



SIGAR

Office of the Special Inspector General
for Afghanistan Reconstruction

September 16, 2015

The Honorable Ashton B. Carter
Secretary of Defense

The Honorable Christine E. Wormuth
Under Secretary of Defense for Policy

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

General John F. Campbell
Commander, U.S. Forces-Afghanistan and
Commander, Resolute Support

I am writing to alert you to a potential critical shortage of cold-weather clothing for the Afghan National Defense and Security Forces (ANDSF). SIGAR is currently conducting an audit examining the procurement and supply of organizational clothing and individual equipment (OCIE) for the ANDSF. Based on our preliminary review, it appears that the ANDSF will not have enough cold-weather clothing for 2015 and 2016. A lack of cold-weather clothing could adversely impact the overall effectiveness of the Afghan National Army (ANA) and Afghan National Police (ANP), and degrade their operational capabilities.

We recently learned that there have been shortages of cold-weather clothing for the ANDSF since 2011. Between August 2011 and August 2013, the Combined Security Transition Command-Afghanistan (CSTC-A) did not order any cold-weather clothing through the Foreign Military Sales (FMS) process. CSTC-A did not order cold-weather clothing for the ANDSF during that time because in July 2011, CSTC-A transferred responsibility for OCIE procurements, including those for cold-weather gear, to the Afghan Ministries of Defense (MOD) and Interior (MOI). As a result, during 2012 and 2013, Afghan-awarded, but U.S.-funded, contracts were the main source of OCIE for the ANDSF. However, beginning in April 2013, CSTC-A raised concerns that some of those clothing contracts did not fully comply with U.S. law and informed the MOD and the MOI that the command would not reimburse the ministries for purchases made under these contracts.¹ According to CSTC-A and coalition advisors, both ministries subsequently cancelled all clothing contracts awarded after January 2013, and have not awarded any clothing contracts since.

Coalition advisors subsequently determined in 2013 and 2014 that clothing shortages had developed across the ANDSF. According to a coalition document detailing the ordering history of the ANP, as of July 2013, the ANP "had gone without proper uniforms for two years" and were

¹ CSTC-A conducted two audits in 2013, one each for MOD and MOI uniform contracts, that found some U.S.-funded Afghan uniform contracts did not comply with the National Defense Authorization Act for Fiscal Year 2013, which requires that "...any textile components supplied by the Department of Defense to the Afghan National Army or the Afghan National Police for purposes of production of uniforms..." must be produced in the United States. See Pub. L. No. 112-239, § 826, 126 Stat. 1632, 1833.

“approaching [their] third winter without proper uniforms.”² For example, calculations performed by coalition advisors show that the ANP had only 68,627 cold-weather coats on hand in July 2013, which is well below the 110,770 cold-weather coats that CSTC-A estimates the ANP needs on an annual basis to supply its new recruits and to replace damaged or lost coats for existing personnel. According to CSTC-A officials we interviewed, in August 2013, CSTC-A reassumed full responsibility for procuring ANDSF clothing. Shipments of clothing to the ANDSF resumed in May 2014. However, during this period, the FMS system only delivered cold-weather coats for the ANP. No other cold-weather items—such as sweaters, gloves, and caps—have been delivered for either the ANP or ANA.

It appears that the ANDSF will continue to suffer from a shortage of cold-weather gear for the foreseeable future. CSTC-A and coalition ANDSF advisors reported to SIGAR auditors that the existing supply of cold-weather clothing has nearly been depleted.³ Based on this information, we compared the coalition’s projected annual cold-weather clothing requirements for the ANP against confirmed FMS shipments since May 2014.⁴ According to our analysis, 130,154 cold-weather coats for use by the ANP were shipped to Afghanistan between May 2014 and November 2014, and no coats have been shipped since. This would have met the ANP’s annual requirement of 110,770 coats for 2014, leaving 19,384 additional coats available for 2015. However, the lack of subsequent shipments could leave a shortage of 91,386 cold-weather coats for winter 2015. While CSTC-A has ordered 75,960 coats for the ANP that were supposed to be delivered to Afghanistan by July 2015, they have yet to be delivered. An additional 15,000 coats are ordered but are not scheduled to be delivered until July 2016.

Although CSTC-A has ordered some other cold-weather items, such as wool sweaters and cold-weather undergarments, for the ANP, these orders do not appear to be adequate to fill the ANP’s projected needs for 2015 and 2016. For example, CSTC-A has ordered only 14,234 wool sweaters for the ANP for use in 2015 and 2016; coalition advisors estimate that the ANP needs 410,328 wool sweaters annually. Similarly, according to coalition estimates, the ANP needs 410,328 cold-weather undershirts but, as of July 2015, only 29,700 had been ordered and none delivered.

Although we are still in the process of collecting similar data on ANA OCIE levels and requirements, Department of Defense (DOD) and Afghan government officials told us that the ANA is facing comparable shortages. According to a DOD official responsible for tracking ANDSF equipment orders, all of the cold-weather clothing either delivered over the past year or expected to be delivered later in 2015 is destined for the ANP, and none has been ordered for or given to the ANA. If correct, this means that the ANA has gone at least 2 years without obtaining cold-weather items. CSTC-A now has 335,054 cold-weather coats on order for the ANA, but deliveries are not expected to arrive until March 2017. Based on the information CSTC-A provided to SIGAR thus far, it appears that CSTC-A has ordered no other cold-weather items for the ANA.

In order to ensure that the ANDSF is fully equipped for winter operations, CSTC-A and Resolute Support, in coordination with the Ministries of Defense and Interior, should:

1. Determine the number of cold-weather clothing items that the ANDSF currently has in stock and on order, as well as the anticipated dates any such items are to be delivered;

² Resolute Support Mission Essential Function 5, *Pseudo FMS Timeline and Rationale*, May 2015.

³ We have requested and are awaiting documentation on ANDSF inventories to verify these claims.

⁴ The coalition advisors’ projected annual requirements assume that the ANP will issue between one and three items of each article of clothing to every new recruit, and that the ANP will need to replace worn out or lost articles of clothing every 1 to 2 years for existing personnel.

2. Evaluate the extent of potential shortages in 2015 and 2016 of critical cold-weather clothing for the ANDSF; and
3. To the extent feasible, ensure that the ANDSF has an adequate number of cold-weather clothing items to issue to existing personnel and new recruits in 2015 and 2016.

I am submitting this letter pursuant to my authority under Public Law No. 110-181, as amended, and the Inspector General Act of 1978, as amended. Due to the urgency associated with this matter please provide the requested information by October 2, 2015. We will continue to assess this and other matters related to OCIE during the course of our ongoing audit. Should you or your staff have any questions about this request, please contact Ms. Gabriele Tonsil, Assistant Inspector General for Audits and Inspections, at [REDACTED]

Thank you in advance for your cooperation in this matter. I look forward to your response.

Sincerely,

A handwritten signature in black ink, appearing to read 'John F. Sopko', with a long horizontal flourish extending to the right.

John F. Sopko
Special Inspector General
for Afghanistan Reconstruction