



August 10, 2017

The Honorable Mac Thornberry
Chairman
The Honorable Adam Smith
Ranking Member
Committee on Armed Services
House of Representatives

Afghanistan Security: U.S.-Funded Equipment for the Afghan National Defense and Security Forces

Developing independently capable Afghan National Defense and Security Forces (ANDSF) is a key component of U.S. and coalition efforts to counter terrorist threats and create sustainable security and stability in Afghanistan.¹ Since 2002, the United States has worked to train and equip these forces, with assistance from North Atlantic Treaty Organization (NATO) members and other coalition nations. In January 2015, the ANDSF formally assumed security responsibilities for all of Afghanistan. Through the NATO-led mission Resolute Support, the United States continues to train and equip the ANDSF in order to develop them into more effective and sustainable forces that can protect the Afghan people and contribute to regional and international security. However, as reported by the Departments of Defense (DOD) and State (State), Afghanistan's stability and security continue to face threats from the Taliban-led insurgency, criminal networks, and terrorist organizations, including the Islamic State of Iraq and Syria–Khorasan.²

House Report 114-537 associated with the National Defense Authorization Act for Fiscal Year 2017 included a provision for us to review weapon systems and equipment funded for the ANDSF. In this report, we describe equipment DOD and State have funded for the Afghan National Army (ANA) and Afghan National Police (ANP)—collectively known as the ANDSF.³

¹The ANDSF is the official designation used for the Afghan security forces in the United States-Afghanistan 2014 Bilateral Security Agreement and is the Afghan government's preferred designation for the overall forces, including the Afghan National Army (ANA) and the Afghan National Police (ANP). The U.S. government now uses this term instead of the previously used Afghan National Security Forces (ANSF).

²On January 14, 2016, the Department of State (State) designated the Islamic State of Iraq and Syria–Khorasan (also known as Islamic State of Iraq and the Levant–Khorasan) as a Foreign Terrorist Organization under Section 219 of the Immigration and Nationality Act. According to State, the Islamic State of Iraq and Syria–Khorasan announced its formation on January 10, 2015.

³The United States and international partners fund the ANDSF, which is authorized by Afghanistan's Ministries of Defense and Interior to have 352,000 ANA and ANP personnel in total. In addition, the United States funds equipment and other costs for the Afghan Local Police, a subcomponent of the ANP—authorized to have up to 30,000 personnel—that is separate from the ANDSF. In this report, all descriptions of equipment funded for the ANP include equipment funded for the Afghan Local Police.

Enclosures I-VI provide detailed information on communications equipment; vehicles; weapons; explosive ordnance disposal (EOD) equipment; intelligence, surveillance, and reconnaissance (ISR) equipment; and aircraft.

To perform our work, we reviewed security agreements, key legislation, and DOD and State information related to U.S. efforts to equip the ANDSF, including funding data, manuals addressing the procurement process, and other DOD documents—specifically, regular reports DOD submits to Congress on progress toward security and stability in Afghanistan.⁴ We analyzed DOD and State data on key equipment, which we define in this report as U.S.-funded weapons and equipment that DOD considers critical to the missions of the ANDSF.⁵ Data on equipment quantities throughout the report refer to key U.S.-funded equipment and do not represent an inventory of all equipment funded for the ANDSF. We selected key equipment and categorized it using information collected from DOD and industry documents and by interviewing officials in the Office of the Secretary of Defense for Policy, the Defense Security Cooperation Agency, DOD implementing agencies, and State who were knowledgeable about the equipping of the ANDSF. The key equipment we describe was authorized for procurement or transfer through the Defense Security Cooperation Agency for the ANA, ANP, and Afghan Local Police. We did not include items such as small vehicles and trailers, medical supplies, spare parts, small arms ammunition, or training manuals.

We report key equipment data based on the fiscal years when DOD authorized the equipment for procurement or transfer. We did not assess the extent to which key equipment has been distributed to the ANDSF or is in use.⁶ We took steps to test the completeness and accuracy of the equipment data by comparing them with data in Afghan documents outlining ANDSF equipment requirements and DOD progress reports, and with other DOD data, as well as by interviewing DOD officials. We found the data sufficiently reliable for the purposes of describing and categorizing key U.S.-funded equipment for the ANDSF. To provide background information on overall funding and disbursements related to equipment for the ANDSF, we analyzed DOD Comptroller and Special Inspector General for Afghanistan Reconstruction data. We took steps to test the completeness and accuracy of the funding data, such as by discussing them with relevant officials, and found the data sufficiently reliable for our purposes.

We conducted this performance audit from August 2016 to August 2017 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.

⁴In the National Defense Authorization Act for Fiscal Year 2008, Pub. L. No. 110-181, § 1230, as amended, Congress mandated that the President, acting through the Secretary of Defense, submit reports to Congress on progress toward security and stability in Afghanistan, including a comprehensive and long-term strategy and budget for strengthening the Afghan National Security Forces, through 2014. In the National Defense Authorization Act for Fiscal Year 2015, Pub. L. No. 113-291, § 1225, Congress mandated that the Secretary of Defense, in consultation with the Secretary of State, submit a report on building and sustaining the Afghan National Security Forces and enhancing security and stability in Afghanistan, on a semiannual basis through December 2017.

⁵All equipment described in encs. I-VI is fully U.S. funded, with the exception of communications equipment in fiscal years 2003 and 2004, which includes some items funded by a combination of U.S. funds and international donations. See enc. I for additional details.

⁶To determine the fiscal year when DOD authorized the equipment for procurement or transfer, we used DOD data indicating the date a letter of offer and acceptance was signed to authorize procurement to begin, or, for instances involving the transfer of equipment provided from preexisting stock, the date equipment transfer was authorized.

Background

Following the September 11, 2001, attacks, the United States and several allies invaded Afghanistan to remove the Taliban regime from power for providing a safe haven to the al Qaeda terrorist group that plotted and conducted the attacks. Since the invasion, the United States has expressed its support for a sovereign Afghanistan, in part through its efforts, alongside NATO-led coalition forces, to develop Afghanistan's military and police. As Afghan forces assumed full security responsibilities for the country—a process completed in January 2015—U.S. and NATO forces in Afghanistan shifted their role from carrying out combat operations to training, advising, and assisting their Afghan counterparts. Since that time, the United States has continued to provide assistance, including key equipment needed by the ANDSF to accomplish its missions.

Since fiscal year 2002, more than \$76 billion has been appropriated or allocated for various DOD and State programs to support Afghan security, according to the Special Inspector General for Afghanistan Reconstruction.⁷ The authorities DOD and State used to fund the key equipment we describe in this report include authorities for procuring equipment and authorities for transferring equipment previously purchased for other purposes. Specifically, authorities used for key equipment include the Afghanistan Security Forces Fund (ASFF), Afghanistan Freedom Support Act, DOD Counternarcotics, Excess Defense Articles, Foreign Military Financing, International Narcotics Control and Law Enforcement, and Train and Equip.⁸ According to DOD data, about \$66 billion of the \$76 billion (86 percent) in appropriated funds to support Afghan security was provided through ASFF, which has also funded most of the key equipment for the ANDSF.⁹

As of April 2017, about \$61 billion of the \$66 billion in ASFF allocations made since the fund was established in fiscal year 2005 has been disbursed, according to DOD data. The largest expenditure of the \$61 billion was for sustainment, totaling 44 percent (over \$26 billion) of all ASFF disbursements over this time period.¹⁰ Equipment and transportation represented the second-largest expenditure of the \$61 billion, accounting for almost \$18 billion, or 29 percent.¹¹

⁷We calculated this sum using data reported by the Special Inspector General for Afghanistan Reconstruction on April 30, 2017.

⁸While ASFF, DOD Counternarcotics, Foreign Military Financing, International Narcotics Control and Law Enforcement, and Train and Equip are used to procure equipment, the Afghanistan Freedom Support Act and Excess Defense Articles permit the transfer of equipment. The Afghanistan Freedom Support Act permitted DOD to provide equipment by drawing down defense articles and services from its stocks or by acquiring them by contract (see the Afghanistan Freedom Support Act of 2002, Pub. L. No. 107-327, 116 Stat. 2797, as amended). The Excess Defense Articles authority permits DOD to transfer, either on a grant basis or through the Foreign Military Sales program, defense articles that are determined to be no longer needed by the U.S. government (see 22 U.S.C. § 2321j). Train and Equip refers to authority granted by Congress in the Department of Defense Appropriations Act, 2005, that allowed the Secretary of Defense, with the concurrence of the Secretary of State, to use operations and maintenance funds to train, equip, and provide related assistance to the New Iraqi Army and the Afghan National Army. See Pub. L. No. 108-287, § 9006.

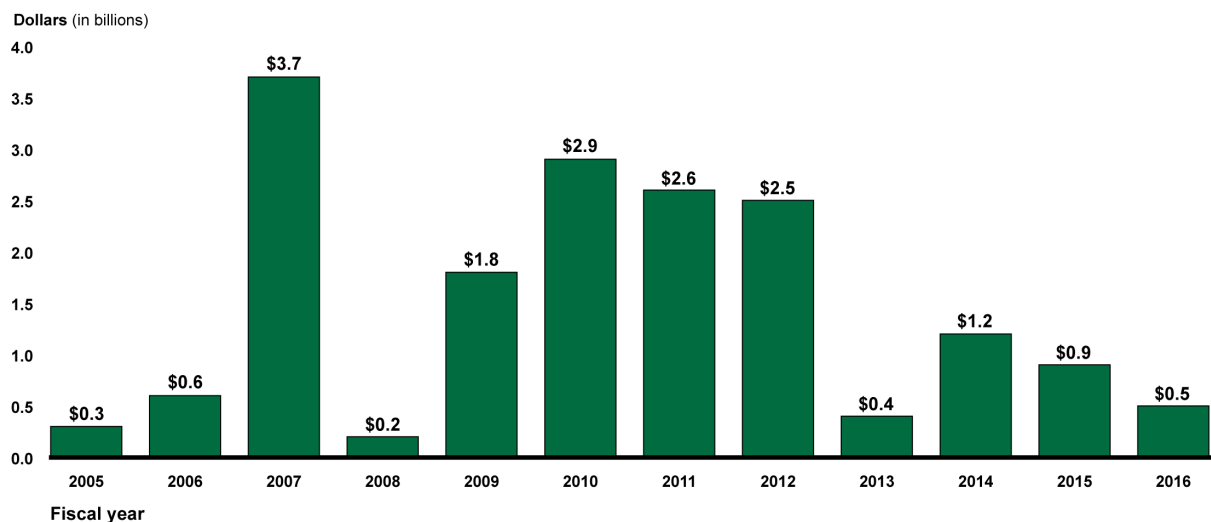
⁹Congress appropriated funds to the ASFF starting in fiscal year 2005 (see Pub. L. No. 109-13, 119 Stat. 231).

¹⁰Sustainment includes salaries, ammunition (including the air-to-ground munitions discussed in enc. VI), equipment maintenance, information technology, and clothing.

¹¹According to a DOD Comptroller official, disbursements for transportation were for costs related to transporting equipment and for contracted pilots and airplanes for transporting officials to meetings. Other activities funded with

Figure 1 shows annual ASFF disbursements for equipment and transportation since fiscal year 2005. Of the nearly \$18 billion in equipment and transportation disbursements since fiscal year 2005, about \$13 billion was for the ANA, and about \$4.5 billion was for the ANP.

Figure 1: Afghanistan Security Forces Fund Disbursements for Equipment and Transportation, by Fiscal Year of Appropriation, 2005–2016



Source: GAO analysis of Department of Defense data. | GAO-17-667R

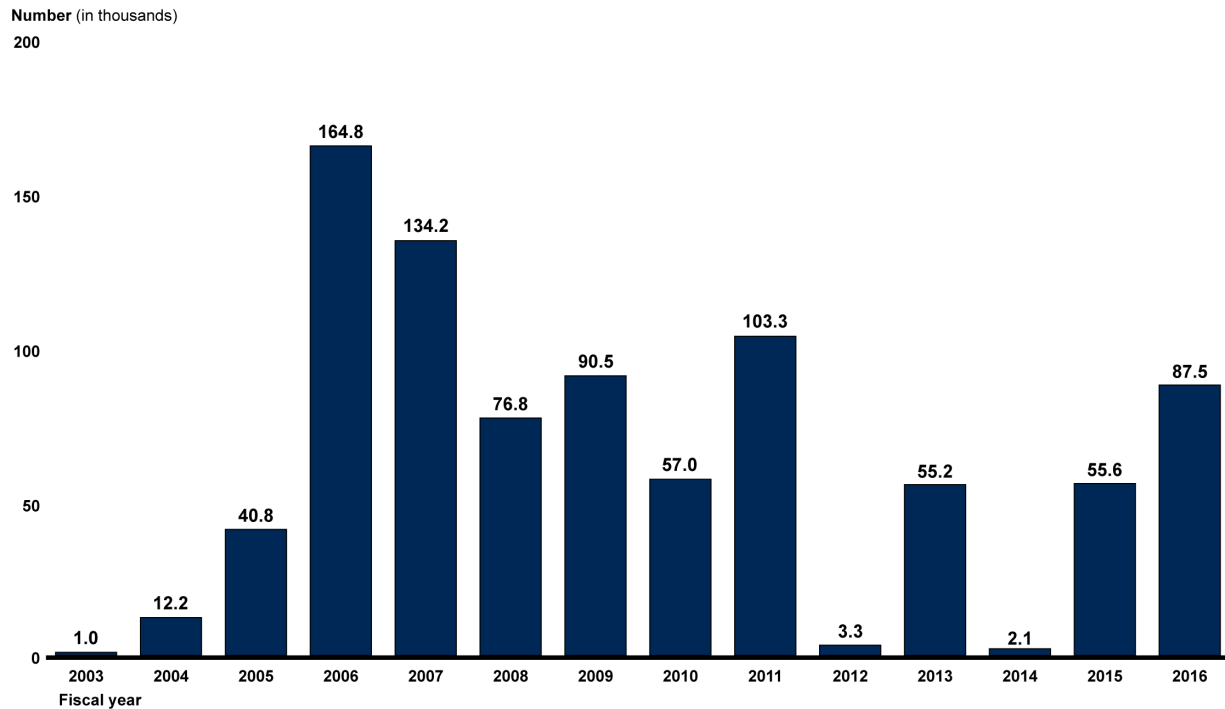
The United States Has Funded a Variety of Key Equipment for the ANDSF Since 2003

In 2003, the United States began funding a variety of key equipment for the ANDSF. Figure 2 shows total quantities of equipment the United States funded for the ANDSF in fiscal years 2003 through 2016.¹²

ASFF include infrastructure (nearly \$9 billion), training and operations (almost \$8 billion), and related activities (almost \$400 million).

¹²Data on equipment quantities throughout the report refer to key U.S.-funded equipment and do not represent an inventory of all equipment funded for the ANDSF. The overall equipment quantities in fig. 2 do not include the biometrics and positioning system equipment or air-to-ground munitions described in encs. V and VI, respectively.

Figure 2: Total Quantity of Key U.S.-Funded Equipment for the Afghan National Defense and Security Forces, by Fiscal Year, 2003–2016



Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Notes: Figure shows data broken out by the fiscal years in which DOD authorized the equipment for procurement or for transfer.

The data include equipment funded for the Afghan Local Police, a subcomponent of the Afghan National Police that, though separate from the Afghanistan National Defense and Security Forces, has received U.S.-funded equipment.

Six categories of key equipment are included in the total quantities shown in this figure: communications equipment; vehicles; weapons; explosive ordnance disposal equipment; intelligence, surveillance, and reconnaissance equipment; and aircraft. The amount of each category of equipment authorized each year varied over time.

Our analysis of DOD data identified six categories of key equipment that the United States funded for the ANDSF from fiscal years 2003 through 2016 (see table 1).

Table 1: Quantities of Key U.S.-Funded Equipment for the Afghan National Defense and Security Forces, by Type and Fiscal Year, 2003–2016

Fiscal year	Communications equipment	Vehicles	Weapons	Explosive ordnance disposal equipment	Intelligence, surveillance, and reconnaissance equipment	Aircraft	Total
2003	497	510	0	0	0	0	1,007
2004	1,528	11	10,700	0	0	0	12,239
2005	9,340	2,503	28,913	0	0	0	40,756
2006	21,563	9,251	133,964	57	0	0	164,835
2007	3,743	2,292	126,878	81	1,205	1	134,200
2008	14,720	15,619	46,431	0	0	31	76,801
2009	21,704	7,521	59,976	468	792	7	90,468
2010	22,525	8,902	20,276	195	5,072	2	56,972
2011	47,928	21,841	27,207	2,582	3,643	59	103,260
2012	1,825	0	20	1,399	0	50	3,294
2013	6,578	139	21,114	22,383	4,992	32	55,238
2014	1,361	0	143	365	254	13	2,136
2015	4,237	5,512	43,994	1,640	233	10	55,626
2016	5,094	1,797	80,074	511	0	3	87,479
Total	162,643	75,898	599,690	29,681	16,191	208	884,311

Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Note: Data are broken out by the fiscal years in which DOD authorized the equipment for procurement or for transfer. Communications equipment and vehicles were first authorized for procurement in fiscal year 2003; weapons in 2004; explosive ordnance disposal equipment in 2006; and intelligence, surveillance, and reconnaissance (ISR) equipment and aircraft in 2007. ISR equipment funded from fiscal year 2007 until fiscal year 2013 consisted of night vision devices, while other types of ISR equipment were funded in subsequent years.

As we have previously reported, it can take several years between the date DOD authorizes equipment for procurement and the date when the equipment is delivered to Afghanistan, and a number of additional months may pass before the ANDSF is ready to use the equipment.¹³ For example, DOD authorized the procurement of 20 light attack airplanes in fiscal year 2012 and, according to DOD documentation, the first of those aircraft were delivered to Afghanistan in 2016. As of March 2017, about 5 years after DOD authorized the procurement of the airplanes, DOD reported that the Afghan Air Force was using 12 of the airplanes in operations and that another 7 were being used for training at Moody Air Force Base in the United States.¹⁴ The need to first train personnel in equipment use can also influence equipment delivery time frames. For example, DOD also authorized the procurement of ISR equipment—8 ScanEagle unmanned air systems—in September 2015. According to DOD officials, DOD plans to deliver

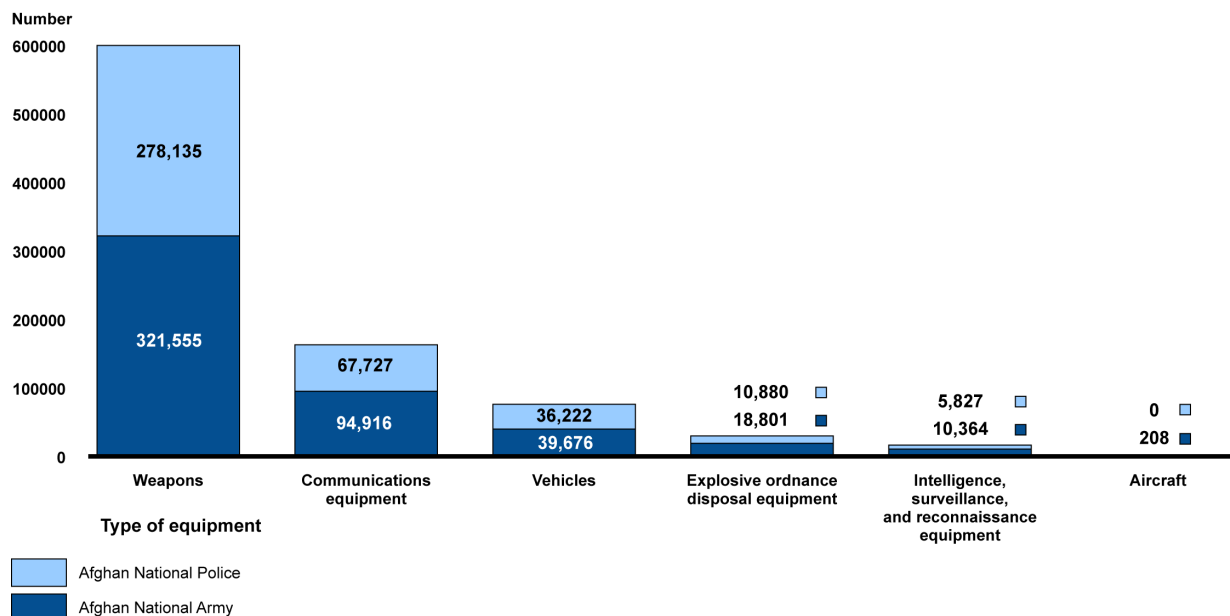
¹³We have previously reported that the time between the date when equipment procurement begins and the date the equipment is ready to ship is often the longest phase of the security assistance process, lasting from about 40 days to almost 3 years in some cases, as of fiscal year 2011. However, DOD officials reported this process can be faster for programs such as ASFF that are intended to build partner capacity. See GAO, *Security Assistance: DOD's Ongoing Reforms Address Some Challenges, but Additional Information Is Needed to Further Enhance Program Management*, GAO-13-84 (Washington, D.C.: Nov. 16, 2012).

¹⁴The 20th light attack airplane was lost in a crash during training, according to DOD documentation.

all of that equipment to Afghanistan by the end of 2017, if training of ANDSF personnel who will operate the unmanned air systems is completed on schedule.

Once key equipment arrives in Afghanistan, it is distributed to either the ANA or the ANP. Figure 3 outlines the distribution of this equipment between the ANA and the ANP as planned when the equipment was authorized for procurement.¹⁵

Figure 3: Quantity of Key U.S.-Funded Equipment for the Afghan National Defense and Security Forces, by Type and Recipient Force, Fiscal Years 2003–2016



Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Notes: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement or for transfer.

The data include equipment funded for the Afghan Local Police, a subcomponent of the Afghan National Police that, though separate from the Afghanistan National Defense and Security Forces, has received U.S.-funded equipment.

While weapons and communications represent the largest quantity of key equipment DOD authorized for procurement, vehicles and aircraft represent 65 percent of the cost of all equipment transferred to the ANDSF, according to the Special Inspector General for Afghanistan Reconstruction.¹⁶ The enclosures provide more details about the quantities and types of equipment authorized for procurement, as follows:

¹⁵In addition to the key equipment described in these figures, DOD and State also funded key equipment for the ANDSF’s lead component for counternarcotics efforts, the Counter Narcotics Police of Afghanistan (CNPA). Specifically, according to State, using International Narcotics Control and Law Enforcement funding, State authorized the transfer of communications equipment to the CNPA. Using DOD Counternarcotics funding, DOD authorized the procurement of key equipment for the CNPA, including communications equipment, according to DOD. Unlike the key equipment for the other ANDSF components, this equipment was procured outside of the Defense Security Cooperation Agency’s procurement process and therefore is not included in our data.

¹⁶See the Special Inspector General for Afghanistan Reconstruction, *Quarterly Report to Congress* (Arlington, VA.: Apr. 30, 2017).

Enclosure I: Communications equipment

Enclosure II: Vehicles

Enclosure III: Weapons

Enclosure IV: EOD equipment

Enclosure V: ISR equipment (including biometrics and positioning system equipment)

Enclosure VI: Aircraft (including air-to-ground munitions)

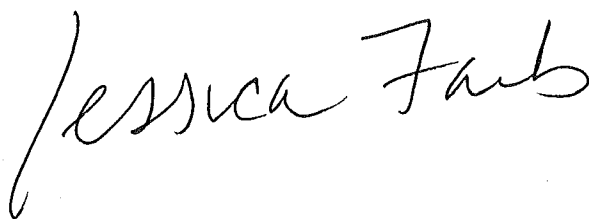
Agency Comments

We provided a draft of this report to DOD and State for their review. DOD provided technical comments, which we incorporated as appropriate. State had no comments.

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We are sending copies of this report to the appropriate congressional committees, the Secretary of Defense, and the Secretary of State. In addition, the report will be available at no charge on the GAO website at <http://www.gao.gov>.

If you or your staff have any questions about this report, please contact me at (202) 512-6991 or FarbJ@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff who made key contributions to this report are Joyee Dasgupta (Assistant Director), Katherine Forsyth (Analyst-in-Charge), Parke Nicholson, and Bridgette Savino. The team also benefited from the expert advice and assistance of David Dayton, Neil Doherty, Carl Barden, Justin Fisher, Ashley Alley, Mark Dowling, Cary Russell, and James Reynolds.



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Enclosures – 6

Enclosure I

Key U.S.-Funded Communications Equipment for the Afghan National Defense and Security Forces (ANDSF)

According to Department of Defense (DOD) data, the United States funded about 163,000 key communications equipment items for the ANDSF in fiscal years 2003 through 2016 (see table 2).

- The majority of the key communications equipment was tactical radios, which include the high frequency, very high frequency, ultra high frequency, super high frequency, and multiband radios.
- About 88 percent of all the key communications equipment items were authorized for procurement by DOD in fiscal years 2003 through 2011.
- About 97 percent of the radios included in DOD's data were manufactured by Harris, Datron, Motorola, or Codan.

Table 2: Quantities and Examples of Key U.S.-Funded Communications Equipment for the Afghan National Defense and Security Forces, Fiscal Years 2003–2016

Category	Quantity	Examples
Very high frequency radios	75,256	Datron PRC-1070 handheld, Datron PRC-1077 vehicle-mounted, Datron HH7700 handheld
Nontactical radios	66,439	Motorola GM360, Codan NGT SRx, Universal Radio AR-8200 Mark III
High frequency radios	13,464	Codan 2110 manpack, Datron RT-7000 base station
Multiband radios	5,377	Harris RF-5800M base station, Harris RF-7850M vehicle-mounted
Ultra and super high frequency radios	2,107	Harris RF-7800W vehicle-mounted, EF Johnson APCO-25 handheld
Total	162,643	

Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Notes: The time frame covered by this table refers to the fiscal years in which DOD authorized the equipment for procurement.

Included in the table are 497 high frequency radios and 1,528 very high frequency radios that were authorized in fiscal years 2003 and 2004 using a combination of Foreign Military Financing and international donations, according to DOD data. Those data did not indicate how many of those radios were funded by international donations. The remaining equipment in this category and the other categories was reported as being funded using only U.S. funds.

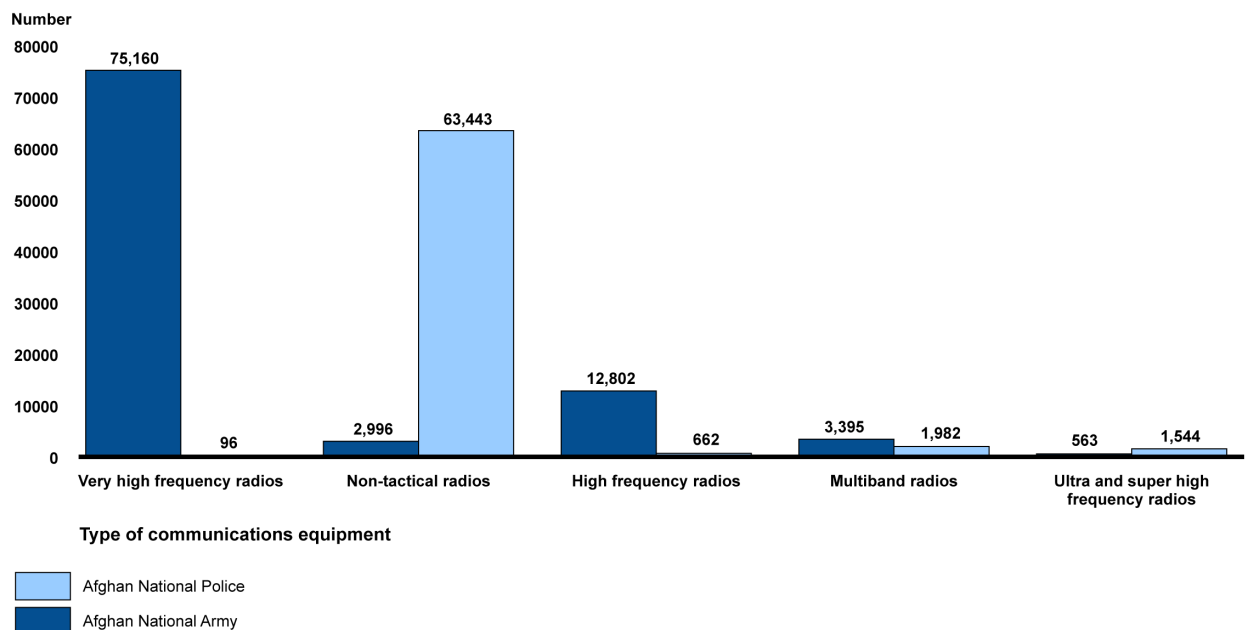
High frequency radios operate in the 3–30 megahertz frequency range, very high frequency radios operate in the 30–300 megahertz range, ultra high frequency radios operate in the 300–3,000 megahertz range, and super high frequency radios operate in the 3,000–30,000 megahertz range. Multiband radios can operate across more than one of these frequency bands. The nontactical radios category includes commercially available handheld radios that are not designed for use in combat.

According to DOD data, about 94,900 of the U.S.-funded communications equipment items were for the Afghan National Army (ANA), and the remaining approximately 67,700 items were for the Afghan National Police (ANP) in fiscal years 2003 through 2016 (see fig. 4).

- DOD data show that the ANA received 96 percent of the tactical radios and that the ANP received 95 percent of the nontactical radios.

- According to a DOD communications equipment manual, the primary advantage of using high frequency radios is their capability to provide long-range, over-the-horizon communication. However, high frequency radios' long-range capability makes their communications susceptible to enemy interception.
- Very high frequency and ultra high frequency radios are normally limited to line-of-sight communication, so their range is restricted, according to a DOD equipment manual. Very high frequency radios are generally used in the military by combat and combat support units while on the move. Ultra high frequency radios are generally used in the military for ground-to-air communication. Super high frequency radios are used for radar surveillance and satellite communications.

Figure 4: Quantity of Key U.S.-Funded Communications Equipment for the Afghan National Defense and Security Forces, by Recipient Force, Fiscal Years 2003–2016



Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Notes: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement.

Included in the table are 497 high frequency radios and 1,528 very high frequency radios that were authorized in fiscal years 2003 and 2004 using a combination of Foreign Military Financing and international donations, according to DOD data. Those data did not indicate how many of those radios were funded by international donations. The remaining equipment in this category and the other categories was reported as being funded using only U.S. funds.

High frequency radios operate in the 3–30 megahertz frequency range, very high frequency radios operate in the 30–300 megahertz range, ultra high frequency radios operate in the 300–3,000 megahertz range, and super high frequency radios operate in the 3,000–30,000 megahertz range. Multiband radios can operate across more than one of these frequency bands. The nontactical radios category includes commercially available handheld radios that are not designed for use in combat.







Enclosure II

Key U.S.-Funded Vehicles for the Afghan National Defense and Security Forces (ANDSF)

According to Department of Defense (DOD) data, the United States funded about 76,000 key vehicles for the ANDSF in fiscal years 2003 through 2016 (see fig. 5).

- Over half of the U.S.-funded vehicles are light tactical vehicles, including pickup trucks.
- While nearly 30 percent of the vehicles are Humvees, almost half of those are ambulance, cargo, and troop enclosure variants. The other half of the Humvees are gun-truck variants.
- Recovery vehicles include wrecker trucks and Mine Resistant Ambush Protected (MRAP) recovery vehicles that use a large crane to recover disabled vehicles.
- MRAP vehicles, which are designed to mitigate the effects of improvised explosive devices, represent less than 2 percent of the vehicles in the DOD data.

Figure 5: Quantities and Examples of Key U.S.-Funded Vehicles for the Afghan National Defense and Security Forces, Fiscal Years 2003–2016

	Category	Quantity	Examples
	Light tactical vehicles	42,604	Ford Ranger pickup, cargo truck
	Humvees	22,174	Ambulance, cargo, troop enclosure, gun truck variants
	Medium tactical vehicles (MTV)	8,998	MTV International, 5-ton cargo and general transport truck
	Recovery vehicles	1,005	Navistar 7000-MV unarmored recovery truck, M1249 wrecker
	Mine resistant ambush protected (MRAP) vehicles	928	MRAP MaxxPro, ambulance, combat
	Armored personnel carriers	189	M113A2, M577A2
	Total	75,898	

Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

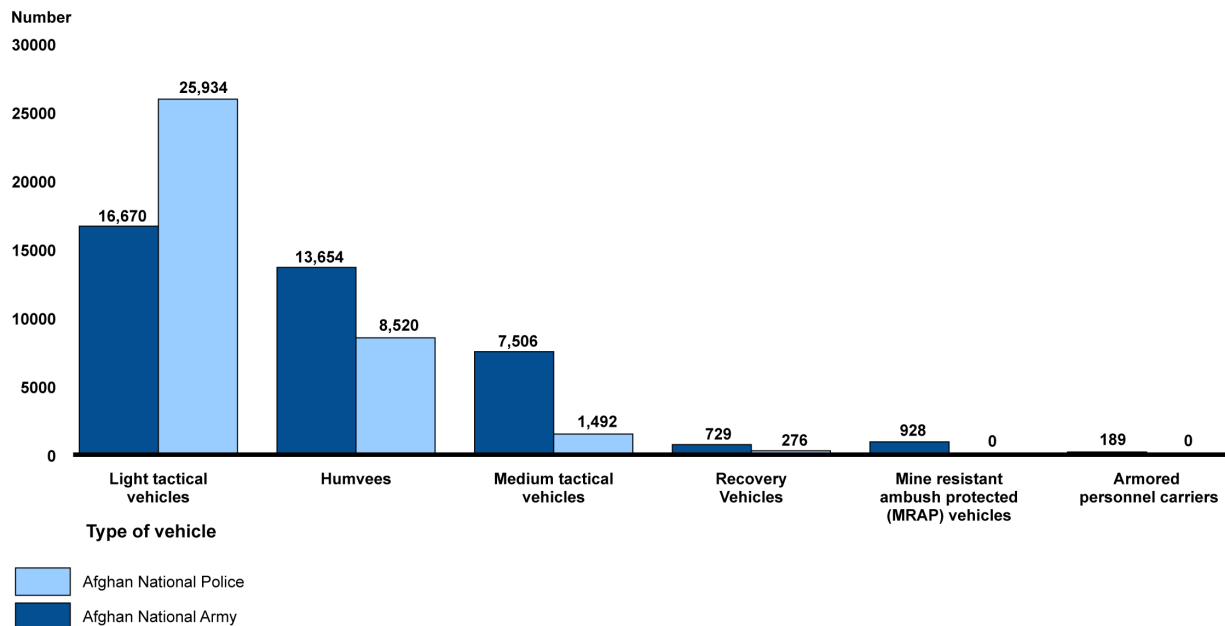
Note: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement or for transfer.

According to DOD data, the United States funded about 40,000 key vehicles for the Afghan National Army (ANA) and about 36,000 for the Afghan National Police (ANP) in fiscal years 2003 through 2016 (see fig. 6).

- According to DOD data, over 40 percent of the vehicles funded for the ANA and more than 70 percent of the vehicles funded for the ANP are light tactical vehicles, which lack armor, according to DOD documentation. However, DOD has not authorized any light tactical vehicles since fiscal year 2011, according to DOD data.

- DOD documents state that ANA and ANP components are frequently in combat with insurgents; as a result, both have been equipped in part with armored Humvees, which, unlike light tactical vehicles, can withstand small arms fire. DOD data show that DOD authorized the procurement of over 2,000 Humvees for the ANA and more than 2,600 for the ANP in fiscal years 2015 and 2016. According to DOD officials, as of June 2017, DOD plans to procure another 2,000 new Humvees and refurbish and transfer an additional 1,600 Humvees for the ANDSF over the next 2 fiscal years. However, the officials noted that many of the Humvees provided to the ANDSF do not offer the same levels of protection as those given to U.S. forces. In recognition of this and other factors, DOD plans to conduct a study that will include an assessment of optimal types of vehicles for ANDSF units, depending on their function and mission, according to DOD officials.

Figure 6: Quantity of Key U.S.-Funded Vehicles for the Afghan National Defense and Security Forces, by Type and Recipient Force, Fiscal Years 2003–2016



Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Note: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement or for transfer.

Enclosure III

Key U.S.-Funded Weapons for the Afghan National Defense and Security Forces (ANDSF)









According to Department of Defense (DOD) data, the United States funded almost 600,000 key weapons for the ANDSF in fiscal years 2004 through 2016 (see fig. 7).

- Of these 600,000 weapons, almost 81 percent were rifles and pistols.
- The United States has funded both North Atlantic Treaty Organization (NATO) standard and non-NATO standard weapons.¹⁷ According to DOD documentation, NATO standard weapons, such as M16 rifles, M4 carbines, and M203 grenade launchers, became basic issue for the Afghan National Army (ANA) in 2010. As of May 2017, the Afghan National Police (ANP) were continuing to transition from some non-NATO standard weapons, such as AK-47 rifles, to NATO standard weapons, according to DOD officials.
- According to DOD documentation, indirect fire weapons, such as the D-30 howitzers and mortars, are significant enablers for the ANDSF.¹⁸ For example, ANA forces are improving their ability to use these items in combat operations, which lessens some of their reliance on aerial fire support from the Afghan Air Force.

¹⁷NATO standard refers to the NATO-approved standardization processes applied to equipment, which can include production codes and equipment specifications. According to the *NATO Logistics Handbook*, the aim of standardization is to enhance NATO's operational effectiveness and to improve the efficient use of available resources.

¹⁸Indirect fire refers to firing a projectile in the general direction of a target without a direct line of sight between the weapon and its target.

Figure 7: Quantities and Examples of Key U.S.-Funded Weapons for the Afghan National Defense and Security Forces, Fiscal Years 2004–2016

	Category	Quantity	Examples
	Rifles	358,530	M16, M4 carbine, AK-47, Dragunov sniper rifle
	Pistols	126,295	M9, G19
	Machine guns	64,363	M249 5.56mm, RPK 7.62mm, M240 7.62mm, NSV 12.7mm
	Grenade launchers	25,327	40mm non-lethal, GP-25/30 underbarrel, M203 underbarrel ^a
	Shotguns	12,692	M500, M590A1, M870
	Rocket-propelled weapons	9,877	RPG-7, SPG-9
	Indirect fire weapons	2,606	60mm mortar, 82mm mortar, D-30 122mm howitzer
	Total	599,690	

Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

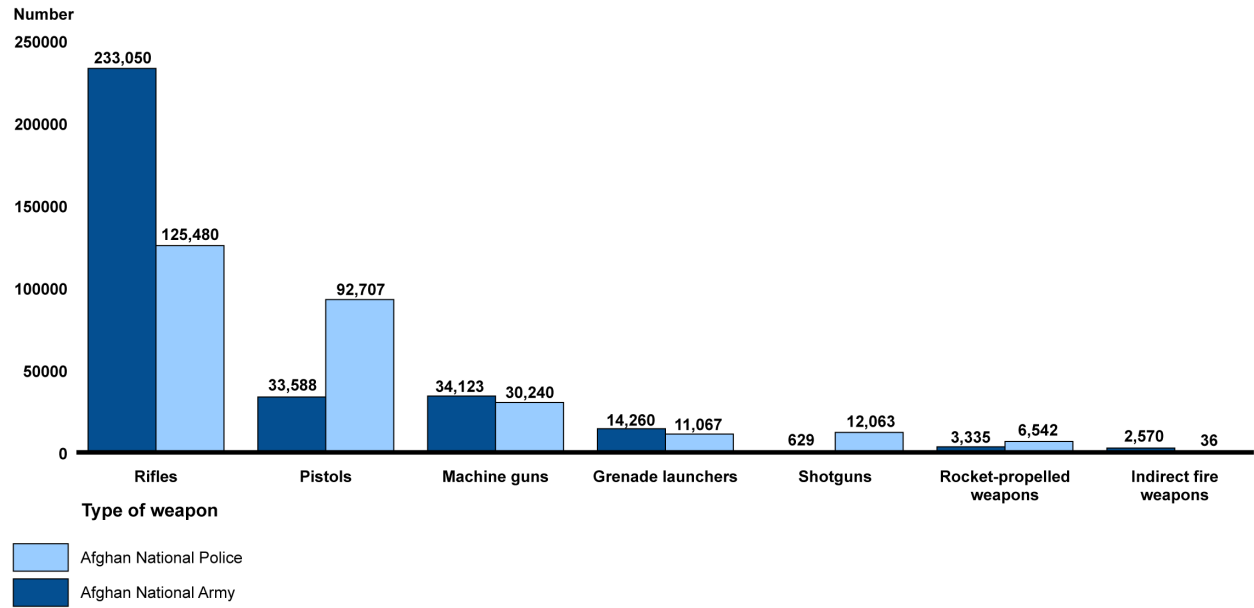
Note: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement or for transfer.

^aOf the grenade launchers included in the DOD data, 93 percent are underbarrel attachments, such as the GP-25 and M203.

According to DOD data, about 322,000 of the U.S.-funded weapons were for the ANA, and the remaining 278,000 were for the ANP in fiscal years 2004 through 2016 (see fig. 8).

- Some of the U.S.-funded ANP equipment has included heavy weaponry, such as rocket-propelled weapons (about 6,500 items total) and small quantities of indirect fire weapons (36 items total, all of which were mortars). The Afghan Border Police, a component of the ANP, are responsible for securing and patrolling ports of entry, such as airports and border-crossing points, and guarding against the illegal entry of persons, weapons, narcotics, and other goods. According to DOD documentation, Afghan Border Police stationed along the border are trained and equipped with rifles, light and heavy machine guns, rocket-propelled grenade launchers, and mortars.
- ANP forces are sometimes on the front lines working to hold areas cleared by the ANA. For example, DOD documentation describes the Afghan National Civil Order Police—the ANDSF police unit that requested the most rocket-propelled weapons—as a counterinsurgency force that helps the ANA secure seized terrain. The long-term goal is to transition the ANP to a more traditional police role, according to DOD documentation.

Figure 8: Quantity of Key U.S.-Funded Weapons for the Afghan National Defense and Security Forces, by Type and Recipient Force, Fiscal Years 2004–2016



Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Note: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement or for transfer.

Enclosure IV

Key U.S.-Funded Explosive Ordnance Disposal (EOD) Equipment for the Afghan National Defense and Security Forces (ANDSF)

According to Department of Defense (DOD) data, the United States funded about 30,000 key EOD equipment items for the ANDSF in fiscal years 2006 through 2016 (see table 3).

- DOD documentation has noted that this equipment is important to the ANDSF’s capability to counter improvised explosive devices (IED), which pose a significant threat. For example, according to DOD documents, IEDs were the second-largest source of effective enemy-initiated attacks in Afghanistan from June 2014 to May 2017.¹⁹
- According to DOD documentation, the ANDSF’s capability to counter IEDs, mines, and other explosive devices and to safely clear routes supports the overall ANDSF strategy by enhancing ground force mobility and maneuverability. Coalition advisors train and equip the ANDSF with electronic countermeasure devices, hand-held mine detectors, bomb detection and disposal robots, bomb suits, mine rollers, and related equipment.

Table 3: Quantities and Examples of Key U.S.-Funded Explosive Ordnance Disposal (EOD) Equipment for the Afghan National Defense and Security Forces, Fiscal Years 2006–2016

Category	Quantity	Examples
Electronic countermeasure devices	13,265	Symphony jammer, PIPPER
Mine detectors	13,367	VMH3CS, CMD
Bomb detection and disposal robots	1,093	MMP-30 robot
Personal protective equipment	1,101	EOD bomb suit
Mine rollers	496	Self-Protection Adaptive Roller Kit
X-ray systems	359	RTR4-L
Total	29,681	

Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Notes: The time frame covered by this table refers to the fiscal years in which DOD authorized the equipment for procurement or for transfer.

No EOD equipment was authorized in fiscal year 2008.

- Of the nearly 30,000 EOD items DOD funded for the ANDSF, almost 19,000 were for the ANA, and nearly 11,000 were for the ANP.
- DOD data show that DOD authorized the procurement of more than three-quarters of the key EOD equipment in fiscal year 2013. A DOD document from that year cited a significant gap in the ANDSF’s ability to deploy teams to counter IEDs. According to a DOD official, it was also the last year in which U.S. forces partnered with ANA and ANP units to train and equip them to independently conduct route clearance operations before the U.S. combat mission ended in December 2014.






¹⁹DOD has defined effective enemy-initiated attacks as security incidents initiated by the enemy that result in at least one noninsurgent death or injury.

Enclosure V

Key U.S.-Funded Intelligence, Surveillance, and Reconnaissance (ISR) Equipment for the Afghan National Defense and Security Forces (ANDSF)

According to Department of Defense (DOD) data, the United States funded more than 16,000 key ISR equipment items for the ANDSF in fiscal years 2007 through 2016 (see fig. 9).

Figure 9: Quantities and Types of Key U.S.-Funded Intelligence, Surveillance, and Reconnaissance Equipment for the Afghan National Defense and Security Forces, Fiscal Years 2007–2016

	Category	Quantity	Types
	Night vision devices	16,035	Passive vision system (PVS-14, PVS-7) and aviator night vision imaging system (ANVIS-6, ANVIS-9)
	Radio monitoring systems	120	Wolfhounds
	Ground-based operational surveillance systems	22	Rapid Aerostat Initial Deployment Tower
	Unmanned air systems	8	ScanEagle
	Surveillance balloons	6	Aerostat
	Total	16,191	

Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Notes: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement or for transfer.

The equipment listed for any given category in the “Types” column of the figure above constitutes an exhaustive list of items for that category.

- Night vision devices represent approximately 99 percent of the ISR equipment in the DOD data. About 10,200 of the night vision devices were for the Afghan National Army (ANA), and about 5,800 were for the Afghan National Police (ANP). The remaining ISR items were all for the ANA.
- According to DOD documentation, ISR is an emergent capability for the ANA, which is still developing the ability to conduct intelligence-driven operations and continues to rely on contractor support to maintain ISR systems.
- The ScanEagle unmanned air systems carry cameras and are intended to provide timely and accurate ISR, allowing for intelligence-driven operations at the tactical level, according to DOD documentation. DOD officials told us that DOD plans to send the ScanEagles to Afghanistan in phases, with the goal of having all eight transferred to the ANDSF in late 2017.

Biometrics and Positioning System Equipment

The United States has also funded biometrics and positioning equipment for the ANDSF.²⁰ The biometrics system included numerous components, such as computers; webcams; and fingerprint, palm, and iris scanners. The biometrics system is used to store and manage personal identification information that can be used to vet ANDSF personnel; ensure ANDSF salary payments are sent to current employees; and support law enforcement, security, and intelligence operations, according to DOD documentation and officials.²¹ DOD funded biometrics components in fiscal years 2008 through 2016, according to DOD data.

According to DOD data, the United States has also funded the Afghan National Tracking System, which is composed of various items, including global positioning system equipment. The system provides location and identification data for purposes such as allowing the Afghan Air Force and ANA Special Operations Command to track the location of ANDSF forces and aircraft, in part to reduce friendly fire incidents, according to DOD documentation. According to DOD data, the system was funded in fiscal years 2011 through 2013 for the ANA and the ANP.

²⁰According to a DOD official, biometrics and positioning system equipment is challenging to quantify. For example, the biometrics system called the Afghan Automated Biometrics Information System is made up of many different components but operates as one system. Thus, we did not include specific quantities for these systems in this report.





²¹We have previously reported on the role of biometric information in preventing insider attacks on U.S. and coalition military personnel in Afghanistan. For example, DOD has used its own biometric information system to help screen ANDSF members before they come into contact with DOD personnel. For more information, see *Afghanistan: Key Oversight Issues*, [GAO-13-218SP](#) (Washington, D.C.: Feb. 11, 2013).

Enclosure VI

U.S.-Funded Aircraft for the Afghan National Defense and Security Forces (ANDSF)

According to Department of Defense (DOD) data, the United States funded 208 aircraft for the ANDSF in fiscal years 2007 through 2016; more than half were helicopters, and more than a quarter were transport/cargo airplanes (see fig. 10). These aircraft were for the Afghan National Army's two air components, the Afghan Air Force and the Special Mission Wing.²²

Figure 10: Quantities and Types of U.S.-Funded Aircraft for the Afghan National Defense and Security Forces, Fiscal Years 2007–2016

	Category	Quantity	Types
	Helicopters	110	Mi-17, MD-530
	Transport/cargo airplanes	60	C-208, C-182, C-130, T-182, G-222, AN-32 ^a
	Light attack airplanes	20	A-29
	Intelligence, reconnaissance, and surveillance airplanes	18	PC-12
	Total	208	

Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Notes: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement.

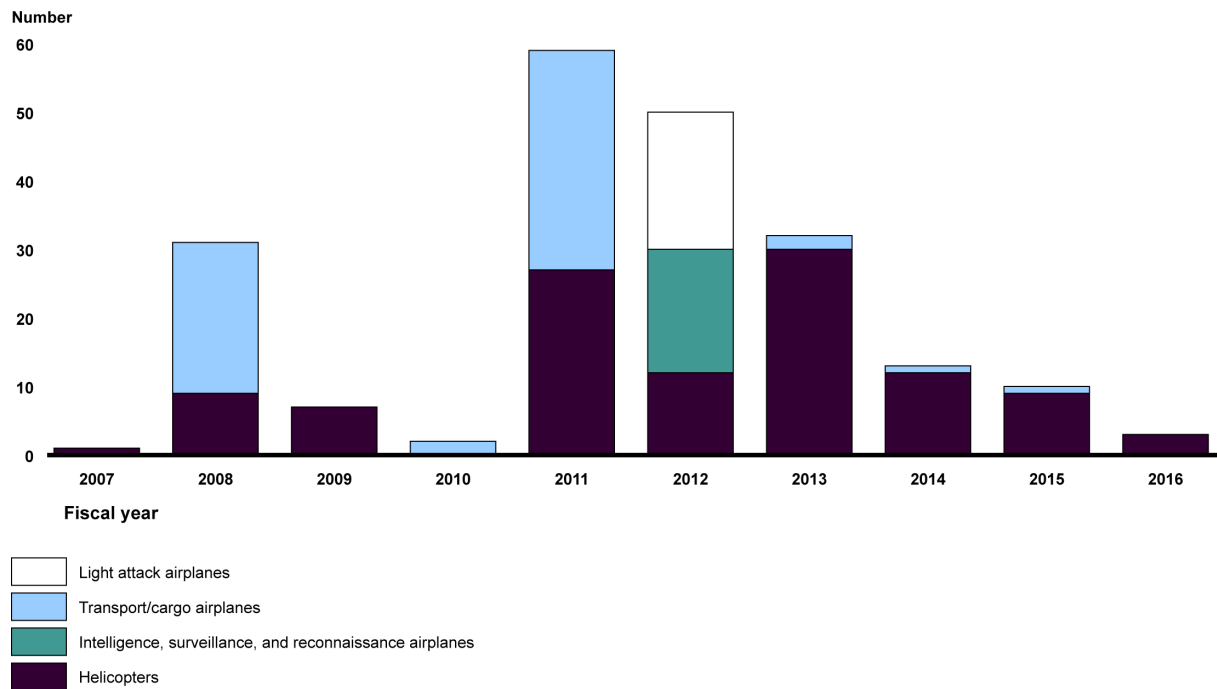
The equipment listed for any given category in the "Types" column of the figure above constitutes an exhaustive list of items for that category.

^aThe T-182, G-222, and AN-32 airplanes are decommissioned aircraft that are no longer in inventory.

The first aircraft DOD authorized for procurement for the ANDSF was the Mi-17 helicopter in fiscal year 2007, followed by transport/cargo airplanes in fiscal year 2008. The introduction of light attack airplanes funded in fiscal year 2012 reflected an aircraft modernization plan DOD developed in 2010 (see fig. 11). The PC-12 was also funded in fiscal year 2012, primarily to provide intelligence, surveillance, and reconnaissance support to the Special Mission Wing.

²²The Special Mission Wing provides expeditionary support for counterterrorism and counternarcotics missions, according to DOD. To date, the United States has not funded any aircraft for the Afghan National Police.

Figure 11: Quantity of U.S.-Funded Aircraft for the Afghan National Defense and Security Forces, by Type and Authorization Year, Fiscal Years 2007–2016



Source: GAO analysis of Department of Defense (DOD) data. | GAO-17-667R

Note: The time frame covered by this figure refers to the fiscal years in which DOD authorized the equipment for procurement.

DOD plans to use appropriations passed by Congress in May 2017 to fund an aviation transition program for the Afghan Air Force and Special Mission Wing to address capability gaps identified by DOD. This program includes plans to procure the UH-60 helicopter to replace the Russian-made Mi-17.²³ The program would also provide additional armed MD-530 helicopters and A-29 light attack airplanes, while also introducing the AC-208, an armed variant of the C-208 transport/cargo airplane. According to the commander of U.S. Central Command, this program is needed to improve the effectiveness of the ANDSF, reduce its casualties, and allow it to have an advantage over the insurgents and terrorists it faces.

Air-to-Ground Munitions

According to DOD data, the United States has funded various air-to-ground munitions for the Afghan National Army in fiscal years 2007 through 2017.²⁴ According to DOD documentation, such munitions provide critical air support to ground forces. These munitions include the following:

²³According to DOD’s data, the United States has funded 80 Mi-17 helicopters since fiscal year 2007, representing over a third of all U.S.-funded aircraft for the ANDSF.

²⁴The air-to-ground munitions described in this report all exceed .50 caliber in diameter.

- about 214,00 unguided rockets (e.g., 57mm and 80mm rockets for use on Mi-17 helicopters and Hydra rockets for use on MD-530 helicopters and A-29 light attack airplanes);²⁵
- more than 8,700 general-purpose bombs for use with the A-29 light attack airplanes (e.g., 250-pound MK-81 and 500-pound MK-82 and BLU-111 bombs) and more than 1,000 kits to enhance the accuracy of those bombs (e.g., GBU-12 and GBU-58 guided bomb kits); and
- 1,815,000 rounds of ammunition for the 23mm Gryazev-Shipunov cannon used on Mi-17 helicopters.

DOD documentation stated that, as of June 2017, the Afghan Air Force was able to deploy the general-purpose bombs from the A-29 light attack airplane with high accuracy and would receive training to deliver guided bombs in the future.

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²⁵In addition to the munitions listed here, DOD funded 15,000 unguided rockets for the ANDSF to practice with in training exercises.

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