

SIGAR

**Special Inspector General for
Afghanistan Reconstruction**

SIGAR 14-84 Audit Report

Afghan National Security Forces: Actions Needed to Improve Weapons Accountability



JULY
2014

SIGAR

Special Inspector General for Afghanistan Reconstruction

WHAT SIGAR REVIEWED

The U.S. Department of Defense (DOD) supplies weapons to the Afghan National Security Forces (ANSF) as part of international efforts to train and equip the Afghan National Army and the Afghan National Police. DOD has provided over 747,000 weapons and auxiliary equipment valued at approximately \$626 million to the ANSF since 2004. Included in these figures are over 465,000 small arms—weapons such as rifles, pistols, machine guns, grenade launchers, and shotguns. The Combined Security Transition Command-Afghanistan (CSTC-A) is the primary DOD component responsible for overseeing the delivery and transfer of weapons to the ANSF. It works with the Defense Security Cooperation Agency (DSCA) to acquire these weapons. Section 1225 of the National Defense Authorization Act for Fiscal Year 2010, Pub. L. No. 111-84, requires DOD to implement a program to provide for the registration and monitoring of defense articles transferred to Afghanistan and Pakistan. DOD is also responsible for the oversight and accountability of these weapons after they are transferred to the ANSF.

This audit focuses on DOD's procedures to account for weapons provided to the ANSF. Specifically, we (1) evaluated the controls used to account for weapons before DOD transfers title to the ANSF, (2) evaluated the controls used to account for weapons after DOD transfers title to the ANSF, and (3) determined the extent to which the number of weapons provided by DOD and coalition partners reflects current ANSF requirements and changes in ANSF personnel levels.

July 2014

Afghan National Security Forces: Actions Needed to Improve Weapons Accountability

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WHAT SIGAR FOUND

The U.S. Department of Defense (DOD) maintains information on weapons purchased for the ANSF in two primary Information systems: the Security Cooperation Information Portal (SCIP) and the Operational Verification of Reliable Logistics Oversight Database (OVERLORD). SCIP is used by DOD personnel to track the shipment of weapons from the United States, while OVERLORD is used for tracking the receipt of weapons in Afghanistan. Errors and discrepancies often occur because these two systems are not linked to each other and require manual data entry. When SIGAR compared the data in the two systems, it found that the databases did not always match; some records were duplicated, and some records were incomplete. The discrepancies listed below show examples of where DOD was not in compliance with its internal operating procedures and accountability requirements, and where missing information could result in the inability to locate weapons. Specifically, SIGAR found that:

- Of the 474,823 total serial numbers recorded in OVERLORD, 43 percent, or 203,888 weapons, had missing information and/or duplication.
- 24,520 serial numbers in OVERLORD and 22,806 weapon serial numbers in SCIP were repeated two or three times, meaning that there are duplicate records of weapons shipped and received.
- OVERLORD contained 50,304 serial numbers with no shipping or receiving dates, and SCIP contained 59,938 serial numbers with no shipping or receiving dates.

While DOD uses SCIP and OVERLORD to account for weapons it purchases and transfers to the ANSF, the Afghan National Army (ANA) tracks weapons using an automated inventory management system called Core Inventory Management System (CoreIMS). However, Combined Security Transition Command-Afghanistan (CSTC-A) Security Assistance Office (SAO) officials stated that the information contained in CoreIMS is incomplete and cannot be relied upon for accurate information. CSTC-A SAO officials concluded that this is due, in part, to the ANA not entering information correctly into the system. A 2008 report by the DOD Inspector General also raised concerns about the ANA's record keeping process including CoreIMS. As for weapons provided to the Afghan National Police (ANP), there is no standardized or automated system to account for them. Instead, the ANP uses a combination of hard copy documents, handwritten records, and some Microsoft Excel spreadsheets to maintain inventory records.

To test the accuracy of weapons data in the various inventory systems and hard copy sources used by the ANSF, SIGAR conducted physical inventory testing at four ANSF depots and storage facilities in Afghanistan. Although testing at these locations was challenging for a variety of reasons, including the lack of inventory information, SIGAR was able to assess, to some degree, the reliability of information maintained at these sites.

- At the ANA Central Supply Depot, SIGAR found that 551 weapons documented on the Afghan inventory record, called a "property book,"

did not match a physical count of the inventory.

- At the ANP 22 Bunkers Depot—the national depot for the ANP—SIGAR was unable to conduct a fully inclusive inventory test; however, SIGAR’s limited testing verified the quantities of weapons in each storage container, and SIGAR did not find discrepancies in the weapons it was able to inspect.
- At the ANA Kandahar Regional Military Training Center, SIGAR was unable to obtain a complete inventory record, which limits the assurance of accurate and reliable weapons accountability.
- At the 1st Afghan National Civil Order Police Garrison Facility, SIGAR could only conduct a limited physical inspection of the inventory because no inventory list was available. No discrepancies were noted in the limited weapons inspection.

This poor record keeping by the ANA and ANP limits DOD’s ability to monitor weapons after transfer to the ANSF, as required by the National Defense Authorization Act for Fiscal Year 2010.

The U.S. and coalition partners provide weapons to the ANSF according to the quantity and type agreed upon in the Tashkil—the Afghan government’s official list of requirements for the ANSF. The Tashkil has changed over time, with some weapons requirements increasing and others decreasing. SIGAR found that, as of November 2013, more than 112,000 weapons provided to the ANA and ANP exceed requirements in the current Tashkil. In some cases, excess weapons were provided because ANSF requirements changed. For example, the ANA has 83,184 more AK-47s than needed because, prior to 2010, DOD issued both NATO-standard weapons, such as M-16s, and non-standard weapons, such as AK-47s. After 2010, DOD and the Afghan Ministry of Defense determined that interoperability and logistics would be enhanced if the ANA used only NATO standard weapons. Subsequently, the requirement was changed. However, no provision was made to return or destroy non-standard weapons, such as AK-47s, that were no longer needed. DOD officials told SIGAR that they do not currently have the authority to recapture or remove weapons that have already been provided to the ANSF.



Storage crates at the ANA Central Supply Depot, Kabul.

Source: SIGAR, August 27, 2013.

This issue will be compounded as the number of ANSF personnel decreases to lower levels in the coming years. Without confidence in the Afghan government’s ability to account for or properly dispose of these weapons, SIGAR is concerned that they could be obtained by insurgents and pose additional risks to Afghan civilians and the ANSF.

WHAT SIGAR RECOMMENDS

To account for weapons procured for and transferred to the ANSF, SIGAR recommends that the Commanding General, CSTC–A, in coordination with the Director, DSCA, (1) perform a full reconciliation of OVERLORD and SCIP and correct any data errors identified between the two systems within 6 months. SIGAR also recommends that the Commanding General, CSTC–A (2) work with the ANSF to complete a 100 percent inventory check of small arms transferred to the ANSF, and (3) determine what action can be taken to either recover or destroy U.S. and coalition-provided weapons that the U.S. and Afghan governments jointly identified as being in excess of the current Afghan requirements as stated in the Afghan Tashkil, and develop a plan that addresses the potential future excess of small arms if the ANSF force strength is reduced.

In commenting on a draft of the report, DOD concurred with SIGAR’s first recommendation and partially concurred with the second and third recommendations. DOD’s proposed actions are responsive to SIGAR’s recommendations. DOD’s comments, along with SIGAR’s response, are reproduced in appendix II of this report.



SIGAR

Office of the Special Inspector General
for Afghanistan Reconstruction

July 18, 2014

The Honorable Charles T. Hagel
Secretary of Defense

General Lloyd J. Austin III
Commander, U.S. Central Command

General Joseph F. Dunford, Jr.
Commander, U.S. Forces-Afghanistan and
Commander, International Security Assistance Force

Major General Kevin R. Wendel
Commanding General, Combined Security Transition Command-Afghanistan

This report discusses the results of SIGAR's audit of the accountability of small arms provided to the Afghan National Security Forces (ANSF). The audit found that improvement is needed in the controls for accounting for weapons provided to the ANSF. We recommend that the Commanding General, Combined Security Transition Command-Afghanistan, in coordination with the Defense Security Cooperation Agency (1) perform a full reconciliation of OVERLORD and SCIP and correct any data errors identified between the two systems within 6 months. SIGAR also recommends that the Commanding General, CSTC-A, (2) work with the ANSF to complete a 100 percent inventory check of small arms transferred to the ANSF, and (3) determine what action can be taken to either recover or destroy U.S. and coalition-provided weapons that the U.S. and Afghan governments jointly identified as being in excess of the current Afghan requirements as stated in the Afghan Tashkil, and develop a plan that addresses the potential future excess of small arms if the ANSF force strength is reduced.

We received written comments on a draft of this report from DOD. DOD concurred with recommendation one, and partially concurred with recommendations two and three. Although DOD only partially concurred with recommendations two and three, we consider its proposed actions on these recommendations responsive to the intent of the recommendations, and we will monitor DOD's implementation of these actions as part of our normal recommendation follow-up process. DOD's comments have been incorporated in the report, as appropriate, and are reproduced in appendix II.

SIGAR conducted this work under the authority of Public Law No. 110-181, as amended; and the Inspector General Act of 1978, as amended; and in accordance with generally accepted government auditing standards.

A handwritten signature in black ink, appearing to read "John F. Sopko".

John F. Sopko
Special Inspector General
for Afghanistan Reconstruction

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ABBREVIATIONS

| | |
|----------|---|
| ANA | Afghan National Army |
| ANP | Afghan National Police |
| ANSF | Afghan National Security Forces |
| CoreIMS | Core Inventory Management System |
| CSTC-A | Combined Security Transition Command-Afghanistan |
| DOD | Department of Defense |
| DSCA | Defense Security Cooperation Agency |
| FMS | Foreign Military Sales |
| NATO | North Atlantic Treaty Organization |
| OVERLORD | Operational Verification of Reliable Logistics Oversight Database |
| SCIP | Security Cooperation Information Portal |
| SAO | Security Assistance Office |

The U.S. Department of Defense (DOD) provides weapons to the Afghan National Security Forces (ANSF)—consisting of the Afghan National Army (ANA) and the Afghan National Police (ANP)—as part of the coalition’s efforts to develop them into a force capable of independently providing security for the Afghan people. As of December 30, 2013, DOD had provided over 747,000 weapons and auxiliary equipment valued at approximately \$626 million to the ANSF. Included in these figures are over 465,000 small arms¹ provided as of November 13, 2013. DOD is responsible for accounting for these weapons both before and after they are transferred to the ANSF. As the drawdown of U.S. and coalition forces continues and weapons are transferred to the ANSF, U.S. and coalition partners face the critical task of assisting the ANSF to develop weapons requirements and to improve their ability to oversee and account for how those weapons are used.

This audit focuses on DOD procedures to account for and safeguard weapons provided to the ANSF. Specifically, we (1) evaluated the controls used to account for weapons before DOD transfers title to the ANSF, (2) evaluated the controls used to account for weapons after DOD transfers title to the ANSF, and (3) determined the extent to which the number of weapons provided by DOD and coalition partners reflects current ANSF requirements and changes in ANSF personnel levels.

To accomplish these objectives, we reviewed section 1225 of the National Defense Authorization Act for Fiscal Year 2010, Pub. L. No. 111-84, and DOD standard operating procedures for receiving and transferring weapons to the ANSF. We also reviewed Afghan Ministry of Defense guidance on inventory and weapons accountability procedures. Additionally, we reviewed available data and documentation concerning the number of weapons authorized for the ANSF and DOD’s requirements for overseeing those weapons after they are transferred to the ANSF. To determine whether DOD could account for the transferred weapons, we analyzed weapons shipment information provided by DOD. We tested the accuracy and completeness of ANSF information at the ANSF national depots and at two additional weapons storage facilities in Afghanistan. Appendix I contains a more detailed discussion of our scope and methodology. We conducted our audit work in Washington, D.C., and in Kabul and Kandahar, Afghanistan, from May 2013 through June 2014, in accordance with generally accepted government auditing standards.

BACKGROUND

The Combined Security Transition Command-Afghanistan (CSTC-A) is the primary DOD component responsible for overseeing the delivery and transfer of weapons to the ANSF.² It works with the Defense Security Cooperation Agency (DSCA)³ to acquire these weapons. Weapons sold to other countries—and paid for by those countries—are guided by the U.S. Foreign Military Sales program⁴ and are generally referred to as “FMS cases.” However, since weapons purchased for the ANSF are paid for through the Afghanistan Security Forces Fund, rather than by the Government of Afghanistan, these weapon purchases are referred to as “pseudo-FMS.” In these cases, DOD retains title and physical custody of weapons until final transfer to the ANSF. Within CSTC-A, the Security Assistance Office-Afghanistan (SAO) is responsible for providing oversight and accountability of

¹ Small arms include rifles, pistols, machine guns, grenade launchers, and shotguns. Small arms are referred to as “weapons” for purposes of this report.

² In response to the requirements of section 1225 of the National Defense Authorization Act for Fiscal year 2010, DOD established CSTC-A as the program office required to maintain and enforce the maintenance of auditable records for the serialization of weapons, documentation of origin, shipping records, and the end use monitoring of all weapons in Afghanistan.

³ DSCA is the central agency that coordinates global security cooperation programs, funding, and efforts across the Office of Security Defense, Joint Staff, State Department, Combatant Commands, the services, and U.S. industry. DSCA is the primary entity within DOD that is responsible for carrying out policy, processes, training, and financial management necessary to execute security cooperation between the United States and other countries.

⁴ Under FMS, a foreign government identifies requirements for military-related items or services and then purchases it from the U.S. government.

weapons provided to the ANSF and is responsible for monitoring their end use by the ANSF. Monitoring the end use of weapons includes a security assessment, evaluation of the weapons storage facilities and procedures, a documentation assessment, and any additional observations and recommendations. CSTC-A SAO's End Use Monitoring office accounts for weapons (as well as other equipment) after title has been transferred to the ANSF.

DOD maintains information on weapons purchased for the ANSF in two primary information systems: the Security Cooperation Information Portal (SCIP)⁵ and the Operational Verification of Reliable Logistics Oversight Database (OVERLORD).⁶ Prior to shipment to Afghanistan, military departments⁷ tasked to procure weapons for the ANSF enter information into SCIP, such as the serial number for each weapon, its description, FMS case identifier, requisition number, and shipping date. The military departments also provide the data in Microsoft Excel spreadsheets to the CSTC-A SAO office. When the weapons arrive in Afghanistan, CSTC-A SAO personnel enter this information into OVERLORD. CSTC-A and ANSF personnel then escort the weapons to Afghan national depots. At the ANSF depots, CSTC-A SAO personnel conduct a 100-percent serial number check against the data received from the military departments and verify the information in OVERLORD.

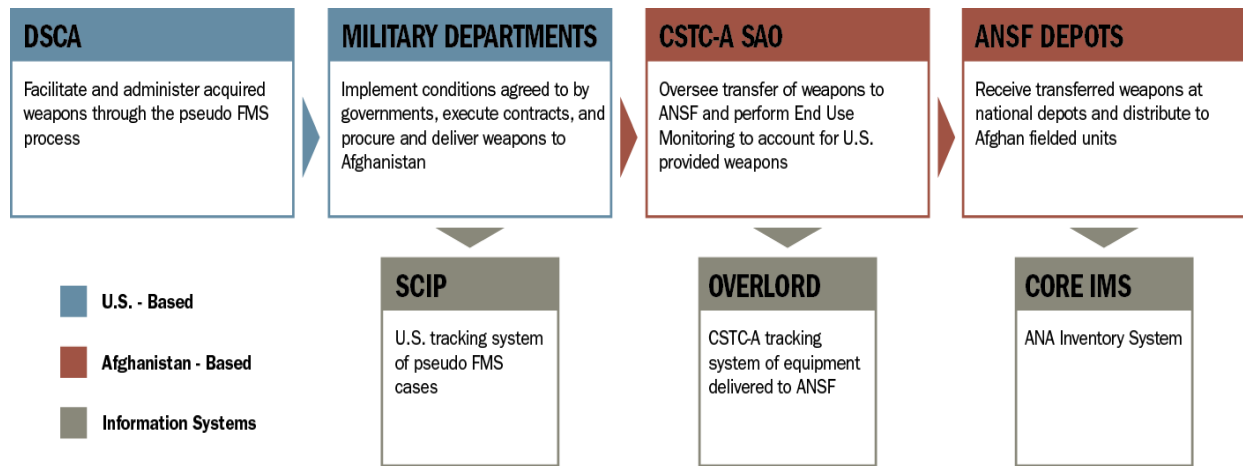
To document the formal transfer of weapon title, CSTC-A SAO and ANSF personnel sign a transfer and receipt document called Ministry of Defense Form 9—used by both the Ministry of Defense and the Ministry of Interior—acknowledging the quantity and type of weapons transferred. The ANSF then track the transferred weapons using a combination of paper inventory records and automated systems. The ANA uses the computer-based Core Inventory Management System (CoreIMS), a U.S.-procured web-based inventory management system, to track weapons for its forces, as well as other Ministry of Defense offices and components. Figure 1 illustrates the roles of organizations and databases involved in the fielding of weapons to the ANSF.

⁵ The SCIP is a web database developed by DSCA to comply with registration and tracking requirements of FMS data.

⁶ The OVERLORD system is a database developed by CSTC-A to comply with registration and tracking requirements of all small arms transferred to the ANSF.

⁷ The DOD military departments are: the Department of the Air Force, the Department of the Army, and the Department of Navy.

Figure 1 - DOD Process for Providing Weapons to the ANSF



Source: SIGAR analysis of weapons procurement process.

Requirements for DOD to account for weapons provided to the ANSF are set forth in section 1225 of the National Defense Authorization Act for Fiscal Year 2010, Pub. L. No. 111-84, which directs DOD to implement a program to provide for the registration and monitoring of defense articles transferred to Afghanistan and Pakistan. The requirements of section 1225 are similar to those contained in section 1228 of the National Defense Authorization Act for Fiscal Year 2008, Pub. L. No. 110-181, which also directed DOD to implement a program of registration and monitoring of defense articles provided to Iraq's security forces. According to CSTC-A standard operating procedures, Congress included such requirements in the various National Defense Authorization Acts because several reports from federal oversight agencies showed weaknesses in DOD's process for tracking weapons. For example, the Government Accountability Office reported in 2009 that DOD did not provide clear guidance to U.S. personnel on accountability procedures for the management, transfer, and storage of weapons obtained for the ANSF, resulting in significant lapses in accountability.⁸ The Government Accountability Office concluded that the weapons CSTC-A provided to the ANSF were at serious risk of theft or loss due to the lack of complete inventory records for an estimated 36 percent of weapons procured and shipped to Afghanistan from 2004 through 2008; inventory records failing to account by weapons serial numbers, location and disposition; and the lack of training and mentoring of ANSF personnel. Other reports from the Government Accountability Office and the DOD Inspector General also noted the lack of proper accountability of weapons in Iraq.⁹

The quantity and type of weapons provided to the ANSF have changed over the years to reflect the changes in ANSF force strength.¹⁰ The ANSF force strength is agreed upon and documented in the Tashkil—the Afghan government's official list of requirements for the ANSF. At the May 2012 Chicago Summit, the United States, North Atlantic Treaty Organization (NATO) allies, other coalition partners, and the Afghan government announced a surge level of 352,000 ANSF personnel, with a gradual reduction to a size of 228,500 personnel by 2017.

⁸ GAO-09-267, *Lack of Systematic Tracking Raises Significant Accountability Concerns about Weapons Provided to the Afghan National Security Forces*, January 2009.

⁹ GAO-07-711, *DOD Cannot Ensure That U.S.-Funded Equipment Has Reached Iraqi Security Forces*, July 2007. See also DODIG SPO-2008-001, *Assessment of the Accountability of Arms and Ammunition Provided to the Security Forces of Iraq*, July 2008.

¹⁰ Since 2006, the Afghan government and coalition partners have agreed to several increases to ANSF force strength.

INCOMPATIBILITY OF TWO INVENTORY SYSTEMS LIMITS DOD'S ABILITY TO ACCOUNT FOR WEAPONS BEFORE THEY ARE TRANSFERRED TO THE ANSF

DOD's two weapons inventory systems—SCIP and OVERLORD—are not linked to each other, and our review identified missing, duplicate, and incomplete information within these two systems. Section 1225 of the National Defense Authorization Act for Fiscal Year 2010 requires DOD's defense articles registration program to include "(1) A detailed record of the origin, shipping, and distribution of defense articles and defense services transferred to—(A) the Government of Afghanistan...; and (2) The registration of the serial numbers of all small arms to be provided to—(A) the Government of Afghanistan...." CSTC-A has incorporated these requirements into its standard operating procedures, requiring its SAO office to maintain auditable records of the defense articles and services transferred to Afghanistan. CSTC-A has also required its SAO office to document and maintain plans for its end use monitoring of all weapons in Afghanistan.

We reviewed available weapons shipment dates to compile a list of weapons that would have been shipped after February 2010—the date CSTC-A incorporated the Act's requirements for maintaining an inventory by serial number in their standard operating procedures. Our analysis of all weapons data revealed that:

- OVERLORD was missing information concerning when 50,304 weapons were shipped out of the U.S. or when they were received by CSTC-A in Afghanistan. OVERLORD had serial numbers for 2,461 weapons that were entered into the database two or more times, which resulted in duplicative records.
- 14,822 serial numbers that were required to be documented in OVERLORD did not have corresponding records in SCIP.
- Of the 474,823 total serial numbers recorded in OVERLORD, 203,888 weapons (43 percent) were missing information and/or were duplicative.
- SCIP contained 59,938 serial numbers with no shipping or receiving dates.¹¹
- 22,806 serial numbers in SCIP and 24,520 serial numbers in OVERLORD were repeated two or three times.
- 410,911 (87percent) of the 474,823 data entries we reviewed in OVERLORD did not contain a title transfer date.¹²

This incomplete data hindered our ability to determine which shipments were required to comply with the 2010 requirement that DOD establish and carry out a weapons registration program for all small arms transferred to the ANSF.¹³

Table 1 illustrates some of the typical data discrepancies we identified. For example, table 1 shows that weapon serial number DX2383 is used to identify two different weapons, and does not have a Material Inspection and Receiving Report date used by DOD to confirm receipt of contracted supplies.¹⁴ Table 1 also shows other examples of duplicate serial numbers and missing shipping dates in OVERLORD. Our analysis indicates that these errors are due to the same serial number being erroneously assigned to two weapons or other user input errors. For example, documentation provided by DSCA shows that there are two different weapons in Afghanistan with serial number 178203. There are also approximately 6,000 remaining serial numbers in SCIP which may or may not be user input errors. According to DSCA, 8,401 erroneous entries have

¹¹ The discrepancy is due, in part, to military departments incorrectly entering information into SCIP and CSTC-A personnel in Afghanistan not fully reconciling the data sent by the military departments when entering information into OVERLORD.

¹² When we asked CSTC-A SAO about the missing data, the officials stated that transfer documents were currently being entered into the system at the ANA and ANP national depots.

¹³ CSTC-A's standard operating procedure requires the tracking of weapons by serial number starting in February 2010.

¹⁴The Material Inspection and Receiving Report (DD Form 250) is the DOD form required by most contracts to confirm receipt of supplies or services.

been identified and removed from SCIP and OVERLORD thus far, and DSCA is working to resolve the remaining discrepancies.

Table 1 - Duplicate and Missing Information Identified in OVERLORD

| Serial Number | Equipment Description | FMS Case ID | Requisition Number | DD250 Date | Shipping Vessel Departure Date |
|---------------|-----------------------|--------------|--------------------|------------|--------------------------------|
| DX2383 | AK-47 | B6-B-AAF-001 | BB6D757018E701 | * | 2/25/2010 |
| DX2383 | AMD-65 | Y8-B-ACL-009 | BY8C756132E701 | * | * |
| 178203 | M249 | H5-B-UCN-004 | BH5H9331559003L | * | 10/26/2013 |
| 178203 | M203 | B6-B-FAK-006 | BB6D9573319006 | * | * |
| A598 | RPG-7 | B2-B-AAE-004 | BB2C756305E702 | 8/2/2007 | * |
| A598 | DShK | G5-B-UEO-005 | BG5C4511579002 | 11/18/2011 | 11/18/2011 |
| A598 | AK-47 | Y5-B-AAC-004 | BY5A7N5266E702 | * | * |

* No Information

Source: SIGAR analysis of CSTC-A inventory system.

We determined that the SCIP database was missing weapons information due to poor record keeping that occurred by the military departments while they were procuring the weapons in the United States. We determined that the OVERLORD system was missing weapons information due to poor record keeping when the weapons were received by CTSC-A in Afghanistan.

We notified CSTC-A SAO of these data discrepancies in OVERLORD, and officials from that office stated they are updating the system to reflect all available information. Also, in January 2014, we notified DSCA of the discrepancies and missing information identified during our analysis of SCIP. We provided DSCA officials with detailed spreadsheets highlighting what information was missing, including shipping dates of weapons sent to Afghanistan and duplicate serial numbers found in the information system. In response, DSCA officials have worked to identify and provide the missing information and update the information in SCIP. According to DSCA officials, they have been addressing the information discrepancies with the appropriate military departments and have made improvements in the reliability of the SCIP information system. As of March 2014, DSCA officials stated they have been able to reduce the number of discrepancies between SCIP and OVERLORD from 14,822 to 1,136, and duplicate serial numbers in SCIP from 22,806 to 6,004.

The discrepancies and gaps in the information contained in SCIP and OVERLORD limit CSTC-A's visibility and accountability of the weapons purchased and transferred to the ANSF. CSTC-A officials stated they are in the process of upgrading the ANSF's CoreIMS system to make it compatible with OVERLORD, with the hope that this compatibility will result in additional oversight of the weapons after they are transferred to the ANSF. However, even as CSTC-A SAO continues to update the OVERLORD system in order to adequately catalog all small arms delivered to Afghanistan, CSTC-A SAO is unable to accurately track the distribution of small arms transferred to Afghan custody, which could affect its ability to conduct end use monitoring as required by the 2010 National Defense Authorization Act.

POOR ANSF RECORDKEEPING HINDERS DOD'S ABILITY TO MONITOR WEAPONS AFTER THEY ARE TRANSFERRED TO THE ANSF

ANSF Does Not Have an Adequate Record Keeping System for Tracking DOD and Coalition-Provided Weapons at Supply Depots and Fielded Units

CSTC-A SAO is required by section 1225 of the National Defense Authorization Act for Fiscal Year and its own standard operating procedures to monitor the end use of weapons transferred to the Afghan government. However, gaps in weapons monitoring indicate CSTC-A SAO has not complied with this requirement. CSTC-A SAO has deployed U.S. military advisors and hired contractors to help the ANSF establish and implement weapon accountability procedures and automated inventory management systems.

Current ANSF records do not adequately provide accountability of all weapons transferred by the United States and the coalition, and CSTC-A has identified weaknesses in the ANSF's ability to safeguard and account for weapons. As a result, U.S. and coalition-provided weapons are at risk of theft, loss, or misuse. The CoreIMS is a commercial, off-the-shelf inventory software system that was placed into service in 2006 through a U.S.-funded contract. It was intended to provide the Afghan Ministry of Defense and subordinate ANA units with visibility over their inventories. Initially, ANA and CSTC-A personnel did not input weapon serial numbers into the system. However, in 2007, ANA and CSTC-A personnel began including weapon serial numbers and retroactively entered this information into CoreIMS in an attempt to create a more comprehensive database.

In a 2008 report by the DOD Inspector General, concerns were raised about the way in which ANA and CSTC-A personnel were entering data into CoreIMS.¹⁵ During our fieldwork, CSTC-A SAO officials stated that data contained in CoreIMS is incomplete and cannot be relied upon for accurate information. CSTC-A SAO officials said that this was due, in part, to weapon information not being entered into the system. CSTC-A personnel also stated that the system was not designed to account for weapons, and additional training for ANA personnel is required for them to use the system as the inventory system of record.

Due to data entry and connectivity problems with CoreIMS, the ANA supplements its weapons inventory data with hard copy information. For example, the ANA maintains property books¹⁶ for weapons on-site, but individual weapon serial numbers are not included in these property books.

With regard to the ANP, it currently has no standardized or automated system to account for weapons. Per CSTC-A officials, the record accounting system called the "Universal Listing of Transactions for Record Accounting" has been under development since 2010 for ANP depot inventories, but the system has yet to be fielded as of the time of our audit report, and DOD has not determined an implementation date. The ANP instead rely on a combination of hard copy, hand written records, and some Microsoft Excel spreadsheets to maintain inventory records.

According to CSTC-A officials, efforts to develop the capabilities of ANSF personnel to manage the central depots have been hindered by the lack of basic education or skills among ANSF personnel and frequent turnover of Afghan staff.

Inventory Inspections at ANSF Depots Show Missing Weapons

We identified weapon inventory discrepancies during our inventory tests and site visits. We conducted physical inventory testing at four ANSF facilities in Afghanistan: the ANA Central Supply Depot, ANA Kandahar Regional

¹⁵ DODIG 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.

¹⁶ The property book is a formal set of materiel accounting records and files maintained at the user level. It is used to record and account for all equipment and other specially designated materiel issued to that user.

Military Training Center, the ANP National Supply Depot,¹⁷ and the 1st Afghan National Civil Order Police Garrison Facility. Prior to conducting our site visits, we requested a record of the current inventory expected to be at each location. CSTC-A personnel stated that U.S. inventory systems SCIP and OVERLORD did not provide current locations of individual weapons in the Afghan logistics system and that only CoreIMS or Afghan property books could provide the current inventory for each location. In the absence of comprehensive, consolidated inventory data, we retrieved current inventory records at each location visited, selected serial numbers from these inventory records, and attempted to locate each weapon within that storage location.¹⁸ Additionally, we collected serial numbers from a judgmental sample of actual weapons stored at each facility and later compared those numbers to the CoreIMS system or the hard copy records provided at each location.

At each facility, inventory testing was challenging due to the lack of reliable weapon inventories, time constraints, security conditions, disorganized weapon storage containers, and the lack of access to portions of ANSF-controlled facilities. Additionally, property books maintained by the ANSF did not include a serial number inventory of the weapons at each facility and automated records were incomplete. The following details our site visits at each facility.

ANA Central Supply Depot

At the Central Supply Depot—the ANA national depot controlled and managed by Afghans with the assistance of U.S. advisors—we requested a current inventory for that location, but neither CSTC-A nor the ANA personnel could provide one. We also reviewed the Afghan property book, but we found that it only maintained totals for each weapon type, rather than individual listings of weapons by serial number. Instead, the CoreIMS contractor provided a list of 1,700 serial numbers for various weapons types he indicated should be at the ANA Central Supply Depot. We then inspected the arms room where weapons are maintained at the ANA Central Supply Depot and attempted to locate 10 weapons. However, due to the limited time we were able to remain at the facility, we were only able to verify that two of the provided serial numbers were actually present at the depot.

We also performed an additional inventory test at the ANA Central Supply Depot in which we recorded the total number of weapons for each weapons type and selected 1 percent of the weapons for that weapon type (rounding up to the nearest ten). For example, the property book indicated that there were 939 M16-A2 rifles maintained at that facility, so we selected 10 of the weapons in the facility (1 percent of 939 rifles rounded to 10 rifles). To ease this attempted inventory test, we selected the most accessible weapons at the depot—for example, those that were on top of the stacks or closest to the aisle in a row. In all, we collected 44 serial numbers off of weapons of various types. We then compared those serial numbers to the data in the CoreIMS system to determine if the weapon had been recorded appropriately. We determined that only 23 out of the 44 weapons were in the CoreIMS system.

Weapons are stored at the ANA Central Supply Depot in two controlled storage yards. However, ANA personnel at the depot allowed us to conduct inventory testing at one of the two yards. In this yard, the property book officer provided us the property book that maintains inventory by quantity. We reviewed the quantity of weapons recorded in the ANSF property book and attempted to find those quantities in the supply depot. Testing revealed the property book totals shown for 8 out of 11 weapon types did not accurately reflect the amount of weapons on site. We were informed these weapons were either transferred from the depots to field units, or new shipments had been received. We requested supporting documentation for the issuance or receipt of those weapons and were referred to MOD [Ministry of Defense]-9 Title-Transfer forms. We requested these transfer documents to verify the discrepancies but Afghan and CSTC-A personnel stated that hard copies of these documents were not available and we were unable to review hardcopy documentation. Although we made two trips to this depot, security conditions and time constraints impacted our ability to conduct

¹⁷ The national ANP storage facility—also known as “22 Bunkers”—was under U.S. control at the time of our inventory review.

¹⁸ A judgmental sample of weapons is where the auditor selects a sample of weapons to test based on their availability, location, ability to access, and possible other factors.

comprehensive testing. Table 2 shows the weapons reviewed and the discrepancies noted during the inventory test.

Table 2 - Discrepancies Found in Weapons Inventory Testing at Central Supply Depot

| Weapon | Property Book Count | Auditor Inventory Count | Difference |
|----------------------------------|----------------------------|--------------------------------|-------------------|
| M2 Machine Gun | 109 | 85 | -24 |
| M48 Rifle | 44 | 20 | -24 |
| M23 Pistol | 112 | 0 | -112 |
| M24 Sniper Rifle | 246 | 326 | 80 |
| 240B Machine Gun | 990 | 986 | -4 |
| M249 Machine Gun | 484 | 484 | 0 |
| M48 Rifle | 604 | 795 | 191 |
| MK-19 Automatic Grenade Launcher | 1 | 1 | 0 |
| M16 Rifle | 939 | 199 | -740 |
| M300 Rifle | 672 | 672 | 0 |
| Beretta M9 Pistol | 187 | 269 | 82 |
| Total | 4,388 | 3,837 | -551 |

Source: SIGAR Inventory Testing.

To conduct further testing, we returned to the ANA Central Supply Depot 3 days later. During this visit, we were permitted to view weapons at the second storage yard, but ANSF personnel did not allow us to record weapon serial numbers or identify them in the property book. As a result, we were unable to conduct inventory testing at this second yard.

ANA Kandahar Regional Military Training Center

Prior to our site visit to the ANA Kandahar Regional Military Training Center, we requested a listing of all weapons for that location, but CSTC-A was unable to provide such a list. There, weapons are stored in six containers, one for each ANA company, and separate inventory listings are located inside each container. In four containers, we planned to select individual weapons from the inventory lists and attempt to locate those weapons in their storage locations. We also planned to conduct an additional inventory test by selecting actual weapons from their storage locations, record their serial numbers, and check them against the inventory records. Due to time and security constraints, we were only able to fully inspect storage containers for three ANA companies and partially inspect a fourth. In total, we selected 39 weapons from the inventory records and were able to locate all 39 in their appropriate storage locations. For our second inventory test, we selected 34 weapons from their storage locations and traced all 34 weapons back to the inventory records. Therefore, our physical inspection did not reveal any discrepancies with the inventories of the four containers located at this facility. However, by not having a comprehensive inventory of all weapons at the facility, we could not be fully assured that the weapons provided to this facility had not been lost or stolen.

ANP 22 Bunkers Depot

We conducted inventory testing at the ANP's National Supply Depot—also known as the ANP 22 Bunkers Depot—in August 2013, with mixed results. At the time of our site visit, this depot was undergoing a “wall to wall” inventory count with both Afghan and coalition personnel. This type of inventory is required before responsibility of the facility can be transferred from U.S. control to the Afghan government. About 80 percent of the inventory was completed at the time of our site visit. As noted earlier, the ANP does not have an inventory system such as CoreIMS; however, the U.S. advisors and ANP maintained a combination of digitized and hand-written records of serial numbers to account for weapons.

We first performed a test of 39 weapons selected from the combined digitized and hand-written records, which contained over 19,000 serial numbers. We attempted to locate these weapons in their storage locations. However, due to the limited amount of time we were able to spend at the facility, we were only able to find 26 of the 39 weapons. Our testing was made difficult by limitations in the records' descriptions of the storage locations within the containers. Specifically, some weapon locations within the containers were not recorded. As a result, we were unable to conduct the full extent of inventory testing that we had planned. For example, we had difficulty identifying specific pistols inside of the storage containers because the containers housed thousands of pistols. We also collected serial numbers from 37 weapons and attempted to trace those serial numbers back to the inventory records. In this case, we were able to verify that all 37 selected weapons were recorded in the inventory records with no discrepancies.¹⁹

ANP 1st Afghan National Civil Order Police Garrison Facility

ANP's 1st Brigade, Afghan National Civil Order Police is a smaller, special police unit located in Kabul. This facility only had one container that stored weapons. However, a comprehensive inventory was not available for this location and, as a result, we could not select serial numbers from a complete inventory and verify that weapons were in their appropriate storage locations. The Afghan Commander provided us with what he indicated was a partial hand-written listing of serial numbers for Kalashnikov rifles. We selected 10 weapons from the partial inventory listing and attempted to locate these weapons in the storage container. We also planned to conduct an inventory test by selecting 10 Kalashnikov rifles from the storage container, record their serial numbers, and check them against the partial inventory listing. We were able to locate all 10 rifles from the partial inventory listing in the storage container; however, we could not trace 5 of the 10 rifles selected from the storage container back to the partial inventory listing. We recorded the serial numbers of 25 additional weapons we identified inside the container, but no inventory listing was available to perform our planned tests.

Poor ANSF Records Limit Oversight under Current End Use Monitoring Requirements

As part of our inventory testing, we attempted to follow CSTC-A's end use monitoring procedures, but were unable to complete our work due to a lack of weapon inventory listings for our test sites. CSTC-A SAO officials conduct their monitoring responsibilities through formal and informal inspections. According to current CSTC-A SAO policy,²⁰ formal end use monitoring inspections are conducted by selecting at least 10 percent of multiple weapon types from the total quantity of weapons listed in an ANSF unit's property book and confirming those weapons are on-hand, followed by selecting 10 percent of weapons on-hand and confirming they are properly documented in the property book.

Informal end use monitoring inspections, which can be conducted by CSTC-A SAO personnel or any coalition forces personnel, is accomplished in conjunction with other required security assistance duties by documenting weapon types and serial numbers, as well as citing appropriate or inappropriate usage of weapons as well as deficiencies in security practices and accountability processes. DOD Instruction 5105.38-M Security Assistance Manual Chapter 8 require CSTC-A SAO to document end use monitoring on at least a quarterly basis and maintain records for 5 years. Additionally, informal end use monitoring of small arms can be reported in enhanced end use monitoring inspections,²¹ Compliance Assessment Visits,²² quarterly Lethal Articles Visibility Reports,²³ and other site visits.

¹⁹ The 37 weapons we selected were part of the portion of the "wall to wall" inventory that had already been completed.

²⁰ CSTC-A SAO End Use Monitoring standard operating procedure, 29 September 2012.

²¹ CSTC-A SAO performs enhanced end use monitoring for equipment which requires greater physical security and accountability, like night vision devices.

However, end use monitoring is complicated by a number of factors. For example, in some instances, ANSF units either do not have property books, or their property books only contain the quantities of weapons without accompanying serial numbers. Additionally, some end use monitoring reports show no indication of where a weapon may be located at an ANA and ANP unit, or whether the total quantity of weapons located at a unit is accurate according to what is authorized. Thus, a 10-percent inventory test cannot always be performed at many locations.

In March 2010, end use monitoring inspectors reported that a CSTC-A official had tried to conduct a 100-percent wall-to-wall inventory at the 2nd Forward Supply Depot in Kandahar the previous year with little success. The report noted that the CSTC-A official was unable to verify how many weapons were being stored at the facility. The end use monitoring report cited that more than 400 German pistols and numerous M4 rifles and M9 pistols were inspected, but no serial numbers were recorded from the end use monitoring site visit.

In February 2012, CSTC-A officials inspected an ANP District Headquarters and reported that they inventoried 223 weapon serial numbers. According to the report, the ANP accountability officer informed the CSTC-A officials that they had created the inventory of the weapons 3 days after they had received an inspection notice. CSTC-A inspectors noted that loose pages of an unbound property book were provided inside plastic bags and that tracking of all police weapons by serial number was impossible because serial number information was not recorded in the property book. Additionally, the report states that any weapons that may have been lost, missing, destroyed, or turned in for maintenance could not be accounted for because transfer documents could not be produced.

Furthermore, in December 2012, CSTC-A officials reported that they inventoried approximately 20 percent of weapons at an Afghan Uniformed Police District Headquarters. The report's findings stated that the inspection was limited due to the fact that end use monitoring personnel did not observe a "robust property book" that contained serial numbers and, as a result, only six AK-47s were inspected. The CSTC-A official recommended that the incoming end use monitoring team revisit the Afghan Uniformed Police District Headquarters in 3 months, but, according to CSTC-A SAO officials, as of December 2013, no re-inspection had occurred.

Our review of various end use monitoring reports found no indication that inspected serial numbers were being cross-referenced against inventory information within OVERLORD. Cross-referencing serial numbers would allow for the identification of discrepancies or missing weapons. Despite the existence of standard end use monitoring procedures, the end use monitoring reports' quality also varied based on the team conducting the review. For example, some reports contained limited data, while others were very comprehensive. The September 2012 end use monitoring standard operating procedures state that inspection reports, including all equipment inventoried or inspected, should be used to update the OVERLORD database. Additionally, end use monitoring inspections use Afghan-provided, on-site records, which are not verified and therefore provide limited assurance that these records accurately reflect what is supposed to be stored at these sites. CSTC-A officials are aware of this issue and indicated to us during our audit that they would update their end use monitoring procedures to eliminate this weakness.

We also found that required end use monitoring reports were not completed. According to CSTC-A SAO officials, end use monitoring reports are missing due to the separation of CSTC-A from the NATO Training Mission-Afghanistan, when the sub-ministerial mentoring mission was transferred to the International Security Assistance Forces Joint Command. These officials told us that no end use monitoring reports were conducted in 2011. CSTC-A SAO officials also stated that, in some cases, CSTC-A Regional Commands have prevented inspection field teams from fulfilling their end use monitoring tasks because of unstable security conditions

²² "... the Office of the Secretary of Defense, through the Defense Security Cooperation Agency, may direct and lead a compliance assessment team on a Compliance Assessment Visit to certify Afghanistan's compliance with law, policy, and government-to-government agreements." NTM-A/CSTC-A 1225/1228 program standard operating procedure.

²³ CSTC-A SAO provides Lethal Articles Visibility Reports to the Defense Security Cooperation Agency and Logistics Support Activity on the last day of each quarter of the fiscal year with quantities, types, and serial numbers of all small and lethal items transferred to Afghanistan.

and limited availability of security forces at outlying facilities, as the field teams rely on local coalition force protection assets for security. Therefore, while the end use monitoring standard operating procedures require formal reports at a minimum of one per calendar quarter, our analysis of available reports found that reports are missing from January 2011 to February 2012.

BECAUSE OF CHANGING REQUIREMENTS, DOD HAS PROVIDED THE ANSF WEAPONS THAT EXCEED CURRENT AND POTENTIAL FUTURE REQUIREMENTS

Our analysis shows that, as of November 2013, more than 112,000 weapons were provided to the ANA and ANP than were needed, according to the current Tashkil. Table 3 shows the type of weapons provided to the ANSF, their requirements as stated in the current Tashkil, the total quantity of each type of weapon that has been delivered, and the amount of weapons that exceed current requirements.

Table 3 - Primary Weapon Overages Provided to the ANSF

| Weapon | Receiver | Total Currently Required | Total On-Hand | Overages |
|---------------------------------|----------|--------------------------|----------------|----------------|
| AK-47 Rifle | ANA | 178 | 83,362 | 83,184 |
| RPK Machine Gun | ANA | 64 | 9,774 | 9,710 |
| GP-25/30 Grenade Launcher | ANA | 19 | 5,853 | 5,834 |
| RPK Machine Gun | ANP | 9,281 | 14,467 | 5,186 |
| RPG-7 Antitank Grenade Launcher | ANA | 5,019 | 8,242 | 3,223 |
| Russian PKM Machine Gun | ANA | 65 | 2,508 | 2,443 |
| 12-Gauge Shotgun | ANP | 9,846 | 11,710 | 1,864 |
| GP-25/30 Grenade Launcher | ANP | 11,819 | 12,469 | 650 |
| M4 Carbine Rifle | ANP | 621 | 1,161 | 540 |
| PKM Machine Gun | ANP | 15,237 | 15,512 | 275 |
| Total | | 52,149 | 165,058 | 112,909 |

Source: SIGAR analysis of CSTC-A data.

Some of these excess weapons are the result of changing ANSF weapon requirements. For example, table 3 shows that the ANA has 83,184 AK-47s more than needed. The reason for this overage is that prior to 2010, DOD issued both NATO standard and non-standard weapons.²⁴ In 2010 DOD and the Afghan Ministry of Defense determined that interoperability and logistics would be enhanced if the ANA used only NATO standard weapons. Subsequently, the requirement was changed. However according to CSTC-A, no provision was made to return non-standard weapons, such as AK-47s, that are no longer needed as a result of this decision to supply only NATO standard weapons. CSTC-A officials stated they are working with the ANSF to have more than 11,029 AK-47s transferred to the ANP in order to fill shortages within the ANP. However, these officials do not have plans for addressing the remaining 72,155 AK-47s that exceed the ANA's current requirements because, according to them, they do not have the ability to recapture or remove weapons that have previously been provided to the ANSF.

Another reason that some weapon types exceed current requirements is the ANSF's desire to obtain new weapons, rather than repairing old ones. According to ANSF officials, many of the weapons currently in their inventory are in need of repair and maintenance; new weapons are, thus, needed to replace those that are damaged and unserviceable. For example, CSTC-A officials stated that the ANA identified 20,606 AK-47s and

²⁴ NATO standard weapons include M16s and M4s, and non-standard include primarily AK-47s.

the ANP identified 15,000 AK-47s as unserviceable and non-repairable. CSTC-A officials told us, however, that unserviceable weapons will be properly disposed of and that they are working on a disposal process.

This problem of the ANSF having more weapons than needed is likely to be exacerbated as the number of ANSF personnel decreases to lower levels in the coming years. Specifically, the current requirements in the Tashkil are based on supporting the ANSF at a surge strength of 352,000 personnel. At the Chicago Summit held in May 2012, the international community and Afghan government approved a preliminary model for a reduction of the ANSF force strength by 123,500 personnel to a total of 228,500 by 2017.

CSTC-A officials told us they are still planning on providing weapons at the 352,000 personnel level because that is the number stated in the current Tashkil. They further explained that the proposed reduction in force of the ANSF discussed at the Chicago Summit is not yet official, and until reductions in ANSF personnel becomes a formal directive, procurement of weapons continue to be based on the current Tashkil. However, if the ANSF force strength is, indeed, reduced by 123,500 personnel by 2017, the requirements in the Tashkil must also reflect this change. If not, the ANSF will have even more excess weapons.²⁵

CONCLUSION

The National Defense Authorization Act for Fiscal Year 2010 required that DOD establish a program for registering and monitoring the use of weapons transferred to the ANSF. However, controls over the accountability of small arms provided to the ANSF are insufficient both before and after the weapons are transferred. Accountability over these weapons within DOD prior to their transfer to Afghan ownership is affected by incompatible inventory systems that have missing serial numbers, inaccurate shipping and receiving dates, and duplicate records, that may result in missing weapons prior to transfer to the ANSF. However, the problems are far more severe after the weapons are transferred to the ANSF. ANSF record-keeping and inventory processes are poor and, in many cases, we were unable to conduct even basic inventory testing at the ANSF facilities we visited. Although CSTC-A has established end use monitoring procedures, the lack of adherence to these procedures, along with the lack of reliable weapons inventories, limits monitoring of weapons under Afghan control and reduces the ability to identify missing and unaccounted for weapons that could be used by insurgents to harm U.S., coalition, and ANSF personnel.

The problems posed by the lack of a fully functional weapons registration and monitoring program may increase as plans to reduce the total number of ANSF personnel proceed. According to our analysis, the ANSF already has over 112,000 weapons that exceed its current requirements. The scheduled reduction in ANSF personnel to 228,500 by 2017 is likely to result in an even greater number of excess weapons. Yet, DOD continues to provide ANSF with weapons based on the ANSF force strength of 352,000 and has no plans to stop providing weapons to the ANSF. Given the Afghan government's limited ability to account for or properly dispose of these weapons, there is a real potential for these weapons to fall into the hands of insurgents, which will pose additional risks to U.S. personnel, the ANSF, and Afghan civilians.

²⁵ Similarly, we have previously reported that CSTC-A's plans for constructing ANSF facilities in Afghanistan had the potential of creating excess capacity beyond the future requirements of the ANSF. See SIGAR Audit 13-18, *Afghan National Security Forces: Additional Action Needed to Reduce Waste in \$4.7 Billion Worth of Planned and Ongoing Construction Projects*, September 13, 2013.

RECOMMENDATIONS

To improve the accountability over small arms within DOD prior to the transfer of ownership of the weapons to the ANSF, we recommend that the Commanding General, CSTC-A, in coordination with the Director, DSCA,

- 1. Perform a full reconciliation of OVERLORD and SCIP and correct any data errors identified between the two systems within 6 months.**

To improve the accountability over small arms after the transfer of ownership to the ANSF, we recommend that the Commanding General, CSTC-A,

- 2. Work with the ANSF to complete a 100 percent inventory check of small arms transferred to the ANSF.**
- 3. Determine what action can be taken to either recover or destroy U.S. and coalition-provided weapons that the U.S. and Afghan governments jointly identified as being in excess of the current Afghan requirements as stated in the Afghan Tashkil, and develop a plan that addresses the potential future excess of small arms if the ANSF force strength is reduced.**

AGENCY COMMENTS

The Deputy Assistant Secretary of Defense, representing the DOD components to whom our recommendations were addressed, provided written comments on a draft of this report. Those comments, along with our responses, are reproduced in appendix II.

DOD concurred with the first recommendation to perform a full reconciliation of OVERLORD and SCIP and correct any data errors identified between the two systems within six months. DOD stated that the reconciliation effort is ongoing, and projected that it will complete the consolidation of all relevant data into the SCIP within the six month timeframe called for in our recommendation.

DOD partially concurred with the second recommendation to require the ANSF to complete a 100 percent inventory check of small arms transferred to them. Specifically, DOD stated that it does not have authority to require the ANSF to perform the inventory check. While this may be the case, it is important that DOD monitors the transferred weapons so that it complies with the requirements of section 1225 of in order not only to meet the National Defense Authorization Act for Fiscal Year 2010 and ensures that only the ANSF uses the U.S. government-funded weapons. DOD's proposed plans to engage with key Afghan government leaders to request the inventory be completed, and review the possibility of making future weapons transfers contingent on completion of periodic inventory checks, are positive steps towards better weapons accountability. Accordingly, we have modified the recommendation.

DOD also partially concurred with our third recommendation to determine actions that could be taken to either recover or destroy weapons that are in excess of current Afghan requirements. DOD stated that it is the Afghan government's responsibility, not DOD's, to determine if they have weapons in excess of their needs. However, our recommendation does not suggest that DOD determine if the Afghan government has weapons in excess of their current needs. Instead, we are recommending that DOD determine what action can be taken to recover or destroy weapons that have already been identified jointly by the U.S. and Afghan governments as being excess. The U.S. and Afghan governments develop and agree to weapons requirements in the Afghan Tashkil, and have already identified excess weapons that would be candidates for disposal. We have modified the recommendation to provide additional clarity. Nevertheless, we consider DOD's assistance to the ANSF in disposing of over 35,000 damaged AK-47s and in identifying additional weapons that could be returned to the U.S. for disposition as positive steps to address this recommendation. We urge DOD to extend these efforts to the remaining weapons that have been determined to be in excess of Afghanistan's requirements as identified in the current Tashkil.

APPENDIX I - SCOPE AND METHODOLOGY

This audit focuses on the Department of Defense's (DOD) accountability of small arms, hereafter referred to as "weapons," purchased with U.S. funds before and after transferring ownership to the Afghan National Security Forces (ANSF). The objectives of this audit were to (1) evaluate the controls used to account for weapons before DOD transfers title to the ANSF, (2) evaluate the controls to account for weapons after DOD transfers title to the ANSF, and (3) determine the extent to which the number of weapons provided by DOD and coalition partners reflects current ANSF requirements and changes in ANSF personnel levels. We examined prior DOD Office of Inspector General audit reports on the accountability of arms, ammunition, and explosives provided to the ANSF,²⁶ weapons accountability at an ANA national depot,²⁷ and a Government Accountability Office report on the tracking of weapons provided to the ANSF.²⁸ When we initiated this audit, the Army Audit Agency was conducting a related audit evaluating the accountability controls over ammunition items and the effectiveness of decisions regarding their movement and disposition. To avoid duplication of effort, we limited the scope of our audit objectives to small arms. We reviewed foreign military sales and Combined Security Transition Command-Afghanistan (CSTC-A) data from 2004 through 2013.

To assess the procedures for the accountability of weapons procured by DOD to arm the ANSF, and the visibility and controls in place for the oversight of weapons after being provided to the ANSF, we reviewed relevant laws, U.S. Foreign Military Sales guidance, CSTC-A standard operating procedures, Afghan Ministry of Defense and Ministry of Interior guidance, and interviewed officials from the Defense Security Cooperation Agency (DSCA), U.S. Army Security Assistance Command, Army Contracting Command, and the CSTC-A Security Assistance Organization-Afghanistan (SAO). We analyzed available CSTC-A end use monitoring reports and evaluated the reports based on CSTC-A standard operating procedures. We also conducted site inspections at national and regional weapon depots. To determine which ANA and ANP depots to visit, we used guidance provided to us by CSTC-A that considered security and available force protection assets in an area and the flow of small arms from the national weapons supply depot to the end user. We selected the ANA Central Supply Depot and the ANP 22 Bunkers Depot because they are national depots where all weapons are currently received and processed for distribution throughout Afghanistan. We selected the ANA Regional Military Training Center in Kandahar and the ANP 1st Brigade, Afghan National Civil Order Police unit in Kabul because they are subordinate ANA and ANP units that receive weapons from the national depots.

To conduct our site visits, we reviewed CSTC-A standard operating procedures and interviewed CSTC-A officials on the methodology used to perform end use monitoring weapons inspections. To determine whether ANA and ANP documentation matched the quantity and storage location of weapons in the depot, we conducted a two-part sample. First, we selected a judgmental sample of serial numbers from an inventory list, and located the weapons on the shelf at the depot. Then, we selected a judgmental sample of weapons on the shelf, and located the serial numbers in the inventory list. We chose to select from both the shelves and documentation to ensure a more balanced, representative sample and to maintain consistency across locations. This consistency also helped to more clearly note the source of any discrepancies we identified, while still working within time and security constraints at each location. We also interviewed CSTC-A advisors and ANA and ANP representatives at each location to identify any issues affecting the accountability of weapons.

To determine whether DOD could identify the origin, shipping, and distribution of weapons from our site visits, we cross-referenced all serial numbers with CSTC-A's Operational Verification of Reliable Logistics Oversight Database (OVERLORD), which is CSTC-A's system of record for meeting weapon registration requirements, and

²⁶ See 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.

²⁷ See DODIG-2009-075, *Afghanistan Security Forces Fund Phase III-Accountability for Weapons Distributed to the Afghanistan National Army*, May 21, 2009.

²⁸ See GAO-09-267, *Lack of Systematic Tracking Raises Significant Accountability Concerns about Weapons Provided to Afghan National Security Forces*, January 2009.

the Security Cooperation Information Portal's (SCIP) subsystem, the Security Cooperation Management System, which is DSCA's end use monitoring web/database application that tracks government-to-government weapons. Because the ANA Central Supply Depot manages inventory through CoreIMS, a web-based inventory management system run by a U.S. contracted company, we used the CoreIMS to cross-reference serial numbers from our site visit.

To assess CSTC-A's program of registration of serial numbers for all small arms provided to the ANSF, we reconciled all available serial numbers from weapons shipped from 2010 through 2013 between OVERLORD and SCIP/Security Cooperation Management System. We used computer-processed information to identify the registration of serial numbers. To ensure we had a complete record of all weapons ordered and shipped during this time period and validate the data, we reviewed final implemented foreign military sales case reports provided to us by TACOM Life Cycle Management Command through Army Contracting Command. We determined that insufficient data reliability created concerns about our ability to complete our objectives. To compensate for these data reliability issues, we conducted multiple inventories from automated records to actual weapons to reduce reliance on computer-processed data. Additional information on our data reliability concerns is included in the body of this report. With respect to assessing internal controls and compliance with laws and fraud risk, we reviewed CSTC-A's compliance with section 1225 of the National Defense Authorization Act for Fiscal Year 2010, DOD Instruction 4140.66, and DSCA's Security Assistance Management Manual. The results of our assessment are included in the body of this report.

To assess whether U.S. and coalition partners have accurately determined Afghanistan forces' requirements for weapons and planned for the potential reduction of forces from 352,000 to 228,500, we reviewed the latest ANA and ANP Tashkil version 2 from solar year 1391²⁹ to determine historical and current weapon requirements. We also reviewed preliminary statements from the NATO Chicago conference which plans for a gradual drawdown of forces from 352,000 to 228,500 by 2017.

We conducted our audit work in Kabul and Kandahar, Afghanistan, and Washington, D.C., from May 2013 through June 2014, in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. This audit was performed under the authority of Public Law No. 110-181, as amended, and the Inspector General Act of 1978, as amended.

²⁹ The Afghan solar year 1391 began on March 21, 2012, and concluded on March 20, 2013.

APPENDIX II - COMMENTS FROM THE DEPARTMENT OF DEFENSE



ASIAN AND PACIFIC
SECURITY AFFAIRS

ASSISTANT SECRETARY OF DEFENSE
2700 DEFENSE PENTAGON
WASHINGTON, D.C. 20301-2700

The Honorable John Sopko
Special Inspector General for Afghanistan Reconstruction
1550 Crystal Drive, 9th Floor
Arlington, VA 22202

Dear Mr. Sopko:

Enclosed please find the Department of Defense (DoD) response to the Special Inspector General for Afghanistan Reconstruction (SIGAR) Draft Audit, "Afghan National Security Forces: Actions Needed to Improve Weapons Accountability." After careful review, DoD concurs in one of SIGAR's recommendations and concurs, in part, in the two additional recommendations.

SIGAR's first recommendation focuses on the reconciliation of the Operational Verification of Reliable Logistics Oversight Database (OVERLORD) and the Security Cooperation Information Portal (SCIP) weapons accountability systems. An effort to complete this reconciliation is ongoing and is projected to consolidate fully all relevant data into the SCIP within the six month timeframe requested by SIGAR. Upon completion of this consolidation, the SCIP will be the single database used to track all small arms that DoD procures for the Afghanistan National Security Forces (ANSF.)

DoD concurs in part with SIGAR's second recommendation. While the DoD has no authority to require the ANSF to perform a 100-percent inventory of small arms transferred to them by DoD. Combined Security Transition Command-Afghanistan (CSTC-A) is working to develop a key-leader engagement plan with GIRoA regarding weapons accountability and will request such an inventory. CSTC-A is also reviewing the possibility of making future transfers of small arms to the ANSF contingent on periodic Afghan-performed inventory checks.

DoD concurs in part with SIGAR's third recommendation. The DoD does not have the authority to recover or destroy Afghan weapons. However, U.S. forces in Afghanistan can assist the Afghans with determining whether they have excess weapons and help identify disposition options. DoD does not have authority to dispose of possible excess weapons that were transferred to the Afghans by coalition partners.

DoD will remain engaged in addressing these critical weapons accountability issues as we continue to train, advise and assist the ANSF in the years to come.

Michael J. Dumont
Deputy Assistant Secretary of Defense
Afghanistan, Pakistan, and Central Asia

Enclosures: As stated

**“Afghan National Security Forces: Actions Needed to Improve Weapons Accountability”
(SIGAR Audit Report 14-X)**

DoD submits the following responses to the three recommendations in this report:

1. Recommendation 1:

Perform a full reconciliation of OVERLORD and SCIP and correct any data errors identified between the two systems within 6 months.

a. DoD Response:

Concur. The Defense Security Cooperation Agency is currently merging data from OVERLORD into the Security Cooperation Management Suite (SCMS) database, which is the U.S. government-only portion of the Security Cooperation Information Portal (SCIP). DSCA's intent is to complete a full reconciliation of the two systems within six months. Errors in the data, such as double and incomplete entries, will be remedied after carefully reviewing all records with support from relevant U.S. and Afghan sources. When complete, the SCMS database will be the only database used to track all small-arms shipped to Afghanistan. The consolidation of these two systems into a single, updated, and effective system will resolve SIGAR's concerns in the timeframe recommended.

2. Recommendation 2:

Require the ANSF to complete a 100-percent inventory check of small arms transferred to the ANSF.

a. DoD Response:

Partially concur. While the DoD has no authority to require the ANSF to perform a 100-percent inventory of small arms transferred to them by DoD, Combined Security Transition Command-Afghanistan (CSTC-A) is working to develop a key-leader engagement plan with GIRoA regarding weapons accountability and will request such an inventory. CSTC-A is also reviewing the possibility of making future transfers of small arms to the ANSF contingent on periodic Afghan-performed inventory checks.

Conducting a one-time, 100-percent inventory check will neither mitigate problems identified during the check nor result in continual improvements in their inventory process. A more effective approach, which DoD is reviewing, would be to make future transfers of small arms to the ANSF contingent on periodic, Afghan-performed, 100-percent inventory checks. The intent of this plan would be to encourage the ANSF to complete full inventories of all small arms transferred to the ANSF by providing

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Comment 1**

guidance on inventory procedures, accountability, and the importance of keeping these weapons out of insurgent hands. As part of such an approach, DoD would continue to work with the ANSF to improve its execution of weapon accountability procedures at all levels.

3. Recommendation 3:

Determine what action can be taken to either recover or destroy U.S.- and coalition-provided weapons that are in excess of the current Afghan requirements, and develop a plan that addresses the potential future excess of small arms if the ANSF force strength is reduced.

a. DoD Response:

Partially concur. It is the Afghan government's responsibility, not DoD's, to determine if they have weapons in excess of their needs. It is premature to speculate on potential ANSF force strength reductions. Weapons that are transferred to the ANSF become property of the Afghan government and are under its control. DoD could, however, assist the Afghans with determining whether they have excess weapons and help identify disposition options. As the audit report notes, DoD is currently in the process of transferring some of the 11,029 AK-47s that are excess to the Afghan National Army's *tashkil* to fulfill unmet requirements in the Afghan National Police. Additionally, DoD is working with the ANSF to develop a process to recover 35,606 AK-47s that have been damaged beyond repair for disposal. The Afghans have limited capability to repair or dispose of damaged weapons and thus have an incentive to maintain additional weapons to replace their losses. Over time, through battle losses, equipment failure, and wear-and-tear, the number of excess weapons will diminish. If the Afghan government determined it had excess weapons it did not need, DoD could then take them back, convert them into DoD stock, and dispose of them in accordance with normal disposition processes only if the weapons were procured using the Afghanistan Security Forces Fund appropriation; DoD would not have authority to dispose of weapons no longer required by the ANSF that were provided by other countries. DoD will continue to work with the Afghans to improve their security and accountability of all weapons, even weapons excess to their current requirements.

See SIGAR
Comment 2

SIGAR's Response to Comments from DOD

1. We acknowledge that DOD does not have the authority to require the ANSF to conduct an inventory check. Nevertheless, we believe it is important that DOD monitors the transferred weapons so that it complies with the requirements of section 1225 of the National Defense Authorization Act of for Fiscal Year 2010 and ensures that only the ANSF uses the U.S government-funded weapons. DOD's proposed plans to engage with key Afghan government leaders to request the inventory be completed, and review the possibility of making future weapons transfers contingent on completion of periodic inventory checks, are positive steps toward better weapons accountability. Accordingly, we have modified the recommendation. We will monitor DOD's implementation of its plans as part of our regular recommendation follow-up process.
2. We acknowledge that DOD does not have the authority to recover or destroy the weapons unless the ANSF declared them excess. We are recommending that DOD determine what action can be taken to recover or destroy weapons that have already been identified jointly by the U.S. and Afghan governments as being excess. We have modified the recommendation to further clarify this. Because the ANSF has been provided weapons beyond the stated requirements, we believe those weapons need to be either recovered or destroyed. DOD's assistance to the ANSF in disposing of over 35,000 damaged AK-47s and in identifying additional weapons that could be returned to the U.S. for disposition are positive steps toward better accountability and are consistent with our recommendation. We encourage DOD to continue to work with the ANSF and coalition partners to identify excess weapons, and, as appropriate, recover and destroy those weapons.

APPENDIX III - ACKNOWLEDGMENTS

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