



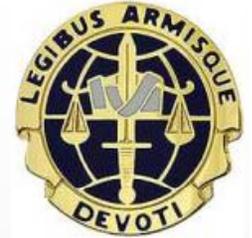
**JAG Pre-Deployment Training (JPT):  
Afghanistan Security Forces Fund (ASFF)**

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# **Afghanistan Security Forces Fund (ASFF): Overview and Recurring Issues**

**LTC Jose A. Cora  
Acting Chief,  
Contract and Fiscal Actions Branch (KFAB)**



## RESOURCES/POCs:

- MilSuite/MilBook: JAGConnect Contracts, Fiscal Law & Procurement Fraud Blog, *at* <https://www.milsuite.mil/book/groups/army-contract-and-fiscal-law-attorneys>.
- TJAGLCS, ADK: Fiscal and Contract Attorneys' Course Deskbooks and Video Presentations, *at* <https://www.jagcnet.army.mil/8525736A005BC8F9/0/F4F01C63D6ABD0BF85257353006B31C5?opendocument&noly=1>.



JAG Pre-Deployment Training (JPT):  
Afghanistan Security Forces Fund (ASFF)



## RESOURCES/POCs:

- JAGCNet Contract and Fiscal Law Document Library:  
<https://www.jagcnet.army.mil/ContractLawDocLib>
- USFOR-A SJA KFLD: MAJ Heidi Weaver, Contract and Fiscal Law Division, USFOR-A, at [heidi.e.weaver@afghan.swa.army.mil](mailto:heidi.e.weaver@afghan.swa.army.mil) (NIPR), [heidi.e.weaver@afghan.swa.army.smil.mil](mailto:heidi.e.weaver@afghan.swa.army.smil.mil) (SIPR), [heidi.e.weaver@afgn.centcom.isaf.cmil.mil](mailto:heidi.e.weaver@afgn.centcom.isaf.cmil.mil) (CENTRIX), and DSN 318-449-4767.
- CSTC-A SJA, K&F: MAJ James “JP” Leary, DSN: 318-449-0952, NIPR: [james.p.leary@afghan.swa.army.mil](mailto:james.p.leary@afghan.swa.army.mil), SIPR: [james.p.leary@afghan.swa.army.smil.mil](mailto:james.p.leary@afghan.swa.army.smil.mil)



JAG Pre-Deployment Training (JPT):  
Afghanistan Security Forces Fund (ASFF)



## RESOURCES/POCs:

- 1<sup>st</sup> Theater Sustainment Cmd. (under USARCENT, Kuwait): MAJ Alan Apple, DSN: 318-430-0165, NIPR: [alan.m.apple.mil@mail.mil](mailto:alan.m.apple.mil@mail.mil), SIPR: [alan.m.apple@mail.smil.mil](mailto:alan.m.apple@mail.smil.mil)
- KFAB Reachback Group: Ask questions on Milbook or e-mail/call the KFAB Paralegal, Mr. Randy Poole, at [randy.e.poole.civ@mail.mil](mailto:randy.e.poole.civ@mail.mil) and CIV 571-256-8186/DSN 312-260-7863



## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



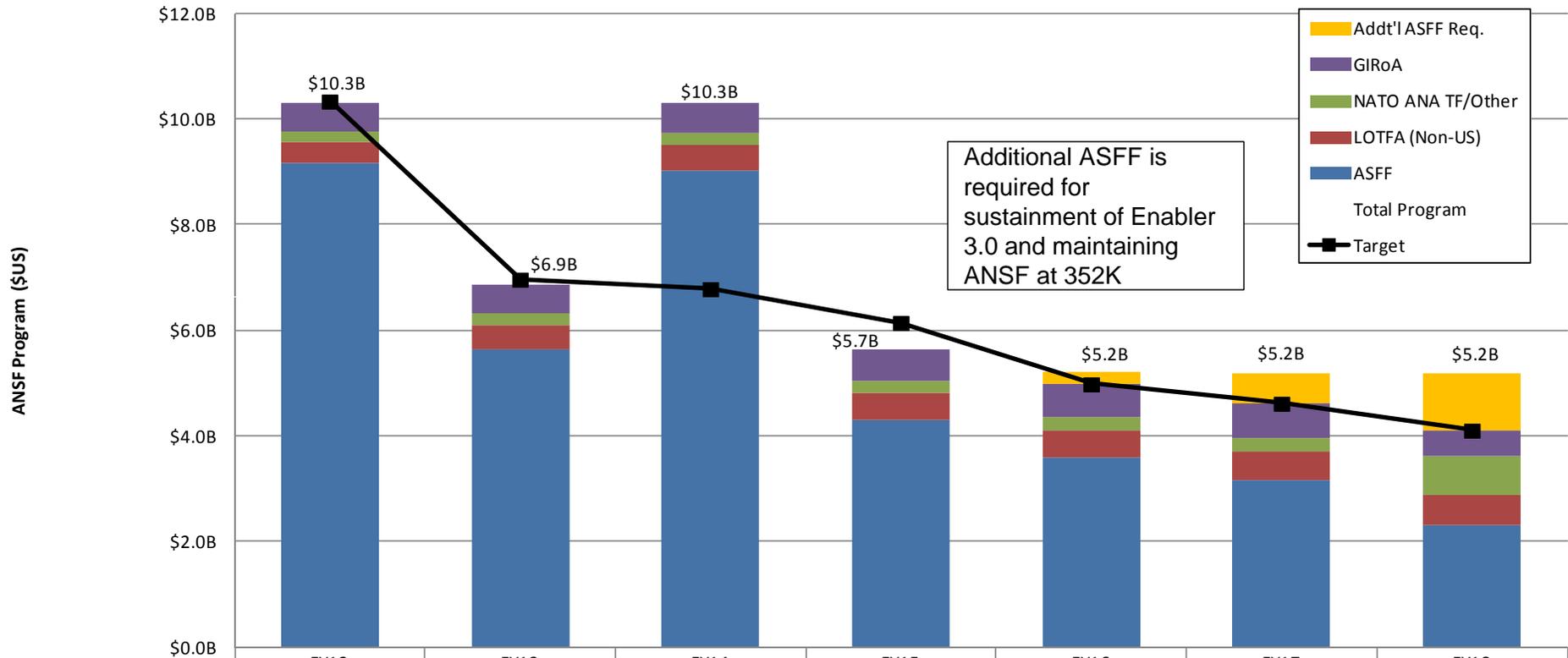
# More Resources:

- Department of Defense Financial Management Regulation 7000.14-R, [comptroller.defense.gov/fmr/](http://comptroller.defense.gov/fmr/)
- Money as a Weapon System—Afghanistan (MAAWS-A), USFOR-A Pub. 1-06
- Federal Acquisition Regulation, [www.acquisition.gov/far/](http://www.acquisition.gov/far/), OR <http://farsite.hill.af.mil/vffara.htm> (also, DFARS and AFARS)
- Acquisition and Cross-Servicing Agreements (ACSAs), between US and more than 160 countries, including Afghanistan, Australia, and Britain (available on Westlaw/Lexis)
- AR 420-1, Army Facilities Management, available through [www.apd.army.mil](http://www.apd.army.mil)
- DA-PAM 420-11, Project Classification and Work Definition, available through [www.apd.army.mil](http://www.apd.army.mil)
- CENTCOM Regulation 415-1, Construction and Base Camp Development in the USCENTCOM Area of Responsibility, (“The Sand Book”), 17 October 2011
- Government Accountability Office Principles of Federal Appropriations Law (“The Red Book”), [www.gao.gov/legal/redbook.html](http://www.gao.gov/legal/redbook.html)
- Regional Command (South) fiscal law portal on Centrix network
- National Defense Authorization Act (NDAA) and Department of Defense Appropriations Act (DODAA), available through [www.thomas.gov](http://www.thomas.gov), or Milbook.

# ANSF FY12-18 Program w/ Enabler 3.0



**ANSF Program by Funding Source**  
(estimated LOTFA, NATO ANA TF, and GIRoA)



|                   | FY12         | FY13        | FY14         | FY15        | FY16        | FY17        | FY18        |
|-------------------|--------------|-------------|--------------|-------------|-------------|-------------|-------------|
| Add'l ASFF Req.   |              |             |              |             | \$214,628   | \$563,224   | \$1,082,164 |
| GIRoA             | \$520,000    | \$540,000   | \$570,000    | \$600,000   | \$630,000   | \$660,000   | \$500,000   |
| NATO ANA TF/Other | \$220,000    | \$230,000   | \$240,357    | \$250,000   | \$260,000   | \$260,000   | \$730,000   |
| LOTFA (Non-US)    | \$400,000    | \$450,000   | \$479,200    | \$510,000   | \$520,000   | \$530,000   | \$570,000   |
| ASFF              | \$9,155,634  | \$5,638,098 | \$9,025,443  | \$4,290,179 | \$3,576,749 | \$3,168,279 | \$2,310,000 |
| Total Program     | \$10,295,634 | \$6,858,098 | \$10,315,000 | \$5,650,179 | \$5,201,377 | \$5,181,503 | \$5,192,164 |
| Target            | \$10,340,000 | \$6,969,167 | \$6,787,654  | \$6,147,811 | \$4,986,749 | \$4,618,279 | \$4,110,000 |



## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



# The ASFF Appropriation

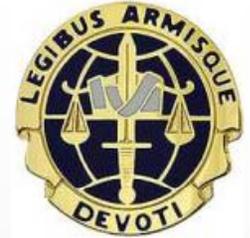
“to provide **assistance**...to the **security forces** of Afghanistan, including the provision of **equipment, supplies, services, training, facility and infrastructure repair, renovation, and construction, and funding**....”

### AFGHANISTAN SECURITY FORCES FUND

For the “Afghanistan Security Forces Fund”, \$11,619,283,000, to remain available until September 30, 2012: *Provided*, That such funds shall be available to the Secretary of Defense, notwithstanding any other provision of law, for the purpose of allowing the Commander, Combined Security Transition Command—Afghanistan, or the Secretary's designee, to provide assistance, with the concurrence of the Secretary of State, to the security forces of Afghanistan, including the provision of equipment, supplies, services, training, facility and infrastructure repair, renovation, and construction, and funding; *Provided further*, That the authority to provide assistance under this heading is in addition to any other authority to provide assistance to foreign nations: *Provided further*, That up to \$15,000,000 of these funds may be available for coalition police trainer life support costs: *Provided further*, That contributions of funds for the purposes provided herein from any person, foreign government, or international organization may be credited to this Fund and used for such purposes: *Provided further*, That the Secretary of Defense shall notify the congressional defense committees in writing upon the receipt and upon the obligation of any contribution, delineating the sources and amounts of the funds received and the specific use of such contributions: *Provided further*, That the Secretary of Defense shall, not fewer than 15 days prior to obligating from this appropriation account, notify the congressional defense committees in writing of the details of any such obligation: *Provided further*, That the Secretary of Defense shall notify the congressional defense committees of any proposed new projects or transfer of funds between budget sub-activity groups in excess of \$20,000,000: *Provided further*, That each amount in this paragraph is designated as being for contingency operations directly related to the global war on terrorism pursuant to section 3(c)(2) of H. Res. 5 (112th Congress) and as an emergency requirement pursuant to section 403(a) of S. Con. Res. 13 (111th Congress), the concurrent resolution on the budget for fiscal year 2010.



## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



# CDR, CSTC-A will...

- Have overall responsibility for ...ASFF
- Develop and submit budget requests, justification materials, and financial and activity plans



DEPUTY SECRETARY OF DEFENSE  
1010 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1010

NOV 12 2009

MEMORANDUM FOR SECRETARY OF THE ARMY  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARY OF DEFENSE FOR POLICY  
UNDER SECRETARY OF DEFENSE (COMPTROLLER)  
COMMANDER, U. S. CENTRAL COMMAND  
COMMANDER, COMBINED SECURITY TRANSITION  
COMMAND-AFGHANISTAN  
DIRECTOR, DEFENSE SECURITY COOPERATION  
AGENCY

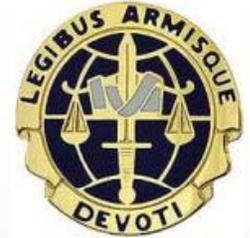
SUBJECT: Management of the Afghanistan Security Forces Fund

Pursuant to the authority provided in the Supplemental Appropriations Act, 2008 (Public Law 110-252), and the Supplemental Appropriations Act, 2009 (Public Law 111-32) under the heading "Afghanistan Security Forces Fund" (ASFF), and section 1506 of the Duncan Hunter National Defense Authorization Act for Fiscal Year 2009 (Public Law 110-417), the Secretary of Defense, with the concurrence of the Secretary of State, is authorized to provide assistance to Afghanistan security forces. Given the priorities of the new Afghanistan-Pakistan strategy, attention must be focused on the ASFF to ensure that the U.S. delivers and integrates warfighting capabilities rapidly and efficiently, with appropriate attention and adherence to accountability and end-use monitoring requirements.

The Commander, Combined Security Transition Command-Afghanistan (CSTC-A), under the Command of Commander, U.S. Central Command (CENTCOM) and Commander, U.S. Forces Afghanistan, is assigned overall responsibility for providing assistance to Afghanistan's security forces utilizing ASFF. The Commander, CSTC-A will determine the program requirements and submit for review to the Under Secretary of Defense (Comptroller), in coordination with the Under Secretary of Defense for Policy, and will have management responsibility for the ASFF, including decisions as to which DoD organizations will be utilized for contracting support with respect to particular procurements. The Commander, CSTC-A will also develop and submit budget requests, justification materials, and financial and activity plans through CENTCOM to the Under Secretary of Defense (Comptroller).



JAG Pre-Deployment Training (JPT):  
Afghanistan Security Forces Fund (ASFF)



# Congress wants to know...

- Quarterly reports
- Project-by-project spend plans
- Notifications for new projects and changed plans over \$20 Million

SEC. 9009. (a) The Secretary of Defense shall submit to the congressional defense committees not later than 45 days after the end of each fiscal quarter a report on the proposed use of all funds appropriated by this or any prior Act under each of the headings Iraq Security Forces Fund, Afghanistan Security Forces Fund, Afghanistan Infrastructure Fund, and Pakistan Counter-insurgency Fund on a project-by-project basis, for which the obligation of funds is anticipated during the 3-month period from such date, including estimates for the accounts referred to in this section of the costs required to complete each such project.

(b) The report required by this subsection shall include the following:

(1) The use of all funds on a project-by-project basis for which funds appropriated under the headings referred to in subsection (a) were obligated prior to the submission of the report, including estimates for the accounts referred to in subsection (a) of the costs to complete each project.

(2) The use of all funds on a project-by-project basis for which funds were appropriated under the headings referred to in subsection (a) in prior appropriations Acts, or for which funds were made available by transfer, reprogramming, or allocation from other headings in prior appropriations Acts, including estimates for the accounts referred to in subsection (a) of the costs to complete each project.

(3) An estimated total cost to train and equip the Iraq, Afghanistan, and Pakistan security forces, disaggregated by major program and sub-elements by force, arrayed by fiscal year.



## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



# Financial and Activity Plan (FAP)

| FY 2011 Total Funding           |                 |  |                 |                                 |               |
|---------------------------------|-----------------|--|-----------------|---------------------------------|---------------|
| FY 2011 Justification Book      |                 | April 2011 Financial and Activity Plan |                 | Delta                           |               |
| <b>BA1 - MoD</b>                |                 |  |                 |                                 |               |
| Infrastructure                  | 1,790.9         | Infrastructure                         | 1,690.9         | Infrastructure                  | (100.0)       |
| Equipment and Transportation    | 1,846.6         | Equipment and Transportation           | 2,222.9         | Equipment and Transportation    | 376.3         |
| Training and Operations         | 836.8           | Training and Operations                | 843.0           | Training and Operations         | 6.1           |
| Sustainment                     | 2,992.6         | Sustainment                            | 2,827.3         | Sustainment                     | (165.3)       |
| <b>MoD Total</b>                | <b>7,467.0</b>  | <b>MoD Total</b>                       | <b>7,584.1</b>  | <b>MoD Total</b>                | <b>117.0</b>  |
| <b>BA2 - Mol</b>                |                 |  |                 |                                 |               |
| Infrastructure                  | 1,078.4         | Infrastructure                         | 878.9           | Infrastructure                  | (199.5)       |
| Equipment and Transportation    | 918.0           | Equipment and Transportation           | 983.9           | Equipment and Transportation    | 66.0          |
| Training and Operations         | 990.2           | Training and Operations                | 974.2           | Training and Operations         | (16.0)        |
| Sustainment                     | 1,098.8         | Sustainment                            | 1,155.3         | Sustainment                     | 56.5          |
| <b>Mol Total</b>                | <b>4,085.4</b>  | <b>Mol Total</b>                       | <b>3,992.4</b>  | <b>Mol Total</b>                | <b>(93.0)</b> |
| <b>BA4 - Related Activities</b> |                 |  |                 |                                 |               |
| Infrastructure                  | 58.3            | Infrastructure                         | -               | Infrastructure                  | (58.3)        |
| Equipment and Transportation    | -               | Equipment and Transportation           | 5.0             | Equipment and Transportation    | 5.0           |
| Training and Operations         | 1.5             | Training and Operations                | 7.2             | Training and Operations         | 5.7           |
| Sustainment                     | 6.0             | Sustainment                            | 30.6            | Sustainment                     | 24.6          |
| Additional COIN Activities      | 1.0             | Additional COIN Activities             | -               | Additional COIN Activities      | (1.0)         |
| <b>Related Activities Total</b> | <b>66.8</b>     | <b>Related Activities Total</b>        | <b>42.8</b>     | <b>Related Activities Total</b> | <b>(24.0)</b> |
| <b>Total Request</b>            | <b>11,619.3</b> | <b>Total</b>                           | <b>11,619.3</b> | <b>Total</b>                    | <b>-</b>      |



# JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



## FISCAL YEAR 2011 OVERSEAS CONTINGENCY OPERATIONS (OCO) REQUEST AFGHANISTAN SECURITY FORCES FUND (Dollars in Thousands)

### A. Infrastructure

**Program Summary:** The fiscal year 2011 program provides the operational, logistics, training, aviation, and support facilities required to field and sustain an Afghan National Army (ANA) on a growth glide slope for a force that exceeds 171,600 troops. It will continue to construct branch training schools (Maneuver, Fires, Medical, Legal, Intelligence, and other specialty training) for the purpose of providing the ANA with specialized combat and sustainment skills, as well as continued expansion of the MoD headquarters compound. In addition, the fiscal year 2011 program provides for construction of forward operating bases, kandak garrisons, quick reaction force company facilities, and commando installations, engineer kandaks, and other ancillary maneuver unit garrisons. In addition, this item also includes expansion of other installations in support of ANA combat operations. The fiscal year 2011 program funding request also supports facilities for improved literacy training and personnel security.

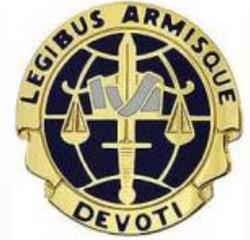
| ANA Infrastructure Projects | Location | Category     | FY09 Bridge | FY09 Supplemental | FY10 Enacted | FY11 Request |
|-----------------------------|----------|--------------|-------------|-------------------|--------------|--------------|
| Air Corps Expansion         | Multiple | Airfield Ops |             | 25,000            | 78,191       | 179,575      |

**Project Description/Justification:** Funding supports accelerated expansion of Air Corps infrastructure for the Air Corps operations and training to include continued construction efforts for Air Wings at Kabul, Kandahar and Shindand, plus Air Corps Detachments at Gardez, Herat, Mazar e Sharif and Jalalabad. Air Corps facilities consist of billeting, DFAC, general purpose warehouse/cargo terminal/pax terminal, administrative space, aircraft parking area, fire station with crash and rescue capability, security fencing and fuel storage, and expansion of utilities (power, water, and sewer) as required to support stationing ANA air assets at these locations.

**Impact if not provided:** Combat capability, force deployment, casualty evacuation (CASEVAC) and medical evacuation (MEDEVAC) response will be degraded. Afghan airpower can contribute greatly to national security goals by providing effects in the accomplishment of defeating insurgency and terrorism, supporting the Border Police during emergencies, stopping the flow of illegal narcotics, and responding to man-made and natural disasters. Without these funds, the Afghans will continue to rely on ground transportation and coalition forces for CASEVAC, MEDEVAC, and battlefield mobility, putting ANSF and civilian lives at risk as well as jeopardizing military reactionary forces for COIN operations. Continued support of the growth and fielding of Afghan forces for the improved internal security capability will reduce dependence on foreign security assistance.



## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



# DepSecDef says OSD will...



DEPUTY SECRETARY OF DEFENSE  
1010 DEFENSE PENTAGON  
WASHINGTON, DC 20301-1010

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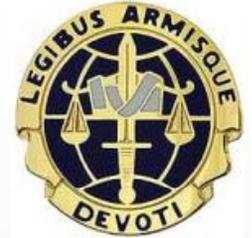
- OSD-P (Policy) provides policy guidance
- OSD-C (Comptroller) provides execution guidance

MEMORANDUM FOR SECRETARY OF THE ARMY  
CHAIRMAN OF THE JOINT CHIEFS OF STAFF  
UNDER SECRETARY OF DEFENSE FOR POLICY  
UNDER SECRETARY OF DEFENSE (COMPTROLLER)  
COMMANDER, U. S. CENTRAL COMMAND  
COMMANDER, COMBINED SECURITY TRANSITION  
COMMAND-AFGHANISTAN  
DIRECTOR, DEFENSE SECURITY COOPERATION  
AGENCY

SUBJECT: Management of the Afghanistan Security Forces Fund

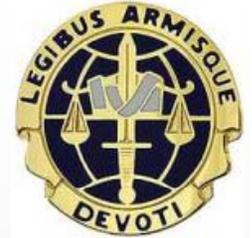
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# Proper Uses of ASFF – The Law

- Purpose Statute (*31 USC 1301*): ASFF only for purposes consistent with the ASFF statute
  - Must “assist”
  - Security Forces of Afghanistan
    - Not US or Coalition
    - ANA (MoD) and ANP (MoI) are specifically named “Security Forces of Afghanistan” in ASFF legislative history.
  - After Congressional Notification +15 days



## Proper Uses of ASFF –

# The Implementing Policy

- Purpose Statute (*31 USC 1301*): ASFF only for purposes consistent with the ASFF statute
  - Must assist
    - Indirect or delayed benefits?
  - Security Forces of Afghanistan
    - Not US or Coalition
    - MOD/MOI Only\*
    - Policy decision to define ANSF
  - After Congressional Notification +15 days
    - When is something notified?



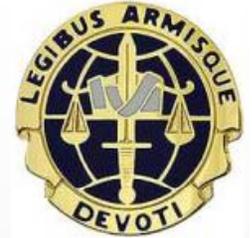
## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



### Policy for Planning, Resourcing & Executing ASFF

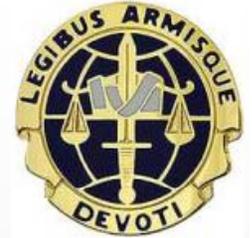
“The foundation for applying resources to requirements is driven by the individual requirements document called the ‘Tashkil.’ The document that translates the Tashkil into a fielding plan over time is called ‘Annex K.’ The document that details the fielding plan into funding categories is called the ‘J-Book’ (Justification Book).”





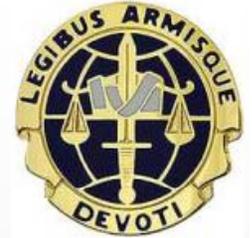
# Approved Uses of ASFF

- Pre-planned uses of ASFF in the J-Book/FAP
- Some unplanned needs ASFF has funded incl:
  - Firewood for the winter for ANA / ANP / ALP
  - Propane tanks for ANA DFACs
  - ANP Surveillance cameras at voting stations
  - Flights for ANA on leave from combat zones
  - Return of human remains of ANA/ANP
  - Biometric equipment for screening ANSF



## Recent ASFF Policy Expansions

- Afghan Local Police (ALP) – although “off tashkil,” OSD found they’re part of the ANSF
- Financing leases executed by ANSF to obtain privately-owned land for ANSF installations
- Judicial Security Unit – equipping ANP detailed to guard judges in the Ministry of Justice
- NDS – Only to certain elements approved by OSD-P, current request pending to expand
- Direct Contribution Model



# Not Appropriate Uses of ASFF

- Family housing for ANSF
- Mosque construction
- FP construction for non-ANSF infrastructure
- U.S./Coalition support, unless reimbursed
- Efforts to benefit the civilian population
- Per policy memo:
  - Memorials, plaques, awards, gifts, mementos, coins, social events



## If you have an Idea: AR2VP

- CSTC-A ASFF Requirements Review and Validation Board
- 3 Levels of Review
- DCOM-Operations Chairs the GOSC Review (No Official SOP)
- POC: LT CMDR Vargas, CSTC-A CJ7

The AR2VP process ensures flexibility, transparency, and fiscal accountability



## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



... Very flexible: **ASFF** is...

*“... to provide assistance, with the concurrence of the Secretary of State, to the security forces of Afghanistan, including the provision of equipment, supplies, services, training, facility and infrastructure repair, renovation, and construction, and funding ...”*

... Outside many contract and fiscal laws, but not all...

- Purpose, Time, and Amount
- Anti-Deficiency Act
- Export Controls (FMS)

... Policy Driven – set policy and follow it



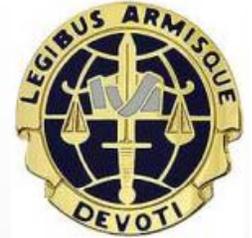
# ASFF Isn't...

- ... A replacement O&M Budget for US or Coalition Forces
- ... For everything relating to security
- ... NTM-A or NATO funds
- ... Controlled by USFOR-A, CENTCOM, etc.



# ASFF OPFUNDS - Field Ordering Officers (ASFF FOOs)

- FOOs provide their commands the ability to quickly make local purchases for mission-essential, urgent need, and emergency requirements. FOO funds may not be used for foreseeable or recurring requirements.
- The FOO is authorized to procure Government supply items only after a requisition has been submitted through the normal MoD/MoI supply channels for ASFF, which has been annotated as not available, or not available in a timely manner. A copy (translated if necessary) of the supply requisition document or MoD/MoI-14 must be attached as proof that the item was first ordered through the supply system.



## ASFF - Items Commercially Available

- ASFF SOP, paragraph 9.b.: Afghan denial of sourcing does not guarantee validation and resourcing of the requirement. Furthermore, items readily available on the commercial market must be pursued through the Afghan procurement process first.
- If the Afghan procurement process is unable to contract for commercially available items, an exception to policy (ETP) letter must be signed by the DCOM-Support Operations (DCOM-SPO) Chief of Staff (CoS). An ETP letter must accompany each requirement the Afghans are unable to procure. The ETP letter must contain valid proof that the Afghan contracting system was attempted and that all efforts to use this system were exhausted.



# ASFF - Uniforms and Patches

- IAW paragraph 17.b. (page 11), "The following items are not appropriate for ASFF funding: ...local alterations to Mol/MoD centralized OCIE,"
- In order to ensure uniformity and centralized oversight of ANSF, supplementing ANSF uniforms and standard kits must be managed at the Mol/MoD level; therefore, local purchase of uniform and personal equipment items with ASFF is inappropriate without Mol/MoD application across their forces."



JAG Pre-Deployment Training (JPT):  
Afghanistan Security Forces Fund (ASFF)

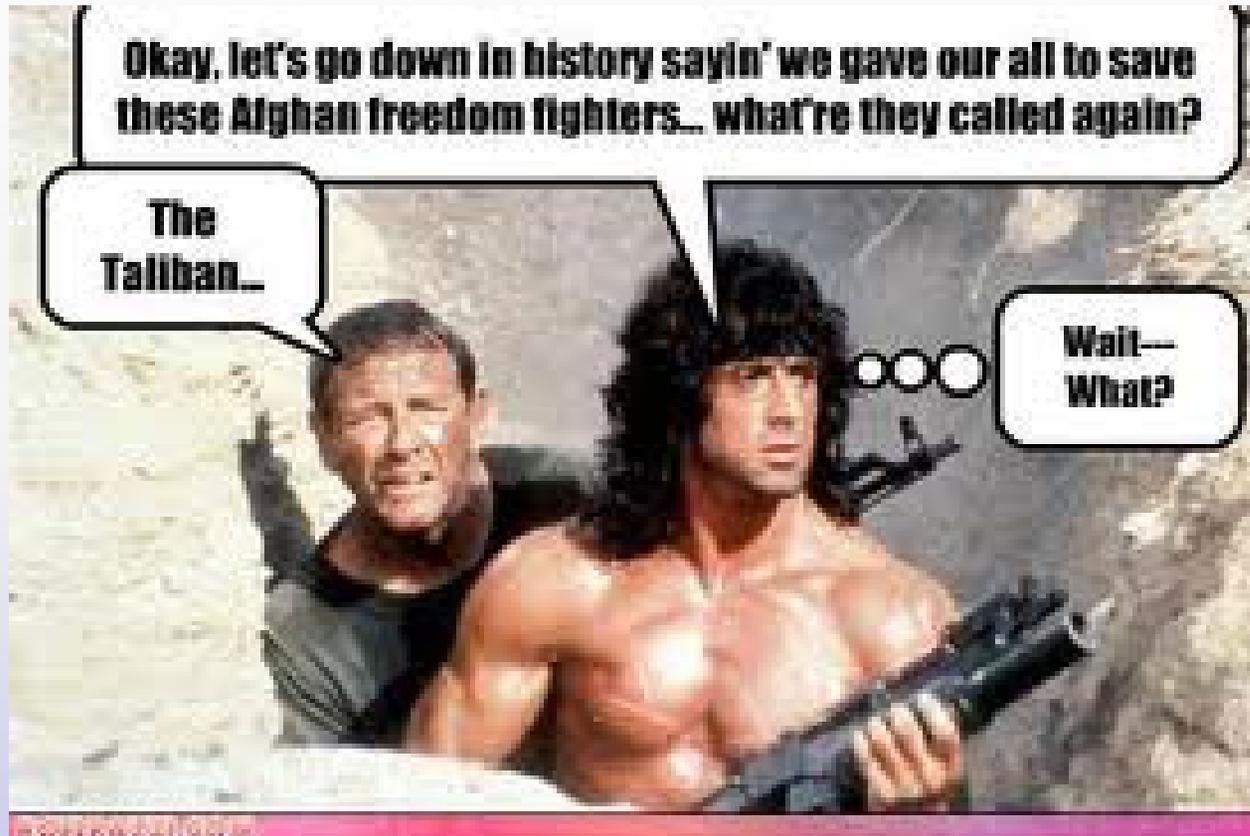
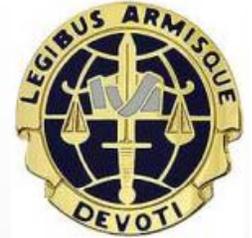


# Berry Amendment (NDAA 13)

- All textile components supplied by the Department of Defense (DoD) to the Afghan National Army or the Afghan National Police for purposes of production of uniforms must comply with section 2533a of title 10, United States Code with no allowable exceptions. Textile components, as it applies to this provision, are components to uniform items containing natural or man-made fibers, yarns, or fabrics.
- For purpose of this meeting, the following are the products discussed:
  - Clothing materials & components normally associated with clothing such as zippers, steel toes in boots
  - Cottons and other natural fiber products
  - Woven silk or woven silk blends
  - Spun silk yarn for cartridge cloth
  - Synthetic fabric or coated synthetic fabric
  - Wool (whether in the form of fiber or yarn or contained in fabrics, materials or manufactured articles)
- The Berry Amendment applies to funds appropriated or made available to DoD, including ASFF Direct Contributions and Foreign Military Sales



## JAG Pre-Deployment Training (JPT): Afghanistan Security Forces Fund (ASFF)



**Questions?**