

INSPECTOR GENERAL

U.S. Department of Defense

AUGUST 8, 2019



Evaluation of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip Afghan Tactical Air Coordinators, Air Liaison Officers, and Afghan Air Targeting Officers

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Results in Brief

Evaluation of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip Afghan Tactical Air Coordinators, Air Liaison Officers, and Afghan Air Targeting Officers

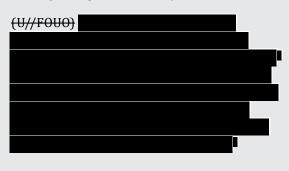
August 8, 2019

Objective

We determined whether U.S. and Coalition efforts to train, advise, assist, and equip Afghan tactical air coordinators (ATACs), air liaison officers, and Afghan air targeting officers met U.S. and Coalition objectives in support of developing Afghan air-to-ground integration (AGI).¹

Background

In partnership with North Atlantic Treaty Organization (NATO) allies and partners, the United States focuses on training, advising, assisting, and equipping the Afghan National Defense and Security Forces (ANDSF) under the NATO-led Resolute Support mission. Resolute Support military and contracted advisors conduct train, advise, assist, and equip missions with the ANDSF through regional Train, Advise, Assist Commands (TAACs) and regional task forces. TAAC-Air supports the Afghan Air Force (AAF), and the **NATO Special Operations Component** Command-Afghanistan (NSOCC-A) supports the Afghan Special Security Forces.



¹ (U//FOUO)

- ² Fratricide is the accidental killing of one's own forces.
- ³ AAF has ATACs and air liaison officers; Afghan Special Security Forces has ATACs and Afghan air targeting officers.

Finding

We determined that the U.S. and Coalition efforts to train, advise, assist, and equip ATACs, air liaison officers, and air targeting officers did not fully meet operational objectives for the ATACs to provide independent AGI support to Afghan ground forces with minimal casualties and fratricide.

Specifically, TAAC-Air did not meet its objective to develop ATACs capable of coordinating airdrop operations with AAF pilots to resupply ANDSF ground units. This occurred because TAAC-Air ATAC advisors made a decision not to train ATACs on coordinating airdrops, although airdrop training was in the training curriculum.

Additionally, TAAC-Air did not have a detailed training curriculum for Afghan air liaison officers. This occurred because TAAC-Air did not provide adequate oversight of the contracted advisors to verify that the contracted advisors developed a detailed curriculum for training Afghan air liaison officers.

Furthermore, TAAC-Air and NSOCC-A advisors did not track the operational effectiveness of deployed ATACs, and targeting officers. This occurred because TAAC-Air operations and intelligence sections collected operational data on AAF airstrikes, but did not disseminate that data to TAAC-Air and NSOCC-A AGI advisors. Furthermore, NSOCC-A did not have a plan with objectives and milestones to develop ATACs and targeting officers within Afghan Special Security Forces units.

The inability to coordinate airdrop operations increases the risk that ANDSF units operating in areas without airfields or helicopter landing zones will not receive critical supplies. Additionally, the lack of a detailed training curriculum for air liaison officers increases the risk that the ANDSF will have unqualified air liaison officers, which could result in an increase in unsuccessful air-to-ground missions, as well as an increased risk of civilian casualties and fratricide. Further, without tracking operational effectiveness data, neither TAAC-Air nor NSOCC-A advisors could measure progress or adjust training and advising efforts to meet operational objectives.

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Results in Brief

Evaluation of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip Afghan Tactical Air Coordinators, Air Liaison Officers, and Afghan Air Targeting Officers

Recommendations

We recommend that the TAAC-Air Commander:

- Determine whether coordinating airdrops should remain an operational objective for ATACs in the Afghan AGI program.
- Enforce the requirement that the air liaison officer program contractor develop detailed training curriculum for air liaison officer training that includes, at a minimum, training objectives, course content, and competencies required to pass the course.
- Direct TAAC-Air personnel, in coordination with NSOCC-A personnel, to identify operational data needed to measure AGI effectiveness, collect that data, and distribute the data to AGI advisors.
- Direct TAAC-Air personnel to use the operational data to inform and adjust train, advise, assist, and equip efforts for Afghan tactical air coordinators and air liaison officers.

We recommend that the NSOCC-A Commander:

- Direct Afghan Special Security Forces AGI advisors to use the operational data to inform and adjust train, advise, assist, and equip efforts for Afghan tactical air coordinators and tactical air coordinators.
- Develop a plan with specific objectives and milestones for Afghan Special Security Forces AGI capability that includes all Afghan special operations components with ATACs and targeting officers.

Management Comments and Our Response

The NATO Air Command–Afghanistan Chief of Staff, responding for the TAAC-Air Commander, agreed with the recommendation regarding training and curriculum and stated that the TAAC-Air Commander revised the ATAC syllabus to include airdrop training and that the NATO Air Command–Afghanistan determined that the current air liaison officer curriculum met requirements for specificity, content, and competency. However, we found that the curriculum lacked minimum training objectives or specified competencies necessary for the student to pass the course. While the Chief of Staff addressed the airdrop portion of the recommendation, he only partially addressed the curriculum portion of the recommendation. Therefore, we consider this recommendation unresolved.

The NATO Air Command–Afghanistan Chief of Staff agreed with the recommendations to direct TAAC-Air personnel to identify, collect, and distribute operational data to the AGI advisors and the recommendation to direct TAAC-Air personnel to use the TAAC-Air collected operational data to inform and adjust train, advise, assist, and equip efforts for Afghan tactical air coordinators and air liaison officers. We consider these recommendations resolved, but open.

The NATO Special Operations Component Command– Afghanistan Chief of Staff agreed with the recommendation to direct air-to-ground integration advisors to use operational data collected by TAAC-Air to inform and adjust train, advise, and assist efforts. We consider this recommendation closed.

The NATO Special Operations Component Command– Afghanistan Chief of Staff agreed with the recommendation to develop a plan with specific objectives and milestones for Afghan Special Security Forces air-to-ground capability. We consider this recommendation resolved, but open.

Please see the Recommendations Table on the next page for the status of recommendations.

Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Commander, Train, Advise, Assist Command–Air	1	3	2
Commander, NATO Special Operations Component Command–Afghanistan	None	4	3

Note: The following categories are used to describe agency management's comments to individual recommendations.

- Unresolved Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** OIG verified that the agreed upon corrective actions were implemented.





INSPECTOR GENERAL DEPARTMENT OF DEFENSE 4800 MARK CENTER DRIVE ALEXANDRIA, VIRGINIA 22350-1500

August 8, 2019

MEMORANDUM FOR COMMANDER, RESOLUTE SUPPORT COMMANDER, NATO AIR COMMAND–AFGHANISTAN COMMANDER, NATO SPECIAL OPERATIONS COMPONENT COMMAND–AFGHANISTAN

SUBJECT: Evaluation of U.S. and Coalition Efforts to Train, Advise, Assist, and Equip Afghan Tactical Air Coordinators, Air Liaison Officers, and Afghan Air Targeting Officers (Report No. DODIG-2019-110)

This final report provides the results of the DoD Office of Inspector General's evaluation. We previously provided copies of the draft report and requested written comments on the recommendations. We considered management's comments on the draft report when preparing the final report. These comments are included in the report.

This report contains a recommendation that we consider unresolved because comments from the Chief of Staff of the North Atlantic Treaty Organization Air Command–Afghanistan did not fully address the recommendations presented in the report.

Therefore, as discussed in the Recommendations, Management Comments, and Our Response sections of this report, the recommendation remain open. We will track this recommendation until an agreement is reached on the actions to be taken to address the recommendations, and adequate documentation has been submitted showing that the agreed-upon action has been completed.

DoD Instruction 7650.03 requires that recommendations be resolved promptly. Therefore, please provide us within 30 days your response concerning specific actions in process or alternative corrective actions proposed on the recommendations. Your unclassified response should be sent to either

and any classified response should be sent to

If you have any questions, please contact

arolys R. Hanty Carolyn R. Hantz

Assistant Inspector General for Evaluations, Programs, Combatant Commands, and Overseas Contingency Operations

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Introduction

Objective

We determined whether U.S. and Coalition efforts to train, advise, assist, and equip Afghan tactical air coordinators (ATACs), air liaison officers, and Afghan air targeting officers met U.S. and Coalition objectives in support of developing Afghan air-to-ground integration (AGI).⁴

Background

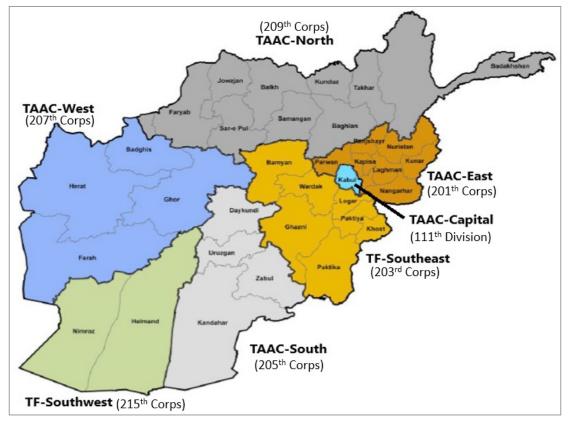
U.S. Mission in Afghanistan

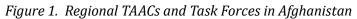
According to the June 2018 DoD Report "Enhancing Security and Stability in Afghanistan," the U.S. objective in Afghanistan is to prevent it from becoming a haven from which terrorist groups can plan and execute attacks against the U.S. homeland, U.S. citizens, and our interests and allies abroad. To achieve this objective, U.S. Forces–Afghanistan conducts two concurrent missions. First, through Operation Freedom's Sentinel, U.S. forces conduct counterterrorism missions against al-Qaeda, the Islamic State of Iraq and Syria–Khorasan, and their associates in Afghanistan to prevent their resurgence and ability to conduct external attacks. Second, in partnership with North Atlantic Treaty Organization (NATO) allies and operational partner nations, U.S. forces train, advise, and assist the Afghan National Defense and Security Forces (ANDSF) under the Resolute Support mission.

NATO Resolute Support Mission

The NATO-led Resolute Support mission focuses on training, advising, and assisting the ANDSF, the Afghan Ministry of Defense, and the Afghan Ministry of Interior to achieve and maintain a stable Afghanistan during a period of conflict. Resolute Support advisors conduct train, advise, assist, and equip missions with the ANDSF through regional Train, Advise, Assist Commands (TAACs) and regional task forces. Additionally, two functionally-aligned train, advise, and assist commands, TAAC-Air and the NATO Special Operations Component Command-Afghanistan (NSOCC-A) do not have regional boundaries and they work with the ANDSF throughout Afghanistan. TAAC-Air provides train, advise, assist, and equip support to the Afghan Air Force (AAF), while NSOCC-A provides train, advise, assist, and equip support to the Afghan Special Security Forces. See Figure 1 for a map of the Resolute Support TAACs and task forces and their partnered ANDSF units in Afghanistan.

4 (U//FOUO)





Source: DoD Report "Enhancing Security and Stability in Afghanistan," June 2018.

Afghan National Defense and Security Forces

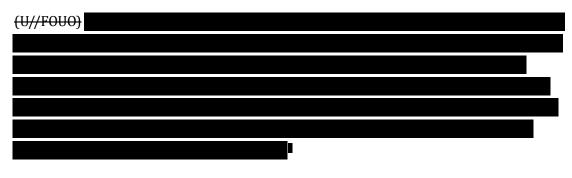
The ANDSF consists of 382,000 personnel from the Afghan National Army (ANA), Afghan National Police, and Afghan Local Police. The ANA includes all of Afghanistan's ground and air forces.

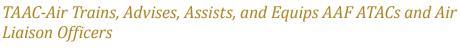
- The largest ANA elements are the six regional corps, conventional ground forces responsible for their geographic region, and the 111th Capital Division, which is responsible for security in Kabul.
- The AAF is the primary air enabler for the ANDSF and is responsible for air mobility and aerial attack missions across Afghanistan. The AAF consists of eleven detachments and three wings: Kabul Air Wing, Kandahar Air Wing, and Shindand Air Wing; a fourth wing, in Mazar-e-Sharif, should become operational in late 2019.
- The Afghan Special Security Forces include the Afghan National Army Special Operations Command (ANASOC), the Special Mission Wing, the General Command of Police Special Units, and other special operations elements.

ANDSF Air-to-Ground Integration



Based on our review of Coalition and Afghan targeting documents, the ANDSF conducts AGI using a targeting process to identify, prioritize, and destroy enemy targets. First, a ground unit identifies enemy targets and strike requirements. Air liaison officers or targeting officers then develop target packages and submit them to the Ministry of Defense, which prioritizes targets and analyzes the target packages for compliance with policies and for risks of civilian casualties or fratricide. The Ministry of Defense forwards approved target packages to the AAF's Mission Planning Cell, which further develops the target packages, conducts quality control, and presents them to the flight crew. The flight crew conducts the mission and may engage the target in coordination with ATACs on the ground.





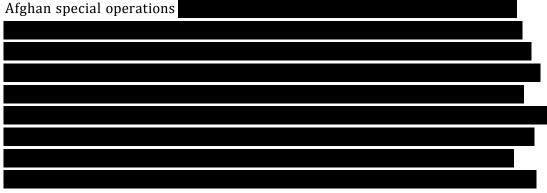
(U//FOUO)

AAF ATACs and air liaison officers train in Kabul at the Air-to-Ground Operations School and the Kabul AGI Squadron. TAAC-Air trains, advises, assists, and equips the AAF AGI Directorate, its ATACs, and its air liaison officers through a mixture of U.S. and Coalition service members and contractors. See Figure 2 for the NSOCC-A advising structure for ANDSF AGI personnel.

⁵ (U//FOUO)			

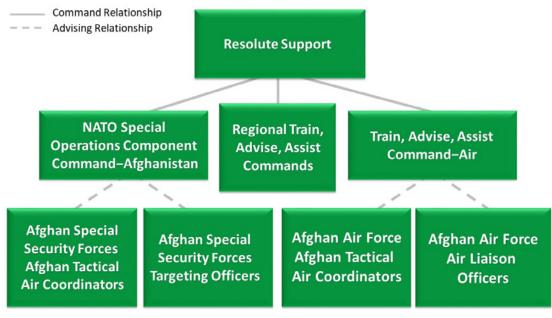
NSOCC-A Trains, Advises, Assists, and Equips Special Operations ATACs and Air Targeting Officers

(U//FOUO) Although they perform the same functions as the air liaison officers, the Afghan Special Security Forces call these positions Afghan Air Targeting Officers.



See Figure 2 for the NSOCC-A advising structure for ANDSF AGI personnel.

Figure 2. Coalition Advising Structure for Afghan National Defense and Security Forces Air to Ground Integration Personnel



Source: DoD OIG.

Finding

U.S. and Coalition Forces Did Not Meet All Objectives for Developing ANDSF AGI Capabilities

U.S. and Coalition efforts to train, advise, assist, and equip ATACs, air liaison officers, and targeting officers did not meet some of the AGI objectives related to the development of an independent ANDSF AGI capability. Specifically, we found that TAAC-Air:

- did not meet its objective to develop ATACs capable of coordinating airdrop operations to resupply ANDSF ground units;
- did not have a detailed curriculum to train Afghan air liaison officers on targeting for airstrikes; and
- did not track, with NSOCC-A advisors, the operational effectiveness of deployed ATACs and targeting officers supporting airstrike and airdrop missions.

This occurred because:

- The current rotation of TAAC-Air advisors made a decision not to train or advise ATACs on airdrop operations during initial ATAC training at the Air-to-Ground Operations School or during ATAC continuation training; and
- TAAC-Air operations and intelligence personnel collected operational data on AAF airstrikes, but did not disseminate the data to TAAC-Air and NSOCC-A AGI advisors. Further, NSOCC-A did not have an AGI plan with objectives and milestones to develop ATACs and targeting officers within Afghan Special Security Forces units.

Without improvements to manage these AGI programs, TAAC-Air and NSOCC-A efforts may result in ATACs, air liaison officers, and targeting officers who are insufficiently trained in coordinating independent ANDSF airstrike and airdrop missions. This lack of training could lead to an increase in unsuccessful air-to-ground missions, as well as an increased risk of civilian casualties and fratricide.

U.S. and Coalition Efforts to Develop ANDSF Air-to-Ground Integration

History of Afghan National Army AGI Development

U.S. and Coalition forces began to train and equip ATACs in 2013. Despite training more than 400 ATACs and providing tactical equipment, the program failed to create a sustainable AGI capability. Further, ANA ground force commanders often reassigned ATACs to other duties where their ATAC skills were unutilized.

On October 1, 2017, an AAF aircraft on a mission in Helmand province mistakenly struck an Afghan police unit, killing 10 people. In October 2017, after this fratricide incident, TAAC-Air adjusted the Afghan AGI program to develop baseline qualifications for ATACs. The new program created ATAC billets within the AAF instead of the ANA regional corps. This allowed the AAF to gain control of ATACs supporting Army operations.

History of Afghan Special Operations AGI Development

In November 2016, the ANASOC Special Operations Advisory Group began developing an air-to-ground capability within the Afghan Special Security Forces. According to an August 2017 ANASOC Special Operations Advisory Group white paper, the program had trained and fielded ATACs, but the Afghan Special Security Forces still lacked a capability to accomplish air targeting, planning, and coordination because they lacked an equivalent to the AAF air liaison officer. According to the August 2017 ANASOC Special Operations Advisory Group white paper, this caused the Afghan Special Security Forces to fall behind the conventional forces with respect to AGI. Therefore, in early 2018, the ANASOC Special Operations Advisory Group began training targeting officers. The first Afghan Air Targeting Officer course had 10 students, with nine who graduated.

TAAC-AIR Objectives for ANDSF AGI

TAAC-Air established the following five objectives with milestones pertaining to AAF ATACs and air liaison officers within the Afghan AGI enterprise.

- 1. By January 2019, ATACs will be capable of providing daytime close air attack and airdrop support to three corps simultaneously.⁶
- 2. By January 2020, ATACs will be capable of providing daytime and night close air attack and airdrop support to three corps simultaneously.



- 3. By May 2020, developed and approved AAF led AGI initial and continuation-training programs will be occurring.
- 4. By May 2020, the AAF AGI Directorate will be responsible for organizing, training, and providing equipment for the AGI enterprise to meet tashkil requirements.⁷
- 5. By December 2022, ATACs will be capable of providing daytime and night close air attack and airdrop support to six corps simultaneously.

TAAC-Air Did Not Meet Its Objective to Develop ATACs Capable of Coordinating Airdrop Operations

We determined that TAAC-Air met the first part of its January 2019 operational objectives because its developed ATACs who are capable of coordinating daytime close air attack. According to the TAAC-Air AGI branch leadership, the AAF AGI Directorate deployed trained ATACs to AGI squadrons at the three AAF wings. We visited the three AAF Wings and met with personnel in the AGI squadrons. We observed that ATACs can deploy from these three AAF Wings to provide close air attack support to all six ANA corps simultaneously, exceeding the close air attack milestone. However, TAAC-Air did not meet the second part of the objective because it did not develop ATACs who are capable of coordinating airdrop support to the ANA.

TAAC-Air did not develop ATACs capable of coordinating airdrops because TAAC-Air did not include airdrop coordination into either the initial ATAC training at the Air-to-Ground Operations School or the ATAC continuation training at regional locations. Specifically, in February 2019, the TAAC-Air AGI Director stated that TAAC-Air AGI advisors deliberately did not train the Afghans on airdrop.

Because TAAC-Air did not achieve its January 2019 objective for ATAC airdrop capability, TAAC-Air runs the risk that the AAF will not meet future milestones and the desired end state of an independent ANDSF AGI capability. Additionally, the lack of an airdrop capability puts ground units operating in areas without airfields and helicopter landing zones at risk of not receiving critical supplies. Furthermore, the inability to coordinate airdrop operations requires additional ground resupply missions, increasing the risk of attacks by insurgents on ANDSF, U.S., and Coalition forces.

⁷ The tashkil is the Afghan manning and equipment authorization document.

TAAC-Air Did Not Have a Detailed Training Curriculum for Afghan Air Liaison Officers

TAAC-Air began developing AAF air liaison officers during 2017. TAAC-Air provided a timeline with specific goals for the air liaison officer program with estimated dates for being partially and fully mission capable. Specifically, TAAC-Air developed goals to:

- influence the AAF to ensure that appropriate personnel are sourced and in place to conduct air liaison officer operations (partially capable by April 2019, fully capable by April 2021); and
- establish a training syllabus and implement a program for training AAF personnel to conduct air liaison officer operations (partially capable by December 2017, fully capable by April 2020).⁸

Using these partially capable dates, we determined that TAAC-Air met one of its stated goals and did not meet the second. Specifically, the AAF AGI Directorate deployed air liaison officers to five of the six Army corps. Additionally, advisors were training air liaison officers at the Air-to-Ground Operations School. However, TAAC-Air did not provide us a training syllabus or a program of instruction showing details of the air liaison officer training. Instead, TAAC-Air provided us with a spreadsheet that contained a training schedule with broad topic areas. The spreadsheet did not establish training objectives, provide instruction or course content, or identify competencies required to pass the course, which are all elements typically included in a course syllabus.

The lack of a training syllabus or program of instruction occurred because TAAC-Air did not provide adequate oversight of the contracted advisors to verify that the contracted advisors responsible for advising Afghan air liaison officers developed a detailed training curriculum in accordance with contract requirements. Specifically, the performance work statement requires the contractor to provide personnel for instruction and curriculum development to create training products that enable a sustainable Afghan Air Force training program. However, the TAAC-Air personnel responsible for overseeing the contractor did not verify that the contractor developed a detailed training curriculum before training air liaison officers.

As a result, there is a risk that TAAC-Air will not meet its objective of establishing a training syllabus by the fully capable milestone in April 2020. Additionally, a non-standardized training curriculum or ad-hoc program of instruction increases the risk that graduating air liaison officers are not fully or consistently trained on target development, fratricide avoidance, and civilian casualty mitigation procedures.

⁸ TAAC-Air did not define the specific requirements to meet partially capable and fully capable milestones.

TAAC-Air and NSOCC-A Advisors Did Not Track the Operational Effectiveness of Deployed ATACs and Targeting Officers

TAAC-Air tracked the effectiveness of deployed air liaison officers, but neither TAAC-Air nor NSOCC-A tracked the effectiveness of deployed ATACs and targeting officers. Specifically, we determined the following.

- TAAC-Air intelligence personnel tracked operational effectiveness of air liaison officers using data on targeting packages.
- TAAC-Air developed AGI measures of effectiveness for the AAF, but these metrics measured organizational structure and deployments, not operational successes and failures of ATACs.
- TAAC-Air also developed measures of performance that included indicators of operational effectiveness, such as strikes that involve ATACs; however, TAAC-Air did not track these indicators.
- NSOCC-A did not have defined program objectives or stated milestones for developing AGI across the Afghan Special Security Forces.
- NSOCC-A stated that special operations advisors could not track effectiveness of special operations units' AGI because ATACs are used only during independent operations when advisors are not present, due to the risk to U.S. and Coalition personnel.

TAAC-Air Personnel Tracked Targeting and Airstrike Data

TAAC-Air personnel tracked target and flight data; however, TAAC-Air AGI personnel and the special operation advisors did not use this data to inform training and advising of ATACs or targeting officers.

Specifically, TAAC-Air intelligence personnel, responsible for the air liaison officer program, tracked targeting packages to execution. The data in the targeting packages included information on the receipt of the target package by the Mission Planning Cell at AAF Headquarters, target location, strike details, flight data, intelligence assets used, and, if available, the battle damage assessment and strike results.

Additionally, TAAC-Air operations personnel received data from the AAF on air missions and validated this data using situational reports from TAAC-Air advisors to create TAAC-Air mission trackers for AAF airstrikes. The mission tracker included the date, number of aircraft on the mission, location, corps supported, targets, bombs dropped, rounds fired, strike success, and additional details from the pilot. Additional details included a narrative of the strike, with information such as whether an ATAC supported the strike, whether the strike on target was accurate, and whether there were any civilian casualty concerns. However, reports did not consistently contain details relevant to air-to-ground integration.

For example, of the 1,053 mission tracking records we reviewed, only 313 stated that an ATAC supported the strike. We were unable to determine whether the Afghans conducted the remaining 740 missions without ATAC support or that the Afghan pilots, who submitted these reports, did not accurately record ATAC support for these missions. Additionally, 249 of the 1,053 mission tracking records documented civilian casualty concerns or civilian presence. Our review of these records showed that the pilots did not perform any airstrikes against targets with a civilian presence. During those missions with civilians present, the reports stated that the pilots continued to other target locations that did not have civilians present. None of the reviewed records identified an occurrence of civilian casualties or fratricide.

Although TAAC-Air personnel were collecting this data, they did not share this data with the TAAC-Air advisors or with the special operations advisors who are responsible for training, advising, assisting, and equipping ATACs, air liaison officers, and targeting officers. As a result, the TAAC-Air and special operations advisors could not determine whether their efforts to train, advise, assist, and equip ATACs, air liaison officers, and targeting officers, and targeting officers.

Sharing Data Would Improve Training and Advising Efforts

We analyzed the TAAC-Air intelligence and operations sections' data to determine whether the data included information relevant to operational effectiveness of ATACs, air liaison officers, and targeting officers. We found that both of the data sets included information that, if shared among programs, would better inform training and advising of ATACs, air liaison officers, and targeting officers. Specifically, TAAC-Air intelligence data have more details on the target package submission, and TAAC-Air operations data have more information on strike execution, including the accuracy of target packages. If TAAC-Air air-to-ground integration personnel, TAAC-Air intelligence personnel, and the special operations advisors identified and agreed on the information needed to determine the operational effectiveness of air-to-ground operations, the TAAC-Air operations personnel could include this information in the mission trackers and provide the mission trackers to TAAC-Air and special operations advisors. This would inform TAAC-Air and special operations advisors on how to adjust training and advising efforts to meet operational objectives.

NSOCC-A Did Not Have Defined AGI Program Objectives or Milestones for Afghan Special Security Forces

NSOCC-A did not have a plan with defined program objectives or milestones for developing AGI across the Afghan Special Security Forces. Although the ANASOC Special Operations Advisory Group identified seven key tasks in its ANASOC AGI Program Plan, these tasks do not provide a plan that defines milestones and operational objectives for ATAC and targeting officer capabilities. Further, these key tasks are specific to ANASOC and do not include all special operations units with assigned ATACs and targeting officers, such as the General Command of Police Special Units. NSOCC-A needs an Afghan Special Security Forces-wide AGI plan with specific objectives and milestones to ensure that it develops an independent and sustainable AGI capability.

Conclusion

U.S. and Coalition train, advise, assist, and equip efforts did not fully meet operational objectives. TAAC-Air did not meet its objective to develop ATACs capable of coordinating airdrop operations to resupply ANDSF ground units because the current rotation of TAAC-Air advisors did not train ATACs on airdrop operations.

Additionally, TAAC-Air did not have a detailed training curriculum for training Afghan air liaison officers because TAAC-Air did not provide adequate oversight to verify that the contracted advisors developed a detailed curriculum for training Afghan air liaison officers.

Finally, although TAAC-Air operations personnel collected data on AAF airstrikes, TAAC-Air operations personnel did not provide this information to TAAC-Air or NSOCC-A advisors. Without this data, the advisors could not track operational effectiveness or use this information to adjust their training and advising efforts. As a result, there is an increased risk that U.S. and Coalition efforts may not achieve the desired end state of an independent ANDSF AGI capability.

Recommendations, Management Comments, and Our Response

Recommendation 1

We recommend that the Train, Advise, Assist Command-Air Commander:

- Determine whether coordinating airdrops should remain an operational objective for ATACs in the Afghan AGI program.
- Enforce the requirement that the Air Liaison Officer program contractor develop a detailed curriculum for Afghan Air Liaison Officer training that, at a minimum:
 - Includes training objectives, course content, and competencies required to pass the course.
 - Complies with Afghan air-to-ground integration doctrine and targeting policies.
 - Is sustainable when transferred to Afghan instructors.

Train, Advise, Assist Command–Air Comments

The NATO Air Command–Afghanistan Chief of Staff, responding for the TAAC–Air Commander, agreed with the recommendation, stating that coordinating airdrops is a valid operational objective and that TAAC-Air revised the ATAC syllabus to include airdrop training.

The Chief of Staff also stated that:

- The NATO Air Command–Afghanistan reviewed the air liaison officer curriculum and determined that it meets requirements for specificity, content, and competency requirements;
- The air liaison officer curriculum complies with Afghan air-to-ground integration doctrine and targeting policies, including targeting policy instruction, with specific attention on intelligence, surveillance, and reconnaissance management and employment of aerial fires in close proximity to friendly forces, while preventing fratricide and civilian casualties; and
- The course is sustainable when transferred to Afghan instructors and TAAC-Air continues to train Afghan instructors using its instructor syllabus.

Our Response

The response from the NATO Air Command–Afghanistan Chief of Staff satisfied the airdrop portion of the recommendation; however, the comments on the air liaison officer curriculum did not address the specifics of the recommendation. We disagree with the Chief of Staff determination that the air liaison officer curriculum met course requirements for specificity, content, and competency. Our analysis of the curriculum at the time of our fieldwork, found that the curriculum did not always include training objectives or identify core competencies required to pass the course. We consider this recommendation unresolved. Therefore, we ask that NATO Air Command-Afghanistan provide additional comments in response to the final report, identifying specific minimum course components within the air liaison officer syllabus. These minimum components must include training objectives, course contents, and competencies required for course completion.

Recommendation 2

We recommend that the Train, Advise, Assist Command-Air Commander:

- Direct Train, Advise, Assist Command-Air operations, intelligence, and air-to-ground integration personnel to identify operational data needed to measure air-to-ground integration effectiveness for Afghan tactical air coordinators, air liaison officers, and Afghan air targeting officers.
- Direct Train, Advise, Assist Command-Air operations personnel to collect the required data when possible in the mission trackers and periodically distribute the mission trackers to intelligence personnel, air-to-ground integration personnel, and the Afghan Special Security Forces Special Operations Advisory Groups.

Train, Advise, Assist Command–Air Comments

The NATO Air Command–Afghanistan Chief of Staff, responding for the TAAC–Air Commander, agreed with the recommendation and acknowledged that TAAC-Air directed the identification of operational data for measuring the effectiveness of ATACS and Air Liaison Officers. Additionally, the Chief of Staff stated that TAAC-Air has processes to share operational data between the operations and intelligence sections of TAAC-Air and with the Afghan Special Security Forces Special Operational Advisory Groups.

Our Response

The Chief of Staff's comments addressed all specifics of the recommendation. We consider this recommendation closed, and no further comments are required.

Recommendation 3

We recommend that the Train, Advise, Assist Command-Air Commander and the North Atlantic Treaty Organization Special Operations Component Command-Afghanistan Commander direct air-to-ground integration advisors to use the operational data collected in response to Recommendation 2 to inform and adjust train, advise, assist, and equip efforts for Afghan tactical air coordinators, air Liaison officers, and Afghan air targeting officers.

Train, Advise, Assist Command-Air Comments

The NATO Air Command–Afghanistan Chief of Staff, responding for the TAAC–Air Commander, agreed with the recommendation, stating that NATO Air Command–Afghanistan's evaluation of TAAC-Air's use of operational data showed that advisors used the data to inform daily efforts. The Chief of Staff continued to state that the use of this data has proven critical in greatly reducing afghan civilian casualties and friendly fire incidents.

Our Response

The Chief of Staff's comments addressed all specifics of the recommendation. Therefore, the recommendation is resolved, but remains open. We will close this recommendation once NATO Air Command–Afghanistan provides documentation showing the reduction in civilian casualties and friendly incidents resulting from ATAC or air liaison officer supported missions.

North Atlantic Treaty Organization Special Operations Component Command–Afghanistan Comments

(U//FOUO) The NATO Special Operations Component Command–Afghanistan Chief of Staff agreed with the recommendation,

Our Response

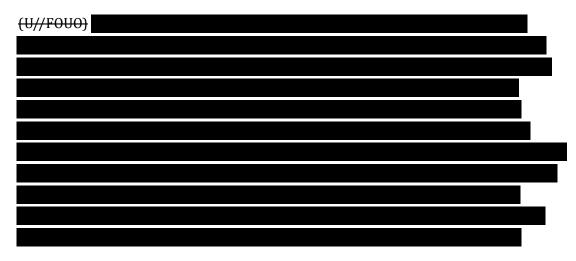
The Chief of Staff's comments addressed all specifics of the recommendation. We consider this recommendation closed, and no further comments are required.

Recommendation 4

We recommend that the North Atlantic Treaty Organization Special Operations Component Command–Afghanistan Commander develop a plan with specific objectives and milestones for Afghan Special Security Forces' air-to-ground integration capability that includes all Afghan Special Security Forces elements with Afghan tactical air coordinators and Afghan air targeting officers.

North Atlantic Treaty Organization Special Operations Component Command–Afghanistan Comments

The NATO Special Operations Component Command–Afghanistan Chief of Staff agreed with the recommendation.



Our Response

The Chief of Staff's response addressed all specifics of the recommendation. Therefore, the recommendation is resolved, but remains open. We will close this recommendation once we verify that the NATO Special Operations Component Command–Afghanistan has completed the memorandum of agreement.

Appendix

Scope and Methodology

We conducted this evaluation from October 2018 through June 2019 in accordance with the "Quality Standards for Inspection and Evaluation," published in January 2012 by the Council of the Inspectors General on Integrity and Efficiency. Those standards require that we adequately plan the evaluation to ensure that objectives are met and that we perform the evaluation to obtain sufficient, competent, and relevant evidence to support the findings, conclusions, and recommendations. We believe that the evidence obtained was sufficient, competent, and relevant to lead a reasonable person to sustain the findings, conclusions, and recommendations.

To understand the processes used to train, advise, assist, and equip ATACs, air liaison officers, and targeting officers, we interviewed officials from the office of the Under Secretary of Defense for Policy, the Defense Security Cooperation Agency, Resolute Support Headquarters and subordinate commands, U.S. Forces–Afghanistan, the Afghan Ministry of Defense, and the Afghan National Defense Security Forces. We conducted site visits to 15 locations in Afghanistan, including Resolute Support Headquarters, Hamid Karzai International Airport, Kandahar Airfield, Bagram Airfield, Camp Arena, Camp Morehead, and Camp Marmal. We also conducted teleconferences with U.S. and Coalition personnel who supported the air-to-ground integration enterprise at locations the project team could not visit due to security considerations.

We reviewed Federal laws directing controls over end-use monitoring of certain military exports and DoD polices on security cooperation, end-use monitoring of equipment, and advising. We also reviewed Resolute Support guidance on security force assistance. Additionally, we reviewed Afghan National Defense Security Forces doctrine, regulations, and standard operating procedures for air-to-ground integration.

Use of Computer-Processed Data

We used computer-processed data to perform this evaluation. Specifically, we used data from TAAC-Air on Afghan MD-530 and A-29 aircraft operations. We did not attempt to validate the accuracy of this data, as we used the data only to determine what operational data is available to inform training and advising efforts. We also used data from TAAC-Air on equipment provided to AAF personnel. To test the reliability of the data, we compared the equipment tracker against hand receipts signed when the Afghans received the equipment. The data were sufficiently reliable to support our findings and conclusions.

Oversight Coverage

During the last 5 years, the Government Accountability Office (GAO), the DoD Office of Inspector General (DoD OIG), and the Special Inspector General for Afghanistan Reconstruction (SIGAR) issued five reports related to U.S. and Coalition train, advise, assist, and equip efforts in Afghanistan.

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

Unrestricted DoD OIG reports can be accessed at <u>http://www.dodig.mil/reports.html/</u>.

Unrestricted SIGAR reports can be accessed at https://www.sigar.mil/.

GAO

GAO-18-662, "Afghanistan Security: Some Improvements Reported in Afghan Forces' Capabilities, but Actions Needed to Enhance DoD Oversight of U.S.-Purchased Equipment," September 20, 2018

This report reviewed the ANDSF capability and capacity to operate and sustain U.S.-purchased weapon systems and equipment. The GAO found that the DoD has taken steps to consider ANDSF input when identifying equipment requirements but faces difficulty identifying equipment that meets ANDSF needs because of challenges such as staff turnover and incomplete data. GAO recommended that the Secretary of Defense develop and implement options for collecting reliable information on the ANDSF ability to operate and maintain provided equipment and take steps to mitigate challenges reported in identifying ANDSF equipment needs.

GAO-19-251R, "Security Force Assistance: U.S. Advising of Afghan National Army Has Expanded Since 2015, and the U.S. Army Has Deployed a New Advising Unit," December 19, 2018

This report described the evolution of the U.S. approach for advising in Afghanistan under Resolute Support, and actions the U.S. Military Services have taken and plan to take to meet the additional advisor requirements for Afghanistan, and any challenges they may be experiencing.

DoD OIG

DODIG-2018-058, "Progress of U.S. and Coalition Efforts to Train, Advise, and Assist the Afghan Air Force," January 4, 2018

The DoD OIG evaluated U.S. and Coalition progress toward accomplishing the TAAC-Air mission to develop the Afghan Air Force into a professional, capable, and sustainable force. The DoD OIG found notable improvements in A-29 mission performance, night vision capability, and air-ground integration between AAF and ANA. The report also identified multiple areas for improvement; including that U.S. air advisors are not trained on the Afghan Air Force, its relationship with the Afghan National Army, the Afghan military staffing processes, and terminology peculiar to Afghanistan. The DoD OIG recommended that the Commander of the NATO Air Command–Afghanistan provide relevant and Afghan Air Force-specific training and information to incoming advisors.

SIGAR

SIGAR Report, "Reconstructing the Afghan National Defense and Security Forces: Lessons From the U.S. Experience in Afghanistan," September 2017

The report found that the U.S. government lacked a comprehensive approach to security sector assistance and a coordinating body to successfully implement the whole-of-government programs necessary to develop a capable and self-sustaining ANDSF. Further, the United States designed a force that was not able to provide nationwide security, especially as that force faced a larger threat than anticipated after the drawdown of coalition.

SIGAR 19-03 Audit Report, "Afghanistan National Defense and Security Forces: DOD Lacks Performance Data to Assess, Monitor, and Evaluate Advisors Assigned to the Ministries of Defense and Interior," October 2018

SIGAR found that DOD has not fully evaluated these efforts, and does not know whether the advisors assigned to the Ministry of Defense and the Ministry of Interior are meeting goals and milestones because it has not assessed, monitored or evaluated the advising efforts as required by its own guidance. SIGAR recommended that the Secretary of Defense comply with DoD policies regarding security cooperation assistance and incorporate specific, measurable performance standards into its current and future ministerial advising contracts.

Management Comments

Train, Advise, Assist Command–Air

	KABUL, AFGHANISTAN
	19 June 2019
MEMORANI	DUM FOR NATO AIR COMMAND-AFGHANISTAN
FROM: TAA	C-AIR/COS
SUBJECT: A	ir-to-Ground Integration (AGI) Responses to DODIG Report D2019-D00SPO-0017.000
Number: D20	orandum provides responses to the three recommendations from DODIG Project 019-D00SPO-0017.000. It addresses the three recommendations and the actions that are going to be put in place to act on the recommendation.
whether coor Coordinator Officer progr that at a mini pass the cour	nmend that the Train, Advise, Assist Command – Air Commander: Determine dinating airdrops should remain an operational objective for Afghan Tactical Air (ATAC)s in the Afghan AGI program, Enforce the requirement that the Air Liaison am contractor develop a detailed curriculum for Afghan Air Liaison Officer training mum: includes training objectives, course content, and competencies required to se; complies with Afghan air-to-ground integration doctrine and targeting policies; table when transferred to Afghan instructors." (DODIG PROJECT NO. D2019- 7.000)
a. TAAC-	Air agrees with this recommendation
Course to	Air AGI advisors have already altered the Afghan Tactical Air Coordinator Basic include the coordination of airdrops. Additionally, TAAC-Air has placed an focus on airdrops in both upcoming AGI Doctrine and Continuation Training plans
detailed an being trans contractor	Air Air Liaison Officer program contractors, have developed and distributed a nd overarching curriculum for the Air Liaison Officer (ALO) course, which is slowly sferred to the Afghan Air-to-Ground Operations School in Kabul. The ALO s have developed specific training objectives, course content, and competency nts for the ability to progress through the course
Assist Comm identify oper Tactical Air (Train, Advise possible in th personnel, Ai	mend that Train, Advise, Assist Command – Air Commander: Direct Train, Advise, hand – Air Operations, Intelligence, and Air-to-Ground Integration personnel to ational data needed to measure air-to-ground integration effectiveness for Afghan Coordinators, Air Liaison Officers, and Afghan Air Targeting Officers; and direct e, Assist Command - Air Operations personnel to collect the required data when he mission trackers and periodically distribute the mission trackers to Intelligence ir-to-Ground Integration personnel, and the Afghan Special Security Forces Special dvisory Groups." (DODIG PROJECT NO. D2019-D00SPO-0017.000)
a. TAAC-	Air agrees with the DODIG recommendation
operationa Afghan Na	Air advisors have recognized an inability within TAAC-Air to effectively use al data to measure the effectiveness for ATACs and ALO while deployed at the seven ational Army (ANA) Corps. While TAAC-Air has not focused solely on tents of Performance (MOP), there has been a focus from AGI advisors on

Train, Advise, Assist Command–Air (cont'd)

Measurements of Effort (MOE). Below are the different MOPs and MOEs of TAACAIR CJ3 AGI $\,$

c. MOP

- i. MOP 1: Number of ATACs produced from each course (tied to MOE 2)
- ii. MOP 2: ATAC combat power at each of the Squadrons (tied to MOE 2)
- iii. MOP 3: Strikes that involve ATACs in support of the Corps (tied to MOE 2 and 3)
- iv. MOP 4: Number of TAA missions per week at the Corps and Afghan Air Force (AAF) Kabul (tied to MOE 1, 2, and 3)
- ci. MOE
 - i. MOE 1: An Afghan developed an AGI battle rhythm that promotes cohesiveness across AGI (weekly staff meetings, daily accountability formation, etc.)
 - Indicator: delegation, task tracking, accountability
 - ii. MOE 2: An Afghan-developed organizational structure that enables Squadron leadership to organize, train, equip, and deploy its forces across their support Corps

- Indicator: proper management of Squadrons, qualified individuals assigned to Yak, ASI positions only filled with qualified ATACs, leadership positions filled by capable individuals, daily training routines

iii. MOE 3: A codified deployment process

- Indicator: ATACs deploying on 30-day deployments in support of each maneuver Corps, and their involvement in planning and execution of operations

cii. TAAC-Air is developing additional metric gathering tools to further refine information gathering of ATAC involvement in combat employment of air to ground munitions in comparison to other munitions coordination methods

4. "We recommend that Train, Advise, Assist Command – Commander direct Air-to-Ground Integration advisors to use the operational data collected in response to Recommendation 2 to inform and adjust train, advise, assist, and equip efforts for Afghan Tactical Air Coordinators, Air Liaison Officers, and Afghan Air Targeting Officers." (DODIG PROJECT NO. D2019-D00SPO-0017.000)

a. TAAC-Air agrees with this recommendation

b. TAAC-Air will develop lessons learned and conduct trend analysis within AGI from the data collected and will apply it to TAA focus areas as we continue to develop a professional, capable, and sustainable AAF AGI capability.



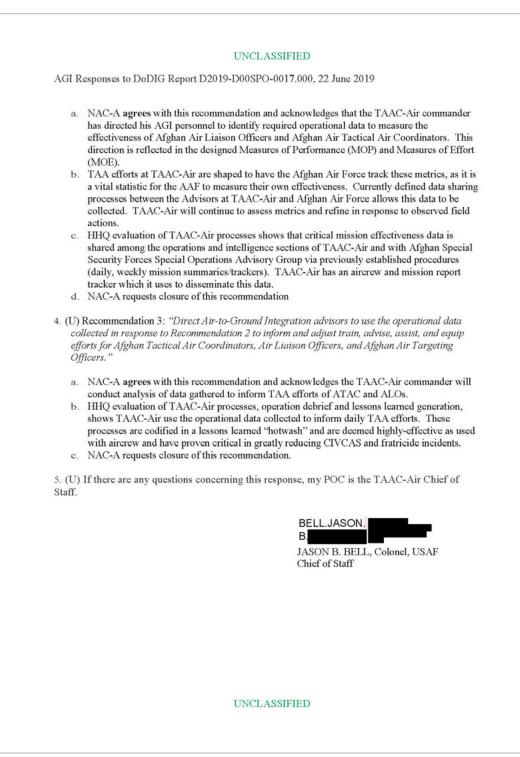
PATRICK C. DALEY, Col, USAF Chief-of-Staff

North Atlantic Treaty Organization Air Command–Afghanistan

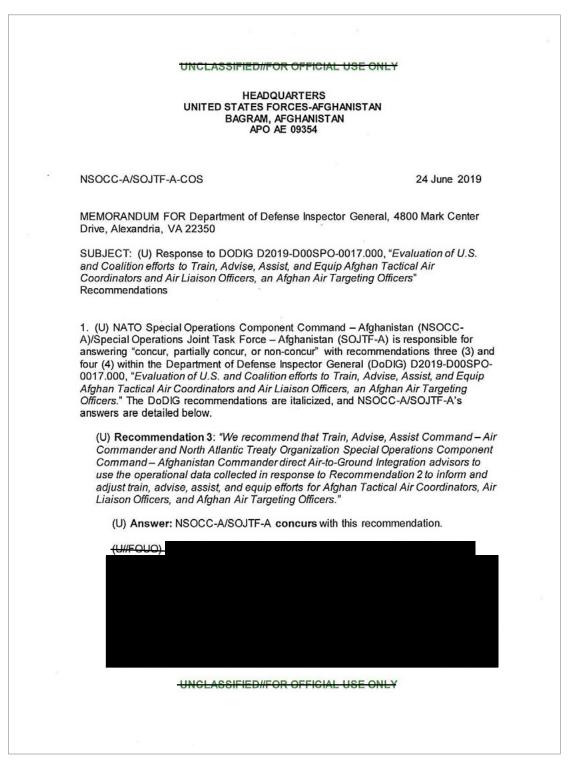
Y	DEPARTMENT OF THE AIR FORCE HEADQUARTERS 9 AIR & SPACE EXPEDITIONARY TASK FORCE – AFGHANISTAN KABUL, AFGHANISTAN
	22 June 20:
MEMC	RANDUM FOR DODIG
FROM	9 AETF-A/NAC-A
0017.0	CT: Air-to-Ground Integration (AGI) Responses to DoDIG Report D2019-D00SPO- 00, "U.S and Coalition Efforts to Train, Advise, Assist, and Equip Afghan Tactical Air inators and Air Liaison Officers"
and A:	This memorandum provides amplifying information to the responses from Train Advise, ssist Command – Air (TAAC-Air) for the subject DoDIG report. It validates the TAAC- ponses from the Higher Headquarters, NATO Air Command – Afghanistan (NAC-A).
objecti progra minimi compli	lecommendation 1: "Determine whether coordinating airdrops should remain an operational e for ATACs in the Afghan AGI program; Enforce the requirement that the Air Liaison Officer m contractor develop a detailed curriculum for Afghan Air Liaison Officer training that at a m: includes training objectives, course content, and competencies required to pass the course; es with Afghan air-to-ground integration doctrine and targeting policies; and is sustainable when red to Afghan instructors."
Ъ. с. d. е. 3. (V) I	NAC-A agrees with this recommendation, and acknowledges that TAAC-Air commander has determined coordinating airdrops is a valid operational objective of ATACs by virtue of revisions to the ATAC syllabus. NAC-A has reviewed the curriculum for the Air Liaison Course (ALO) course and course training standards developed by ALO program contractor and determined they meet requirements for specificity, content and competency requirements. This curriculum is reviewed on a recurring bases to ensure it remains accurate and evolves as Afghan AGI doctrine and Tactics, Techniques and Procedures advance. Review of the curriculum validates the course complies with Afghan Air-to-Ground Integration doctrine and targeting policies. The course provides three separate blocks of targeting policy instruction with specific attention on intelligence, surveillance, and reconnaissance (ISR) management and employment of aerial fires in close proximity to friendly force while preventing fraticide and/or civilian casualties. This course is sustainable when transferred to Afghan instructors. The course requirement is for both an Afghan Instructor as well as a Coalition Instructor. TAAC-AIR continues to build instructor ALO/ATACs capable of teaching with a dedicated instructor upgrade syllabus. NAC-A requests closure of this recommendation.

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North Atlantic Treaty Organization Air Command–Afghanistan (cont'd)



North Atlantic Treaty Organization Special Operations Component Command–Afghanistan



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North Atlantic Treaty Organization Special Operations Component Command–Afghanistan (cont'd)



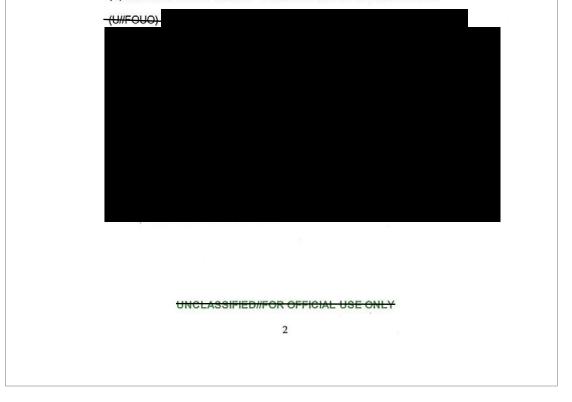
NSOCC-A/SOJTF-A-COS

SUBJECT: (U) Response to DODIG D2019-D00SPO-0017.000, Evaluation of U.S. and Coalition efforts to Train, Advise, Assist, and Equip Afghan Tactical Air Coordinators and Air Liaison Officers, an Afghan Air Targeting Officers recommendations

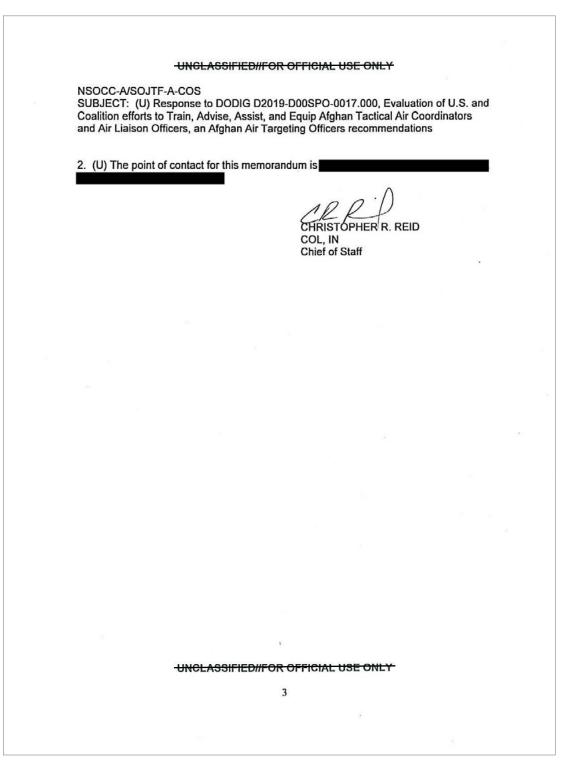


(U) Recommendation 4: "We recommend that the North Atlantic Treaty Organization Special Operations Component Command – Afghanistan Commander develop a plan with specific objectives and milestones for Afghan Special Security Forces' air-to-ground integration capability that includes all Afghan Special Security Forces elements with Afghan Tactical Air Coordinators and Afghan Air Targeting Officers."

(U) Answer: NSOCC-A/SOJTF-A concurs with this recommendation.



North Atlantic Treaty Organization Special Operations Component Command–Afghanistan (cont'd)



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Acronyms and Abbreviations

- AAF Afghan Air Force
- AGI Air-to-ground integration
- ANA Afghan National Army
- ANASOC Afghan National Army Special Operations Command
 - ANDSF Afghan National Defense Security Forces
 - ATAC Afghan Tactical Air Coordinator
 - NATO North Atlantic Treaty Organization
- NSOCC-A NATO Special Operations Component Command–Afghanistan
 - TAAC Train, Advise, Assist Command

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