, 2011.** This guidance authorized use of ASFF monies for the ALP for salaries, consumable sustainment, and training items, including for project previously funded under Commander's Emergency Response Program (CERP).
26. **USFOR-A FRAGO 10-287, "Guidance for the Afghan Local Police Program," 5 September 2010, classified document.** (Classified document.)

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

- Former CFSOCC-A Commander

Afghanistan

U.S. Central Command

- ISAF Deputy Chief of Staff for Operations and selected staff
- Deputy Commanding General–Support, USFOR-A
- Commander, CFSOCC-A, and selected staff
- Deputy Commander, NTM-A/CSTC-A and selected staff
- Deputy Commander-Police, NTM-A/CSTC-A
- Commander, IJC & Selected Staff Principals (ALP)
- Commander, RC and RSC North, Special Operations Liaison Element (SOPLE), Village Stability Coordination Center, TF Panther, 2 X ODA
- Commander, RC and RSC South, ALP Development Staff, SOPLE, SOTF, 2 X ODA
- Commander, RC and RSC Southwest, ALP Development Staff, SOPLE, UK and USMC conventional sites
- Commander, RC and RSC East, ALP Development Staff, VSCC, SOPLE, CJSOTF, SOTF-E, 2 X ODA, Army conventional site

Government of the Islamic Republic of Afghanistan

GIRoA Officials

- Provincial Governors (two)
- District Governors (five)

Ministry of Interior

- Deputy Minister of Interior
- Deputy Inspector General
- Director of ALP Program
- ANP Recruiting Officer
- Planning and Operations Officers
- Personnel and Training Officers

- Logistics Officer
- Deputy Finance Officer
- Provincial Chiefs of Police in RCs North, Southwest, and East
- District Chiefs of Police in RCs North, South, Southwest, and East
- ALP Commanders/Leaders in RCs North, South, Southwest, and East

Appendix E. Management Comments



HEADQUARTERS
International Security Assistance Force/
U.S. Forces-Afghanistan
Kabul, Afghanistan
APO AE 09356



ISAF DCOS OPS CJ3

MEMORANDUM FOR Deputy Inspector General, Special Plans and Operations, 4800 Mark Center Dr., Suite 11K25, Alexandria, VA 22350-1500

SUBJECT: ISAF Response to Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police (Project No. D2011-D00SPO-0277.000)

I. Thank you for providing the subject draft report on U.S. and Coalition efforts to develop the Afghan Local Police (ALP) for ISAF. I appreciate this opportunity to review and comment on the draft report. Your report was insightful and contained many valuable recommendations that will help to improve the ALP, which is a vital part of the overall counterinsurgency campaign. I would like to respond to six of the recommendations that were directed to Commander, International Security Assistance Force (COMISAF):

- a. **Recommendation 1.** COMISAF, within 90 days from publication of this report, develop a position that addresses the “endurance” of the Afghan Local Police program and, if that position differs from that of the current Government of the Islamic Republic of Afghanistan (GIROA) plan, coordinate it with GIROA and the Ministry of Interior (MoI).

ISAF Response – Concur with Comments. COMISAF’s position on the future of the ALP was defined in ISAF FRAGO 055-2012, *COMISAF’s Vision and Guidance on the Future of the Afghan Local Police*, published 3 Apr 2012. This order makes it clear that COMISAF will encourage GIROA to codify an enduring ALP program beyond its current mandate of 2015, with a gradual evolution to more policing authorities and training, and with a force of the optimal size. The order directs DCOS OPS to engage GIROA as soon as possible to this end, with results achieved by the end of 2012. HQ ISAF, in coordination with subordinate commands and Combined Forces Special Operations Component Command-Afghanistan (CFSOCC-A), has already begun implementing the tasks from this FRAGO, including the planning of this engagement with GIROA.

- b. **Recommendation 2.** COMISAF, in coordination with ISAF Joint Command (IJC), NATO Training Mission-Afghanistan (NTM-A) and CFSOCC-A, develop a plan to allocate sufficient training/partner and staffing resources to support the expansion goals of the Afghan Local Police.

ISAF Response – Non Concur. This recommendation is based on an observation that reads in part, “The lack of sufficient and trained Coalition support forces puts attaining the strength goal and the objectives of the ALP program at risk.” ISAF does not concur with that observation. CFSOCC-A, as COMISAF’s Executive Agent for the ALP, works closely with IJC, NTM-A and the MoI to develop and sustain the ALP. CFSOCC-A has developed;

and is executing a viable plan to grow the ALP to its full authorization of 30,000 guards. Under this plan, the ALP force has grown by over 25% since Jan 2012, and now numbers over 13,400 guards. The program is on track to reach 30,000 guards by 2014 with the resources allocated, as part of the overall ISAF campaign plan.

- c. **Recommendation 3a.** COMISAF, in coordination with CFSOCC-A and IJC, ensure all Coalition partners involved with Village Stability Operations/Afghan Local Police programs understand and follow the procedures in the ISAF FRAGO 164-2011, dated 7 June 2011 and IJC FRAGO 515.01-2010, (undated).

ISAF Response – Concur with Comments. ISAF FRAGO 055-2012, dated 3 Apr 2012, directed all involved in the ALP program to ensure unity of effort of all activities, by implementing the program in accordance with previously published orders and directives from ISAF and IJC. CFSOCC-A, as the Executive Agent for the program, maintains oversight of the program and works closely with IJC to ensure non-CFSOCC-A partner units involved in VSO(Village Stability Operations)/ALP are aware of ALP directives and “best practices”.

- d. **Recommendation 3b.** COMISAF, in coordination with CFSOCC-A and IJC, develop and implement a course of action that will ensure the VSO methodology is applied uniformly to every district/village with ALP.

ISAF Response – Concur with Comments. ISAF FRAGO 055-2012, dated 3 Apr 2012, directed all involved in the ALP program to ensure unity of effort of all activities, by implementing the program in accordance with previously published orders and directives from ISAF and IJC. CFSOCC-A, as the Executive Agent for the program, maintains oversight of the program and works closely with IJC to ensure non-CFSOCC-A partner units involved in VSO/ALP are aware of ALP directives and “best practices”.

- e. **Recommendation 3c.** COMISAF, in coordination with CFSOCC-A and IJC, ensure that the training requirements for conventional battalions that will participate as partners in the ALP program are identified and incorporated into pre-deployment training.

ISAF Response – Concur with Comments. This is happening in PMT (Pre-Mission Training) specifically with the 2x GPF (General Purpose Force) IN BNs (e.g. Las Playas, NM: VSO culmination exercise for Naval Spacial Warfare (NSW) assigned OPCON to CFSOCC-A. Additionally, USSOCOM has invited GPFs to participate/attend VSO Academic Week – which they have.

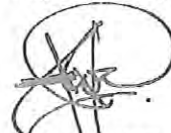
- f. **Recommendation 6e.** COMISAF, in coordination with IJC, CFSOCC-A NTM-A and MoI, ensure that the policies that are in place to support ALP units requesting heavier arms are effectively communicated throughout U.S./Coalition and Afghan National Security Force (ANSF) commands down through district level and that Coalition partners mentor provincial and district police counterparts to support requests for authorized heavy weapons.

ISAF Response – Concur with Comments. CFSOCC-A, as the Executive Agent for the ALP program, studied several options for heavier armament for the ALP and chose the PKM machine gun as the best solution for the ALP

mission. CFSOCC-A has procured, and is in the process of disseminating the PKM weapon system to ALP units. The process to request, issue and supply PKMs is part of the overall logistics system that supports the ALP, involving NTM-A and Mol.

2. I look forward to receiving your final report. ISAF remains committed to ensuring a strong ALP program, as an important contributor to the overall campaign plan. I welcome your assistance in improving the program.

Very respectfully,

A handwritten signature in black ink, appearing to be "E.D. Walker", written over a circular stamp or mark.

E.D. WALKER
BRIGADIER GENERAL, USAF
(BG, OF-6)
CHIEF CJ3, HQ ISAF

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21 May 2012

IJC RESPONSE TO RECOMMENDATIONS BY DODIG ON ASSESSMENT OF U.S. GOVERNMENT AND COALITION EFFORTS TO DEVELOP THE AFGHAN LOCAL POLICE

DODIG OBSERVATION 8

Afghan Local Police In-Processing by Minister of Interior and the Provincial Recruiting Officer

DODIG RECOMMENDATION 8b

Commander IJC, determine a method to provide Coalition partnering with Provincial Recruiting Officers (PRO)

IJC RESPONSE: IJC RESPONSE: COMISAF has appointed CFSOCC-A as the executive agent for executing the ALP program; to include pay activities and in-processing. Headquarters ISAF (International Security Assistance Force) Joint Command (IJC) has analyzed alternate models for in-processing with CFSOCC-A to determine a course of action to improve the timeliness of payments while also realizing the reality of getting an in-processing team physically on the ground (this team includes National Directorate of Security (NDS) representative, MoI Biometrics representative, PRO, Kabul Recruiting representative, and Special Operations Task Force representatives) to remote ALP districts. The current situation is tenuous and CFSOCC-A has advised of significant risk in altering the current in-processing procedures. CFSOCC-A has requested flexibility to execute IPTs and incorporate the PROs based on each unique situation that exist on the ground.

ESTIMATE OF COMPLETION: Continuous evaluation of situation on the ground; ongoing.

DODIG OBSERVATION 10

Withholding, Diversion, and Delay of Afghan Local Police Equipment

DODIG RECOMMENDATION 10b

Commander IJC, in coordination with NTM-ACSTC-A and CFSOCC-A, mentor Afghan provincial officials and Afghan Local Police

IJC RESPONSE: IJC concurs with the recommendation of mentoring, however, IJC does not directly mentor at the Provincial level or at the individual ALP district. IJC recommends that this task responsibility be given to NTM/ACSTC-A. IJC will continue to engage with KLE at the MoI level (Minister BK and CDR ALP) to recommend that the MoI develop written ciphers to encourage AUP and ANP leaders to support ALP as well as updates to ALP logistic procedures. IJC will provide operational guidance ICW with NTM-A and CFSOCC-A IRT this matter with Fragmentary Orders (FRAGOs), as required; and continue to mentor the senior leadership at the MoI (ALP Commander and Minister of the Interior). Many delays in issuing equipment are due to the immature and outdated logistic systems and processes within the Regional Logistic Centers (RLCs), as well as deficiencies of the mentors at the RLCs. ISAF, IJC, NTM-ACSTC-A and CFSOCC-A J4 have made substantial procedural progress with many of these logistic issues by highlighting these deficiencies at a weekly LOG OPT, and NTM-A hosts a daily LOG SYNC meeting. The OPT highlights issues and finds solutions by assigning tasks to appropriate mentors within the MoI Logistics chain. The OPT is creating a fielding and sustainment strategy, and increasing awareness for improved mentoring by the

senior advisors at the RLC, Mol LOG, and ALP HQ. Progress reports are sent on a weekly basis via e-mail and meeting notes for the LOG SYNC are sent out daily.
ESTIMATE OF COMPLETION: Continuous process; ongoing.

DODIG OBSERVATION 14

Former Afghan Public Protection Program Personnel

DODIG RECOMMENDATION 14a

COMIJC, ICW NTM-A/CTSC-A, CFSOCC-A, coordinate with the Ministry of Interior to end "rebranding", as was practiced in the province previously described.

IJC RESPONSE: IJC concurs. General Allen directed a review of the adequacy of the partnering model used by the battle space owner (BSO) in December 2012. The one district in which AP3 guards were "rebranded" as ALP was formally disbanded and re-vetted correctly in March 2012. There is no longer provincial recruiting of ALP within this or any other district. OPERATION RESTORE LEGITIMACY was conducted by the BSO in the following four phases: Phase I: Socialization and Education; Phase II: Accountability; Phase III: Legitimacy; and Phase IV: Professionalism/Integration. The culmination event was a disbandment ceremony in which leaders and officials from the Village, District, Province, and the Mol defined the roles and responsibilities of the ANSF as they relate to ALP. They also spoke about the correct methods and importance of following Mol decrees and ALP establishment procedures. A 100% accountability of personnel, weapons, and equipment was conducted and the district was then re-validated by the Mol. There are no remaining AP3 entities. Existing Coalition controlled Local Security Forces that will be disbanding soon, such as Critical Infrastructure Protection in RC-N, Community Based Security Solutions in RC-E, and Interim Security for Critical Infrastructure in RC-SW, will not be "re-branded". Plans exist for these entities to formally disband and the former guards will compete as individuals for a subsequent employment opportunity within the ALP, ANSF, or APPF IAW IJC FRAGO 135-2012 and ISAF FRAGO 045-2012. All candidates will be vetted and processed IAW Mol ALP establishment procedures.

ESTIMATE OF COMPLETION: Completed 5 MAR 2012

Approving Officer:



MICHAEL H. SHIELDS
Brigadier General (OF-6), US Army
Chief Future Operations
HQIJC



REPLY TO
ATTENTION OF

HEADQUARTERS
NATO TRAINING MISSION - AFGHANISTAN
COMBINED SECURITY TRANSITION COMMAND - AFGHANISTAN
KABUL, AFGHANISTAN
APO AE 09356

NTM-A/CSTC-A DCOM-SOF

11 May 2012

MEMORANDUM THRU

United States Forces - Afghanistan (CJIG), APO AE 09356
United States Central Command (CCIG), MacDill AFB, FL 33621

FOR Office of the Department of Defense – Inspector General, 4800 Mark Center Drive,
Alexandria VA, 22350-1500

SUBJECT: NTM-A/CSTC-A and CFSOCC-A Response to the DoD IG SPO draft report
"Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local
Police" (DoD IG Project No. D2011-D00SPO-0277.000)

1. Reference: Draft Report, dated 19 April 2012, Department of Defense Inspector General (DoD IG), subject as above.
2. The purpose of this memorandum is to express whether NTM-A/CSTC-A and CFSOCC-A concur with the DoD IG's recommendations.
3. Point of contact for this action i

Encl
General Comments on the Report

James B. Linder
Brigadier General, USA
Deputy Commanding General -
Special Operations Forces

DRAFT REPORT
“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police” (DoD IG Project No. D2011-D00SPO-0277.000)

NTM-A/CSTC-A
GENERAL COMMENTS ON THE DRAFT REPORT

Page 25, Section “Recommendations” the Draft Report states:

4. Commander, North Atlantic Treaty Organization Training Mission–Afghanistan/ Combined Security Transition Command–Afghanistan, in coordination with the Combined Forces Special Operations Component Command–Afghanistan and the Ministry of Interior, review the staffing at the Afghan Local Police department/headquarters within the Ministry of Interior headquarters and develop a plan to provide appropriate personnel resources to that headquarters.

NTM-A/CSTC-A Response:

Concur. The ALP Director developed a new personnel structure and submitted it to MOI. The proposal was approved by the Minister of Interior and was forwarded to the Force Management Directorate for implementation and inclusion in the SY1391 Tashkil. The approved SY1391 Tashkil doubles the number of HQ staff members to 46. DCOM-SOF ALP mentors are working with the ALP HQ Chief of Staff to allocate these positions across the staff functions.

Page 34, Section “Recommendations” the Draft Report states:

6. Commander, North Atlantic Treaty Organization Training Mission–Afghanistan/ Combined Security Transition Command–Afghanistan, in coordination with the Combined Forces Special Operations Component Command–Afghanistan and the Ministry of Interior:

a. Validate the requirement for heavier weapons, such as the Pulemyot Kalashnikova Machine Gun (PKM) and the rocket propelled grenade launcher, in Afghan Local Police organizations using the Afghan Security Forces Fund Requirements Review and Validation Board.

b. If validated, ensure that the proper type/number of approved heavy weapons are added to Afghan Local Police Tashkils through the formal Ministry of Interior 2028 process.

c. Coordinate with the Ministry of Interior to ensure that sufficient ammunition is authorized/available for any heavy weapons authorized for the Afghan Local Police.

d. Identify what additional training, if any, is needed and update the ALP POI to ensure that ALP personnel are proficient in operating any authorized weapons.

e. Commander, International Security Assistance Force, in coordination with International Security Assistance Force Joint Command, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, and *Combined Forces Special Operations Component*

DRAFT REPORT
“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police” (DoD IG Project No. D2011-D00SPO-0277.000)

NTM-A/CSTC-A
GENERAL COMMENTS ON THE DRAFT REPORT

Command-Afghanistan and MOI, ensure that the policies that are in place to support ALP units requesting heavier arms are effectively communicated throughout US/Coalition and ANSF commands down through district level and that Coalition partners mentor provincial and district police counterparts to support requests for authorized heavy weapons.

NTM-A/CSTC-A Response:

Concur. DCOM-SOF submitted and validated the requirement through NTM-A for the PKM Machine guns. The Commander, CFSOCC assessed the requirements for Rocket Propelled Grenades (RPG) and did not approve their use by the ALP.

Page 34, Section “Recommendations” the Draft Report states:

6.b. If validated, ensure that the proper type/number of approved heavy weapons are added to Afghan Local Police Tashkils through the formal Ministry of Interior 2028 process.

NTM-A/CSTC-A Response:

Concur. DCOM-SOF ALP and NTM-A PFMD mentors ensured the proper requirement was included in the SY1391 Tashkil. The approved SY1391 Tashkil reflects the PKM requirement for one PKM for every 6 ALP Guardians. As of 30 April 2012, we have fielded 1745 PKMs.

Page 34, Section “Recommendations” the Draft Report states:

6.c. Coordinate with the Ministry of Interior to ensure that sufficient ammunition is authorized/available for any heavy weapons authorized for the Afghan Local Police.

NTM-A/CSTC-A Response:

Concur. PKMs are shipped to field units with 960 rounds, which is (2) two basic loads of ammunition.

Page 34, Section “Recommendations” the Draft Report states:

6.d. Identify what additional training, if any, is needed and update the Afghan Local Police Program of Instruction to ensure that Afghan Local Police personnel are proficient in operating any authorized heavy weapons.

NTM-A/CSTC-A Response:

DRAFT REPORT
“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police” (DoD IG Project No. D2011-D00SPO-0277.000)

NTM-A/CSTC-A
GENERAL COMMENTS ON THE DRAFT REPORT

Concur. An additional course of instruction on PKMs was developed by the ALP trainers mentoring ALP field units.

Page 39, Section “Recommendations” the Draft Report states:

7. Commander , Combined Forces Special Operations Component Command-Afghanistan, in coordination with the International Security Assistance Force, International Security Assistance Force Joint Command, and North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, develop a plan to improve communication and coordination regarding Afghan Local Police issues, with initial focus on Ministry of Interior logistical support and pay processes.

NTM-A/CSTC-A Response:

Concur. In February 2012, CSTC-A/CJ-8 and CFSOCC-A/J8 met at the New Kabul Compound and established a working group for ALP pay issues. This group established recurring monthly meetings and also identified the need for improved communication. At this meeting, contact information was exchanged and it discussions were held to enhance how ALP pay issues were handled. It was decided that CFSOCC-A/CJ-8 would notify CSTC-A/CJ-8 of any ALP pay discrepancies and CSTC-A/CJ-8 would work with the Ministry of Interior to solve the problems. Also, CFSOCC-A/CJ-8 would keep CSTC-A/CJ-8 informed of any ALP news that may affect the payment process. Meetings were subsequently held in March and April 2012. POC: Maj Michele Kinlock, DSN 318-237-1340. Recommendation: Close finding.

Page 49, Section “Recommendations” the Draft Report states:

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

9.a. Coordinate with Ministry of Interior to accelerate delivery of authorized Afghan Local Police equipment/supplies.

NTM-A/CSTC-A Response:

Concur. DCOM-SOF is mentoring the ALP HQ G-4 about MOI logistics. DCOM-SOF ALP mentors established a weekly logistics forum in an effort to create a group focused on ALP Logistics needs and challenges. This forum was proven valuable in facilitating cross-communications, integrating actions of NTM-A mentors, CFSOCC-A logisticians and

DRAFT REPORT
“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police” (DoD IG Project No. D2011-D00SPO-0277.000)

NTM-A/CSTC-A
GENERAL COMMENTS ON THE DRAFT REPORT
CJSOTF-A logisticians and providing a standing forum for addressing immediate or urgent needs.

Page 49, Section “Recommendations” the Draft Report states:

9.b. In coordination with International Security Assistance Force Joint Command, Commander, Combined Forces Special Operations Component Command-Afghanistan, and the Ministry of Interior, determine if the “Afghan Local Police in a box” concept is feasible and compatible with the Ministry of Interior logistics system. If this determination is made, implement the concept for future Afghan Local Police units.

NTM-A/CSTC-A Response:

Non concur. This alternative was proposed and analyzed in the course of addressing the urgent need to four priority ALP sites. It was determined this alternative was less efficient and less executable and given the current Afghan logistics system. It would present an undue burden to coalition tactical units in order to achieve this. It was given due diligence and was the initial COA proposed to solve this challenge. As a result of this assessment, the “ALP in a box” COA has been determined to be a less desirable option at this time.

Page 49, Section “Recommendations” the Draft Report states:

9.c. In coordination with the Government of the Islamic Republic of Afghanistan Ministry of Defense and Ministry of Interior, update the 2008 “Campaign Plan for the Development of Afghan National Security Forces.”

NTM-A/CSTC-A Response:

Concur. In conjunction with the MOI, NTM-A's Campaign Plan for development of the Afghan National Police remains unchanged. We will grow the ANP to 157,000 strength we will balance the force by recruiting and training suitable NCO candidates, we will reduce or eliminate the number of previously untrained ANP, and we will continue to professionalize the police using common POI which includes code of conduct, human rights and gender integration.

ALP is a sub-pillar of the MOI/ANP Force Structure and is well suited to be a thickening force to provide safety and security in remote areas. DCOM-P supports CFSOCC-A in the equipping role of the ALP.

DRAFT REPORT

“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police” (DoD IG Project No. D2011-D00SPO-0277.000)

NTM-A/CSTC-A

GENERAL COMMENTS ON THE DRAFT REPORT

NTM-A, through the deployment of the 13th Expeditionary Sustainment Command, will build a sustainable logistics and support enduring capability modeled in light of Afghan capacity.

The Ministry of Interior Development Plans (MDP) encompass 34 functions within the MOI designed to improve capacity and functionality. As these functions gain capability, advising and support efforts are reallocated to increase capacity in functions further behind in capability.

Page 52, Section “Recommendations” the Draft Report states:

10.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and Combined Forces Special Operations Component Command-Afghanistan, mentor Afghan personnel at the Ministry of Interior and Regional Logistics Centers/Provincial Supply Points to develop and/or strengthen measures to minimize or preclude occurrences of withholding/diversion of Afghan Local Police supplies and equipment.

10.b. Commander, International Security Assistance Force Joint Command, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan and *Combined Forces Special Operations Component Command-Afghanistan*, mentor Afghan provincial officials and Afghan National Police personnel at Zone/Corps and below to develop and/or strengthen measures to minimize or preclude occurrences of withholding/diversion/delay of Afghan Local Police supplies and equipment.

NTM-A/CSTC-A Response:

Concur. DCOM-SOF ALP in collaboration with ALP HQ Director, CFSOCC-A J35/4 and CJSOTF-A J-10 developed a concept to address challenges for proper execution of the ALP program concerning logistics. Three related actions make up this concept: Command Review, Assessment Team and the Assistance Teams. The Command Review is focused on engaging and informing the leadership at the MOI, Provincial and District levels. Its intent is clear-up misunderstanding and align leaders on the objectives and goals of ALP. The Assessment Team is focused on the next echelon of leaders and executors at the Provincial and District level. This forum serves three purposes for the ALP program: Inspection, Staff Assistance and Battlefield Circulation. The Assistance Team is intended to assist the field unit with a specific area of expertise such as Logistics. These three actions effectively improve the overall execution of ALP program and logistics benefits as a result.

DRAFT REPORT
“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police” (DoD IG Project No. D2011-D00SPO-0277.000)

NTM-A/CSTC-A
GENERAL COMMENTS ON THE DRAFT REPORT

Page 58, Section “Recommendations” the Draft Report states:

11.a Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Combined Forces Special Operations Component Command-Afghanistan, coordinate with the Ministry of Interior to improve timely incorporation of Afghan Local Police Recruits into the Ministry of Interior payroll system.

NTM-A/CSTC-A Response:

Concur. DCOM-SOF ALP advisors are mentoring the ALP HQ G1 and the ALP Finance officer to develop reporting procedures and are represented in assessment teams, used to ensure timely and accurate reporting of attendance and payroll.

Page 58, Section “Recommendations” the Draft Report states:

11.b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate with the Ministry of Interior Finance Office to:

11.b.1. Determine the impact of restrictions supposedly imposed by Government of the Islamic Republic of Afghanistan law on availability of the Ministry of Finance 41 (M-41) report.

NTM-A/CSTC-A Response:

Concur. Coalition access to the M-41 (payroll listing) should be given to the NTM-A/CSTC-A CJ8 for reconciliation supported by the ALP HQ’s Finance Officer’s review of payments made. An ALP HQ assessment team review will verify statistical samples of the payroll rosters as part of the ALP Command Review process on-site at District ALP locations. The inclusion of MOF sub-allocation codes for the ALP salaries for SY 1391 will allow electronic retrieval of all salary payments and subject them to oversight by the ALP Finance Officer.

Page 58, Section “Recommendations” the Draft Report states:

11.b.2. Reconcile the Afghan Local Police salary payment account with Coalition Partner Forces disbursements to prevent duplication of payments to individual Afghan Local Police or payments to “ghost” personnel.

DRAFT REPORT
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NTM-A/CSTC-A
GENERAL COMMENTS ON THE DRAFT REPORT

NTM-A/CSTC-A Response:

Concur. The HQ ALP assessment team will verify and review statistical samples of the payroll rosters (M-41) as part of the ALP Command Review process. The ALP Assessment team includes a member of the ALP HQ finance section familiar with the ALP pay process.

Page 61, Section “Recommendations” the Draft Report states:

12. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Combined Forces Special Operations Component Command-Afghanistan, coordinate with the Ministry of Interior to terminate Electronic Fund Transfer payments to Afghan Local Police personnel, replacing it with the Ministry of Interior-approved trusted agent system.

NTM-A/CSTC-A Response:

Non-concur. Locations in Afghanistan that have a mature banking system and allow public access without undue travel or risk are operating and would create adverse impacts to terminate. We recommend that the existing EFT sites continue in the current status quo and that all new locations being brought on utilize the Trusted Agent system. The environment is incredibly varied and it is important to maintain the flexibility to use either of the two systems – situation dependent.

Page 67, Section “Recommendations” the Draft Report states:

13.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force, and the Combined Forces Special Operations Component Command-Afghanistan, mentor the Ministry of Interior to publish a decree outlining the goals and procedures relevant to the Afghan Local Police Program, that includes Provincial Chief of Police and District Chief of Police responsibilities for the program.

NTM-A/CSTC-A Response:

Concurs as written.

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“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police” (DoD IG Project No. D2011-D00SPO-0277.000)

NTM-A/CSTC-A

GENERAL COMMENTS ON THE DRAFT REPORT

Page 71, Section “Recommendations” the Draft Report states:

14.b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and Combined Forces Special Operations Component Command – Afghanistan, assist the Ministry of Interior to develop a plan to incorporate qualified Afghan Public Protection Program and other similar security related personnel into the Afghan National Security Forces, ensuring that all vetting, training, equipping, assignment requirements, and pay procedures are met.

NTM-A/CSTC-A Response:

Concurs, except NTM-A/CSTC-A will mentor, not assist, the Ministry of Interior to publish a decree outlining the goals and procedures relevant to the Afghan Local Police Program, that includes Provincial Chief of Police and District Chief of Police responsibilities for the program.

APPROVED BY:

PREPARED BY:

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HEADQUARTERS
UNITED STATES FORCES-AFGHANISTAN
KABUL, AFGHANISTAN
APO AE 09356

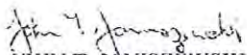
USFOR-A J7

1 May 2012

MEMORANDUM FOR Inspector General, US Forces Afghanistan, APO AE 09356

SUBJECT: Response to DODIG Draft Report Titled "US Government and Coalition Efforts to Develop the Afghan Local Police"

1. The USFOR-A J7 concurs with comments.
2. BACKGROUND. The USFOR-A J7, Training Directorate, was tasked to provide a technical review of Observation 3, Village Stability Operations and the Afghan Local Police Program.
3. The draft DODIG report makes the following recommendation: "Commander, United States Forces-Afghanistan, in coordination with International Security Assistance Force Joint Command, Combined Forces Special Operations Component Command-Afghanistan, ensure that the training requirements for conventional battalions that will participate as partners in the Afghan Local Police program are identified and incorporated into pre-deployment training."
 - a. USFOR-A, through USCENTCOM, can implement this recommendation by incorporating an additional training requirement for conventional battalions that will participate as partners in the Afghan Local Police program. USCENTCOM, the higher headquarters of USFOR-A, defines training requirements to Services and Service components.
 - b. While USFOR-A does have a direct influence on pre-deployment training and can shape pre-deployment training, Services are responsible for providing trained forces to the Combatant Commander. Services are also responsible for planning and executing pre-deployment training.
 - c. It is the opinion of USFOR-A J7 that executing this task during pre-deployment could be difficult because of a lack of SOF SMEs available to do the training, which is the preferred method of conducting this training.


JOHN T. JANISZEWSKI
Colonel, U.S. Army
J7 Director

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REPLY TO
ATTENTION OF

DEPARTMENT OF DEFENSE
COMBINED FORCES SPECIAL OPERATIONS COMPONENT COMMAND
AFGHANISTAN
NEW KABUL COMPOUND
APO AE 09356

12 May 2012

CFSOCC-A CG

MEMORANDUM THRU

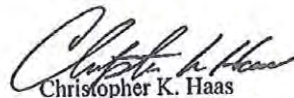
United States Forces-Afghanistan, New Kabul Compound, Kabul, Afghanistan (CJIC), APO AE 09356
Commander, United States Central Command (CCIG), 7115 South Boundary Boulevard,
MacDill Air Force Base, FL 33621-5101

FOR Office of the Department of Defense – Inspector General, 4800 Mark Center Drive,
Alexandria VA, 22350-1500

SUBJECT: NTM-A/CSTC-A and CFSOCC-A Response to the DoD IG SPO draft report
“Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police”
(DoD IG Project No. D2011-D00SPO-0277.000)

1. Reference: Draft Report, dated 19 April 2012, Department of Defense Inspector General (DoD IG), subject as above.
2. The purpose of this memorandum is to express whether NTM-A/CSTC-A and CFSOCC-A concur with the DoD IG's recommendations. CFSOCC-A concurs with 11 of the 15 recommendations and non-concurs with recommendations 3.c, 9.b, 9.d, and 12.
3. Point of contact for this action is CDR Andrew Pence at DSN 318-449-4981, email: andrew.m.pence@afghan.swa.army.mil.

Encl
General Comments on the Report


Christopher K. Haas
Brigadier General, USA
Commanding General

DRAFT REPORT
"Assessment of U.S. Government and Coalition Efforts to Develop the Afghan Local Police" (DoD IG Project No. D2011-D00SPO-0277.000)

CFSOCC-A

GENERAL COMMENTS ON THE DRAFT REPORT

Page 13, Section "Recommendations" the Draft Report states:

1. Commander, International Security Assistance Force, within 90 days from publication of this report, develop a position that addresses the "endurance" of the Afghan Local Police program and, if that position differs from that of the current Government of the Islamic Republic of Afghanistan plan, coordinate it with Government of the Islamic Republic of Afghanistan and the Ministry of Interior.

CFSOCC-A Response:

Concur. COMISAF has repeatedly stated, "ALP will be a 'Strategic Hold Force.'" Per COMISAF's guidance, CFSOCC-A has initiated the detailed planning and coordination process that articulates the requirement for ALP to become an *enduring program* beyond 2014. Additionally, CFSOCC-A is reviewing and analyzing the potential requirement for ALP to expand beyond its 30K authorized endstate in order to meet the future rural security needs of GIRoA. No later than September 2012, CFSOCC-A in close coordination with ISAF IJC, and NTM-A, will provide a comprehensive recommendation answering the question: "What is the optimal enduring ALP endstrength?" This recommendation will be informed by the recently instituted ALP *Program Management Review (PMR)* conference. The PMR process and conference has served as a key mechanism in educating US and Coalition forces on the progress the ALP program, its challenges, and requirements for the future. CFSOCC-A hosted the first PMR on 2 November 2011 followed by quarterly PMRs on 6 January and 15 April 2012. The PMRs were hosted by Commander CFSOCC-A and senior attendees included DCG/DCG OPS and DCOM-P from NTM-A.

Page 17, Section "Recommendations" the Draft Report states:

2. Commander, International Security Assistance Force, in coordination with International Security Assistance Force Joint Command, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, and Combined Forces Special Operations Component Command-Afghanistan, develop a plan to allocate sufficient training/partner and staffing resources to support the expansion goals of the Afghan Local Police program.

CFSOCC-A Response:

Concur. CFSOCC-A is now developing a four-fold plan ICW ISAF and IJC to address this issue.

- CFSOCC-A has requested additional SOF Teams, combat support and combat service support assets to meet the needs of an expanding ALP program. CFSOCC-A anticipates maintaining a sizeable SOF presence

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post-2014, which will enable the continued development and mentorship of ALP units located across the CJOA.

- CFSOCC-A has recently developed well defined criteria and SOPs for conducting SOF *Tactical Overwatch*. This new methodology for supervising ALP will enhance GIRoA sovereignty and legitimacy over the ALP program by transitioning the daily operational and logistical responsibilities of ALP to District Chiefs of Police (per the Mol Decree). USSOF will in turn conduct periodic inspections of ALP units in those districts that have undergone formal transition to *Tactical Overwatch*. CFSOCC-A will begin the formal transition of selected ALP districts to *Tactical Overwatch* in late June 2012. This new methodology will also allow for selected SOF teams to be re-positioned to new and not yet validated ALP districts in order to perpetuate future growth and expansion of the program to its currently approved end strength of 30K. All current assessments of historic growth rates and estimates indicate CFSOCC-A will attain the approved ALP end strength of 30K by early 2014.
- When feasible CFSOCC-A will assist and support conventional forces in establishing ALP in districts with Mol approved Tashkils.
- CFSOCC-A continues to support the growth of ANA Commandos and ANA Special Forces. CFSOCC-A also advocates and directly enables the employment of ANA Commandos and ANA Special Forces in support of the establishment, growth and expansion of the ALP program. CFSOCC-A also intends to actively employ ANA Commandos and ANA Special Forces in support of our new Tactical Overwatch methodology. The employment of ANA Special Operations Forces in support of the ALP program is creating greater unity of effort towards improving the enduring security conditions in many rural areas across the CJOA.

Page 17, Section “Recommendations” the Draft Report states:

3. Commander, International Security Assistance Force, in coordination with Combined Forces Special Operations Component Command-Afghanistan and International Security Assistance Force Joint Command, a. Ensure all Coalition partners involved with Village Stability Operations/Afghan Local Police programs understand and follow the procedures in International Security Assistance Force Fragmentary Order 164-2011, dated 7 June 2011 and International Security Assistance Force Joint Command Fragmentary Order 515.01-2010, (undated).
b. Develop and implement a course of action that will ensure the Village Stability Operations methodology is applied uniformly to every district/village with Afghan Local Police.

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3.c. Commander, United States Forces-Afghanistan, in coordination with International Security Assistance Force Joint Command, Combined Forces Special Operations Component Command-Afghanistan, ensure that the training requirements for conventional battalions that will participate as partners in the Afghan Local Police program are identified and incorporated into pre-deployment training.

CFSOCC-A Response:

Non-concur. CFSOCC-A continues to advise and assist conventional forces in the establishment, training and management of ALP in selected districts across the CJOA. The VSO methodology is uniformly applied in districts where CFSOCC-A forces partner with ALP. Although not an exclusive or SOF-unique methodology, conventional forces are not currently manned, trained, or equipped to conduct VSO. Therefore conventional forces partner with ALP but do not necessarily conduct VSO. CFSOCC-A assesses that it would require a complete revision of currently planned conventional force pre-mission training and a change to current conventional force task organizations to achieve true uniformity of VSO across the CJOA. CFSOCC-A is in close coordination with IJC and BSO to assist conventional force units with adopting and implementing the key tenets of the VSO methodology when and where appropriate to ensure success of the ALP program.

USSOCOM is also assisting in this regard and recently conducted its third iteration of *VSO Academic Week* – an intensive week-long instructional conference that assembles a wide array of Afghan subject matter experts to explain the tenets and characteristics of the VSO methodology. The *VSO Academic Week* also focuses on best practices, lessons learned and joint capability/organizational integration in support of VSO and ALP development. The primary audience is deploying conventional and Special Operations battalion and company level leadership. This forum provides an excellent primer for conventional forces that will be executing or supporting ALP.

Additionally, CFSOCC-A incorporated critical tenets of VSO methodology into the IJC OPORD NAWEEP. This OPORD was published in February 2012 and clearly details how to execute VSO operations, Validations, In-processing of ALP, and Tactical Overwatch for ALP districts. Additionally, each Regional Command and BSO that partners with ALP also has a SOF LNO to assist with best practices and Tactics, Techniques, and Procedures.

Page 30, Section "Recommendations" the Draft Report states:

5. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with the International Security Assistance Force and

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Commander and North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan:

- a. Assist the Ministry of Interior to develop an effective Information Operations program that informs provincial and district officials, as well as the Afghan populace, on the intent/goals of the Afghan Local Police program, and that counters inaccurate allegations appearing in the news media.
- b. Coordinate with the Ministry of Interior to fortify Government of the Islamic Republic of Afghanistan/Ministry of the Interior policy and instructions

CFSOCC-A Response:

Concur. CFSOCC-A MISO elements support and partner with Afghan Information Dissemination Operations (AIDO) trained Commandos throughout each of the 9x Commando Kandaks and the AIDO School of Excellence at Camp Morehead. AIDO trained Commandos, along with USSOF MISO elements, partner with ALP in the planning and execution of MISO activities in support of Mol/ALP Information Operations requirements. CFSOCC-A and DCOM-SOF will address the long-term IO requirements by training ALP HQs staff personnel in select IO functions to improve Mol internal capabilities.

In addition to building the GIRoA MISO capability, CFSOCC-A MISO and adjacent MISO elements have aggressively supported the Mol/ALP program. Currently, over 8,500 MISO messages are disseminated monthly via organic CFSOCC-A MISO capabilities in support of VSO/ALP. The tactical MISO Company supports the Mol by conducting persistent messaging on VSO/ALP via tactical radio stations, print products, loudspeaker operations, billboards, and face-to-face engagements. Additionally, CFSOCC-A leverages the MISTF, MIST, and CJPOTF for operational and strategic messaging that disseminate over 4,000 MISO placements in support of Mol/ALP per month. Aggressive MISO messaging featuring the Minister of Interior and the ALP Director is achieved via billboards, TV, radio, and SMS texting.

Page 34, Section “Recommendations” the Draft Report states:

6. Commander, North Atlantic Treaty Organization Training Mission–Afghanistan/ Combined Security Transition Command–Afghanistan, in coordination with the Combined Forces Special Operations Component Command–Afghanistan and the Ministry of Interior:

- a. Validate the requirement for heavier weapons, such as the Pulemyot Kalashnikova Machine Gun (PKM) and the rocket propelled grenade launcher, in Afghan Local Police organizations using the Afghan Security Forces Fund Requirements Review and Validation Board.

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b. If validated, ensure that the proper type/number of approved heavy weapons are added to Afghan Local Police Tashkils through the formal Ministry of Interior 2028 process.

c. Coordinate with the Ministry of Interior to ensure that sufficient ammunition is authorized/available for any heavy weapons authorized for the Afghan Local Police.

d. Identify what additional training, if any, is needed and update the ALP POI to ensure that ALP personnel are proficient in operating any authorized weapons.

e. Commander, International Security Assistance Force, in coordination with International Security Assistance Force Joint Command, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, and *Combined Forces Special Operations Component Command-Afghanistan* and MOI, ensure that the policies that are in place to support ALP units requesting heavier arms are effectively communicated throughout US/Coalition and ANSF commands down through district level and that Coalition partners mentor provincial and district police counterparts to support requests for authorized heavy weapons.

CFSOCC-A Response:

Concur. A requirement for 5,000 PKMs plus 10 million rounds of ammunition was validated through the ASFF Requirements and Resourcing Validation Process (AR2VP) and approved on 16 Jan 12. The authorization was added to the SY1391 ALP Tashkil. PKM training is being performed by SOF Teams partnered with ALP units. The MOI has taken the additional step of issuing a Cipher (Afghan policy letter) directing all Provincial and District Chiefs of Police directly support the rapid fielding of PKMs through the Afghan Police logistics system to the ALP.

Page 39, Section “Recommendations” the Draft Report states:

7. Commander , Combined Forces Special Operations Component Command-Afghanistan, in coordination with the International Security Assistance Force, International Security Assistance Force Joint Command, and North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, develop a plan to improve communication and coordination regarding Afghan Local Police issues, with initial focus on Ministry of Interior logistical support and pay processes.

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CFSOCC-A Response:

Concur. CFSOCC-A, in close coordination with CSTC-A/ NTM-A, and DCOM SOF remain focused on assisting the ALP HQ and Mol with improving the administrative and logistical support to ALP. CFSOCC-A, NTM-A, DCOM SOF and Mol recently established the *Command Review Conference (CRC)* – focused on solving ALP sustainment issues. The CRC also focuses on educating Mol/ ALP HQ personnel on a variety of ALP logistical issues and mentors Mol/ALP HQ personnel develop sustainable Afghan solutions. Additionally, SOF Teams partnered with ALP continue to inform and notify Mol Regional Logistics Centers of ALP sustainment issues. This multi-echelon approach has modestly improved ALP sustainment via the Afghan-led distribution system. Although both CFSOCC-A and NTM-A recognize that it will take continued mentorship and training to markedly improve RLC efficiency, the effectiveness of this multi-echelon approach coupled with the previously mentioned quarterly *Program Management Review (PMR)*, remains noteworthy.

Page 43, Section “Recommendations” the Draft Report states:

8.a. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, coordinate with the Ministry of Interior to ensure Provincial Recruiting Officers arrive at Afghan Local Police training sites at the appropriate time so that Afghan Local Police members are properly in-processed and receive pay and benefits from the Ministry of Interior in a timely manner.

CFSOCC-A Response:

Concur. CFSOCC-A In-Processing Teams (IPT) routinely engages and coordinates with Mol and ALP HQ personnel. SOF Teams partnered with ALP units also routinely engage and coordinate with Provincial Recruiting Officers (PRO). Additionally, NTM-A Recruiting Advisors have been working closely with ANPGRC senior leaders to ensure PRO are prepared for and attend CFSOCC-A’s scheduled ALP In-Processing events. CFSOCC-A IPT have noted that PRO competency has improved. NTM-A Recruiting Advisors have also been working to establish a dedicated corps of ANPGRC HQ staff to attend ALP In-Processing events and ensure all PRO accomplish their assigned tasks. CFSOCC-A has also recommended that PROs receive semi-annual training on all changes to ALP establishment procedures, regulations, and sustainment issues. NTM-A Recruiting Advisors are focused on improving PRO understanding of the ALP program and sustainment requirements.

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Although the number of PRO as well as their funding, transportation, and security, remain insufficient to adequately meet the increasing demand of ALP logistics and sustainment, the combined engagement efforts described above have improved the efficiency of select PRO across the CJOA.

Page 49, Section "Recommendations" the Draft Report states:

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

9.a. Coordinate with Ministry of Interior to accelerate delivery of authorized Afghan Local Police equipment/supplies.

CFSOCC-A Response:

Concur. The established weekly ALP logistics forum is an interagency effort that brings together major stakeholders and Coalition logisticians. The weekly ALP logistics forum has successfully coordinated the movement of numerous high priority ALP supplies to Regional Logistics Centers and ALP units. This forum has also served identified critical areas that require Mol visibility and action to resolve. Specifically, this forum has served as genesis for Mol Ciphers directing the delivery of high-priority ALP items such as uniforms and weapons.

Page 49, Section "Recommendations" the Draft Report states:

9.b. In coordination with International Security Assistance Force Joint Command, Commander, Combined Forces Special Operations Component Command-Afghanistan, and the Ministry of Interior, determine if the "Afghan Local Police in a box" concept is feasible and compatible with the Ministry of Interior logistics system. If this determination is made, implement the concept for future Afghan Local Police units.

CFSOCC-A Response:

Non-concur. While "ALP in a box" meets classic textbook logistics pillars such as increasing efficiency, unity of effort, and accountability, it is neither practical nor compatible within the Afghan-led logistical system. The lack of an accurate logistics record keeping system to maintain asset visibility and strict accountability coupled with low literacy rates among Afghans working in the Intermediate Logistics Center and Regional Logistics Centers severely limits the ability of Afghan personnel to successfully implement "ALP in a box."

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Page 49, Section "Recommendations" the Draft Report states:

9.d. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with International Security Assistance Force Joint Command, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, and the Ministry of Interior, do not commence ALP training until authorized equipment is on-hand.

CFSOCC-A Response:

Non-concur. The Afghan logistics system is currently incapable of ensuring all authorized ALP equipment arrives near simultaneously or in a timely manner. On average, it takes thirty days to schedule, prepare, stage, and convoy authorized equipment to ALP site locations. SOF Teams partnered with ALP units closely track the shipping and estimated delivery date of authorized ALP equipment and schedule ALP validations dates accordingly. Waiting until all authorized ALP equipment is on-hand would cause significant delays in the establishment and training of ALP units across the CJOA. More importantly, specific POI classroom training can occur in the absence of all authorized equipment. SOF Teams must retain the flexibility to commence ALP training on a conditions based-event driven basis to sustain the momentum that currently exists within the ALP program.

Page 52, Section "Recommendations" the Draft Report states:

10.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and Combined Forces Special Operations Component Command-Afghanistan, mentor Afghan personnel at the Ministry of Interior and Regional Logistics Centers/Provincial Supply Points to develop and/or strengthen measures to minimize or preclude occurrences of withholding/diversion of Afghan Local Police supplies and equipment.

10.b. Commander, International Security Assistance Force Joint Command, in coordination with North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan and *Combined Forces Special Operations Component Command-Afghanistan, mentor Afghan provincial officials and Afghan National Police personnel at Zone/Corps and below to develop and/or strengthen measures to minimize or preclude occurrences of withholding/diversion/delay of Afghan Local Police supplies and equipment.*

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CFSOCC-A Response:

Concur. The ALP Assessment Team consists of representatives' from the ALP HQ, to include the ALP HQ Chief of Staff and ALP Logistics Director. This assessment team, vetted and endorsed by the Minister of Interior, is directly supported and accompanied by personnel from CFSOCC-A and CSTC-A/NTM-A. In keeping with the VSO methodology, the ALP Assessment Team serves to effectively connect the ALP HQ in Kabul with ALP units at the district level. The team gains ground truth of the challenges faced at the district level by conducting assessments of selected ALP units. The ALP Assessment Team has a six-month rotation schedule. The on the ground assessment includes visits to the Regional Logistics Centers (RLCs), the provincial HQ, and village level site visits as required. The assessment is a fact-finding event and should not be confused with Battlefield Circulation visits of ALP units. Specifically, the on the ground assessment provides a deeper understanding of ALP sustainment issues down to the ALP Commander level. Preliminary feedback and AARs from recent assessments has proven effective in providing ALP HQ personnel a greater awareness and understanding of ALP logistical problems at the RLC and district levels. Recent AARs also indicate the assessment visits have empowered and encouraged ALP HQ personnel to take corrective actions. Currently, CFSOCC-A facilitates all travel for the ALP Assessment Team.

Additionally, the physical presence of ALP HQ leadership at the provincial and district level has proven effective in holding PCoPs and DCoPs responsible and accountable for ALP logistics. In concert with these assessments is the Commander's Review Conference (CRC), which is scheduled within one month following an assessment. The CRC is a forum that includes all echelons of the ALP chain of command (Zone Commander, PCoP, DCoP, and ALP Commander) and serves as the mechanism to address and fix ALP logistics issues.

Additional support to ALP logistics comes from the Provincial and District Augmentation Teams (PAT/DAT), which are Title X forces who are under tactical control of CJSOTF-A. The PAT/DAT engagement continues to provide logistical mentorship at the PCoP and DCoP levels.

Page 58, Section "Recommendations" the Draft Report states:

11.b.2. Reconcile the Afghan Local Police salary payment account with Coalition Partner Forces disbursements to prevent duplication of payments to individual Afghan Local Police or payments to "ghost" personnel.

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CFSOCC-A Response:

Concur. CFSOCC-A coordinates with NTM-A/CSTC-A and Mol to ensure Coalition Partner Forces do not duplicate payment. Coalition Partner Forces are authorized to pay ALP members with the approval of CFSOCC-A and in coordination with Mol Trusted Agent support.

The Trusted Agent process is preferred to EFT for several reasons. First, in accordance with ISAF FRAGO 044-2011 dated 10 August 2011, “Provincial HQ will disburse ALP members their current pay and any outstanding wages via Afghan Trusted Agent.” Second – deception. EFT allows the ALP member to potentially draw funds from the bank, return to their site, and report to the SOF team they never received payment and/or create “ghost ALP rosters.” The Trusted Agent process limits the ALP member’s ability to claim they were not paid. The Trusted Agent conducts pay-day activities with ALP Guardians based on time and attendance sheets which has each ALP member listed. Lastly, SOF team members in coordination with the Trusted Agents verify the time and attendance sheets for each ALP Guardian. These procedures ensure that only active and validated ALP Guardians receive pay. Trusted Agents supported by partnered SOF Teams protects the integrity of the ALP process and eliminates “ghost payments.”

Page 61, Section “Recommendations” the Draft Report states:

12. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and the Combined Forces Special Operations Component Command-Afghanistan, coordinate with the Ministry of Interior to terminate Electronic Fund Transfer payments to Afghan Local Police personnel, replacing it with the Ministry of Interior-approved trusted agent system.

CFSOCC-A Response:

Non-concur. We recommend existing EFT sites continue and all new locations utilize the Trusted Agent system. As previously stated, the Trusted Agent system protects the integrity of the process and also allows partnered SOF Teams the opportunity to train DCoP staff personnel on the proper techniques and procedures for ALP pay day activities. Additionally, pay day activities include inspections of all assigned ALP Guardian weapon serial numbers, vehicles and equipment. These inspections and activities provide the opportunity for the DCoP to serve as the senior Mol responsible for ALP in his district. Currently, three ALP unit locations effectively utilize EFT: Kabul; Kandahar City; and Herat City. These sites have the financial infrastructure to support EFT and will continue to utilize

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EFT as the ALP pay mechanism. The remaining and future ALP site locations which reside in rural areas do not have the financial infrastructure to support EFT and will utilize Trusted Agents as the ALP pay mechanism.

Page 67, Section "Recommendations" the Draft Report states:

13.a. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with the International Security Assistance Force, and the Combined Forces Special Operations Component Command-Afghanistan, mentor the Ministry of Interior to publish a decree outlining the goals and procedures relevant to the Afghan Local Police Program, that includes Provincial Chief of Police and District Chief of Police responsibilities for the program.

13.b. Commander, Combined Forces Special Operations Component Command-Afghanistan, in coordination with the International Security Assistance Force Joint command, direct Coalition Afghan Local Police partners to ensure that their counterparts at Provincial, District, and village program levels receive and understand Ministry of Interior Afghan Local Police policy and to report any shortcomings in implementation through the appropriate Coalition chain of command.

CFSOCC-A Response:

Concur. CFSOCC-A agrees that the Establishment Procedures are imprecise and incomplete. CFSOCC-A is now seeking legal clarification regarding specific enclosed authorities. Remediation of this issue will require a Mol Cipher acknowledging that the ANP Police laws apply to the ALP. COMISAF FRAGO 055-2012 - COMISAF Vision and Guidance on the future of ALP published on 3 April 2012 directs CFSOCC to gain Mol support for this Cipher. In April 2012, LEGADs from ISAF, NTM-A, and CFSOCC-A established an OPT to draft a Mol Cipher that acknowledges ANP Police laws apply to the ALP. Remediation of this issue will also require a revision of the current Establishment Procedures. CFSOCC-A has drafted a revised Establishment Procedures which is now in staffing with ISAF. Upon ISAF approval, CFSOCC-A will forward the revised Establishment Procedures to Mol for review and approval.

Page 71, Section "Recommendations" the Draft Report states:

14.b. Commander, North Atlantic Treaty Organization Training Mission-Afghanistan/ Combined Security Transition Command-Afghanistan, in coordination with International Security Assistance Force Joint Command and Combined Forces Special Operations Component Command – Afghanistan, assist the Ministry of Interior to develop a plan to incorporate qualified Afghan Public Protection Program and other similar security

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related personnel into the Afghan National Security Forces, ensuring that all vetting, training, equipping, assignment requirements, and pay procedures are met.

CFSOCC-A Response:

Concur. As of 6 March 2012, all AP3 units have demobilized. This event will serve as the model for the demobilization of CIP and CBSS currently scheduled for NLT OCT 2012.

APPROVED BY:

PREPARED BY:

Appendix F. Report Distribution

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Special Inspector General for Afghanistan Reconstruction

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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

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