

SIGAR

**Special Inspector General for
Afghanistan Reconstruction**

OFFICE OF SPECIAL PROJECTS

DEPARTMENT OF STATE ASSISTANCE TO AFGHANISTAN: \$4 BILLION OBLIGATED BETWEEN 2002 AND 2013

This product was completed under SIGAR's Office of Special Projects, the Special Inspector General's response team created to examine emerging issues in prompt, actionable reports to federal agencies and the Congress. The work was conducted pursuant to the Special Inspector General's authorities and responsibilities under the National Defense Authorization Act for FY 2008 (Pub. L. No. 110-181).



APRIL 2014

SIGAR-14-49-SP



SIGAR

Office of the Special Inspector General
for Afghanistan Reconstruction

April 14, 2014

Congressional Committees:

Congress appropriated \$96.57 billion between fiscal year (FY) 2002 and FY 2013 for Afghanistan reconstruction, principally for the Departments of Defense (DOD) and State (State) and the United States Agency for International Development (USAID).

DOD, State, and USAID rely extensively on contractors and other implementing partners to undertake reconstruction projects in Afghanistan. To provide more effective oversight and to meet our reporting requirements to monitor contracts and reconstruction activities in Afghanistan, the Office of the Special Inspector General for Afghanistan Reconstruction (SIGAR) has requested information from U.S. government agencies concerning how and where U.S. funds appropriated for the reconstruction of Afghanistan are spent. In February 2013, SIGAR issued an inquiry requesting that all U.S. Government agencies conducting reconstruction activities in Afghanistan provide comprehensive information on all contracts, grants, and cooperative agreements awarded for those activities, from fiscal year 2002 through the date of the inquiry. This report provides an analysis of the information obtained in State Department's response. This report does not include any recommendations. SIGAR is presenting this data here to inform Congress and the U.S. taxpayer how their reconstruction dollars are being spent in Afghanistan.

My office found that State Department data for contracts, grants, and cooperative agreements awarded prior to calendar year 2005 included some entries that were not clearly related to reconstruction in Afghanistan. However, State data for contracts, cooperative agreements, and grants issued after 2005 are considerably more reliable and, after careful analysis, we were able to identify contracts relevant to Afghanistan with a reasonable level of confidence.

We concluded this analysis in January 2014. This product was completed under SIGAR's Office of Special Projects, the SIGAR response team created to examine emerging issues in reports to federal agencies and the Congress. The work was conducted under the authority of Public Law No. 110-181, as amended; the Inspector General Act of 1978; as amended.

Sincerely,

John F. Sopko
Special Inspector General
for Afghanistan Reconstruction

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Summary

According to SIGAR analysis of Department of State data, State obligated nearly \$4 billion for reconstruction in Afghanistan between the beginning of fiscal year 2002 and March 2013.¹ State awarded reconstruction funding through contracts, grants, and cooperative agreements. Recipients of State reconstruction awards included for-profit entities, non-profit non-governmental organizations (NGOs), and individuals.

State awarded 1,874 contracts, grants, and cooperative agreements to 771 organizations and individuals. Nearly 90 percent of awards by total award amount were issued for the governance and rule of law project sector, which includes peace-keeping initiatives and activities intended to develop the Afghan National Police and the Afghan judiciary system. Other project sectors for State Department funding included land mine removal,² support to cultural activities and civil society, education, humanitarian aid, human rights, and economic development.³

Contracts accounted for the majority of State reconstruction funds by total value, with \$3.5 billion. See page 5 for more detail on State Department Afghanistan reconstruction contracts. Grants accounted for a total of \$350.7 million. See page 7 for more detail on State reconstruction grants in Afghanistan. Cooperative agreements accounted for a total of \$108.8 million of total State Department reconstruction funds for Afghanistan. See page 6 for details on State reconstruction cooperative agreements.

The top recipient of State reconstruction funding by total awards was Dyncorp International Limited Liability Corporation (Dyncorp). Dyncorp received approximately \$2.8 billion in contracts, accounting for 69 percent of total State Department reconstruction awards. The majority of Dyncorp contracts were for governance and rule-of-law activities such training and equipping the Afghan National Police. Dyncorp contracts included police trainers, construction of police infrastructure, and fielding police equipment and vehicles. PAE Government Services Incorporated (PAE) received the second-largest amount of total State reconstruction awards, receiving \$598 million in contracts. PAE contracts supported development of the rule of law, including police training, counternarcotics advising, and justice sector development.

Of the total reported awards between the beginning of fiscal year 2002 and March 2013, 98 percent of awards by total value were scheduled to be complete by the end of calendar year 2013.

¹ The Department of State submission included awards with start dates through March, 2013.

² Land mine removal includes activities intended to remove or destroy anti-personnel land mines and other hazardous explosive ordinance from/in Afghanistan. Mine removal activities also include efforts to build Afghan mine removal capacity.

³ See Appendix II for a description of the project sectors identified by SIGAR.

Background

State funds its reconstruction activities in Afghanistan through the International Narcotics Control and Law Enforcement account, Foreign Military Financing; the International Military Education and Training program; Non-Proliferation, Antiterrorism, Demining, and Related Programs Account; Migration and Refugee Assistance; Voluntary Peacekeeping; and the Emergency Refugee and Migration Assistance fund.

State utilizes reconstruction funds to:

- build or rebuild the economic and governmental infrastructure of Afghanistan;
- establish training, advising, and outreach programs to increase the capacity of the Afghan government;
- cultivate Afghan civil society, national identity, and culture;
- deliver relief assistance to the people of Afghanistan; and
- provide security or other support functions to facilitate reconstruction efforts.

State awards legal instruments including contracts, grants, and cooperative agreements to for-profit corporations, NGOs, and individuals to carry out reconstruction activities in Afghanistan.

In general, U.S. Government agencies use contracts to acquire property or services for the direct benefit or use of the U.S. government.⁴ U.S. Government agencies use grants and cooperative agreements to transfer things of value to the grant and cooperative agreement recipients in order to carry out a public purpose authorized by a law of the United States.⁵ Grants are appropriate when the U.S. agency does not expect to be substantially involved in carrying out the project or activity. Cooperative agreements are appropriate when the awarding agency expects to be substantially involved in carrying out the objective of a given project.⁶

⁴ 31 U.S.C. § 6303.

⁵ 31 U.S.C. § 6304; 31 U.S.C. § 6305..

⁶ Agencies may award cooperative agreements and grants to individuals, organizations, nonprofit, or for-profit entities. However, if a for-profit entity is awarded a cooperative agreement or grant, it may not earn a profit.

THE STATE DEPARTMENT REPORTED OBLIGATING NEARLY \$4.0 BILLION IN CONTRACTS, GRANTS, AND COOPERATIVE AGREEMENTS BETWEEN 2002 AND MARCH 2013 FOR AFGHANISTAN RECONSTRUCTION

The State Department reported obligating approximately \$4.0 billion in 1,874 contracts, grants, and cooperative agreements for reconstruction in Afghanistan between the beginning of 2002 and March 2013. Of the \$4.0 billion in total awards, the department reportedly obligated:

- \$3.5 billion, or 88 percent of total awards, in 55 contracts;
- \$350.7 million, or 8.8 percent of total awards, in 1,690 grants, and
- \$108.8 million, or 2.7 percent of total awards, in 129 cooperative agreements.

In general, State department contracts supported large-scale rule-of-law projects such as police training and equipping, while grants and cooperative agreements supported smaller-scale governance and rule-of-law, civil society, humanitarian programs and activities. The sections below provide more detailed analysis of the project sectors of State Department reconstruction funding and to the different types of legal instruments used to implement them. [Figure 1](#) illustrates the distribution of obligated funds among contracts, cooperative agreements, and grants. [Figure 2](#) illustrates the proportion of each type of legal instrument by individual award.

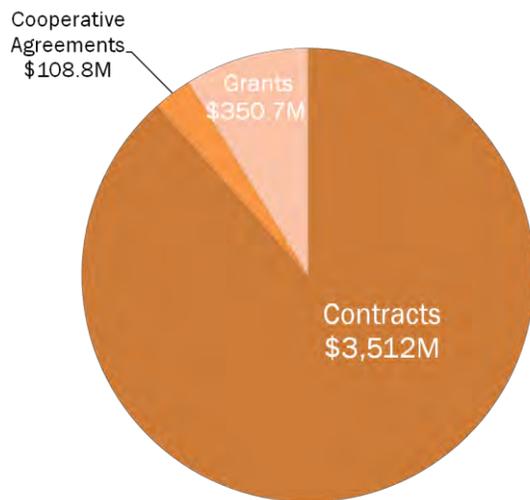


Figure 1 – Department of State Contracts, Grants, and Cooperative Agreements for Reconstruction in Afghanistan by total value obligated, 2002 – March 2013.

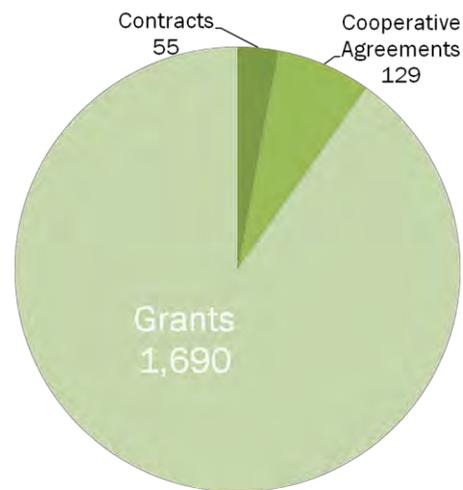


Figure 2 – Department of State Contracts, Grants, and Cooperative Agreements for Reconstruction in Afghanistan by total individual awards, 2002 – March 2013.

The Governance and Rule-of-Law Project Sector Had the Largest Proportion of Total Awards, with \$3.5 Billion, or 89 Percent of Total Awards

We identified seven project sectors for Department of State reconstruction awards in Afghanistan. The project sectors include mine removal, governance and rule-of-law, support to cultural activities and civil society, education, humanitarian aid, human rights, and economic development.⁷ The governance and rule-of-law project sector had the highest amount of total awards with \$3.5 billion, of the \$4.0 billion in total awards. Governance and rule-of-law projects include rule-of-law activities such as counternarcotics programs and justice sector reform, peacekeeping initiatives, and government outreach programs. Land mine removal programs had the second-largest proportion of total awards with \$150.7 million. [Table 1](#) includes the total awards for each identified project sector as well as the percentage of total awards.

Table 1 – Department of State Awards by Project Sector for Reconstruction in Afghanistan 2002 – March 2013

Project Sector	Value of Obligations (\$ Millions)	Percentage of Total Obligations
Governance and Rule-of-Law	3,535.8	89.03%
Land Mine Removal	150.7	3.79%
Cultural/Civil Society	104.1	2.62%
Education	79.7	2.01%
Humanitarian Aid	52.1	1.31%
Human Rights	46.8	1.18%
Economic Development	2.2	0.06%
Grand Total	3,971.4	100%

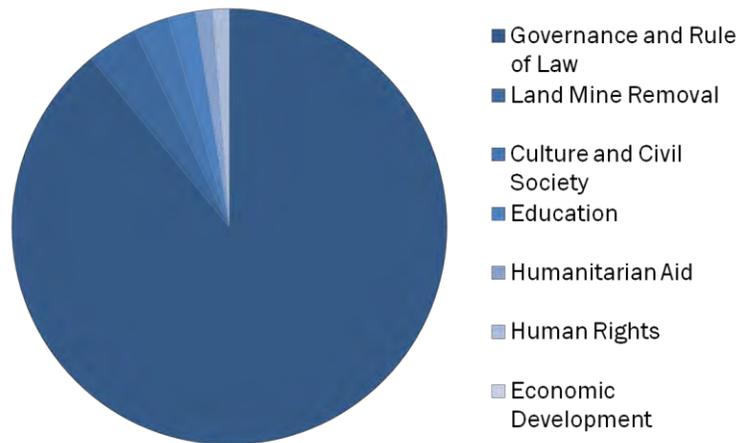


Figure 3 – Proportion of Department of State Afghanistan Reconstruction total obligations by Project Sector, 2002 to March 2013

Approximately 98 percent of Department of State Awards were scheduled to be complete by the end of 2013⁸

Of the 1,794 awards for which award end dates were provided (95.7 percent of total reported awards), approximately 98 percent were projected to be complete at the end of calendar year 2013. Of the Department of State contracts, grants, and cooperative agreements awarded as of March 2013, those scheduled to be active after the end of calendar year 2013 represented \$60.7 million, of the total \$4 billion.

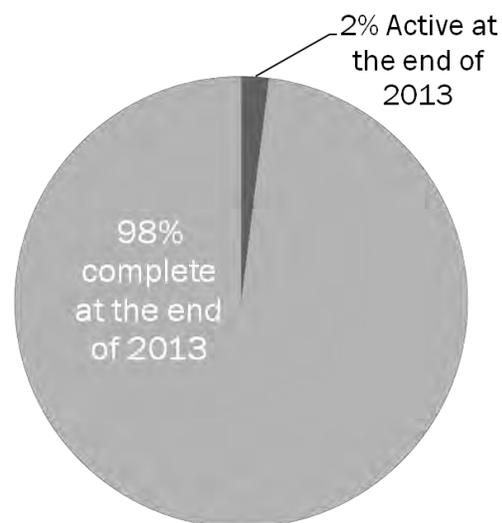


Figure 4 – Department of State Afghanistan Reconstruction Awards reported complete at the end of Calendar Year 2013, FY 2002 to March 2013

⁷See Appendix II for a description of the project sectors identified by SIGAR.

⁸ As indicated in the text, the department did not provide award end date information for all reported awards.

The Top Five Recipients of State Reconstruction Funds Received Approximately \$3.5 Billion or 87 percent of Total Obligations

Our analysis of State data indicated that the top-five recipients of State Afghanistan reconstruction awards by total obligations accounted for approximately \$3.5 billion, or 87 percent, of total State reconstruction obligations. State awarded the remaining 13 percent of obligations to 766 recipients, who averaged about \$676 thousand each in total obligations.⁹

Dyncorp International Limited Liability Corporation (Dyncorp) was the single largest recipient of State department funds, receiving \$2.8 billion in contracts, or 69 percent of total awards. Dyncorp contracts dealt principally with training and equipping the Afghan National Police and counternarcotics forces. Dyncorp contracts included police trainers, construction of police infrastructure, and fielding police equipment and vehicles. [Table 2](#) includes the top five recipients of State reconstruction funds, including total awards by obligations and the percentage of total Afghanistan reconstruction awards. [Figure 5](#) demonstrates the percentage of total State reconstruction awards received by each of the top five recipients. [Appendix I](#) includes a list of organizations that received more than \$5 million in total State Department awards for reconstruction in Afghanistan.

Table 2 – Top Five Recipients of State Afghanistan Reconstruction Funds by Total Obligations (\$ Millions), 2002 to March 2013

Recipient	Total Obligations (\$millions)
Dyncorp International Limited Liability Company	2,751.4
PAE Government Services Incorporated	597.8
Civilian Police International Limited Liability Company	53.6
Demining Agency For Afghanistan	28.3
Omran Consulting Company	22.8
Sub-Total (5)	\$3,453.9
Remaining Awardees (766)	517.6
Grand Total (771)	\$3,971.5

Note: Totals affected by rounding.

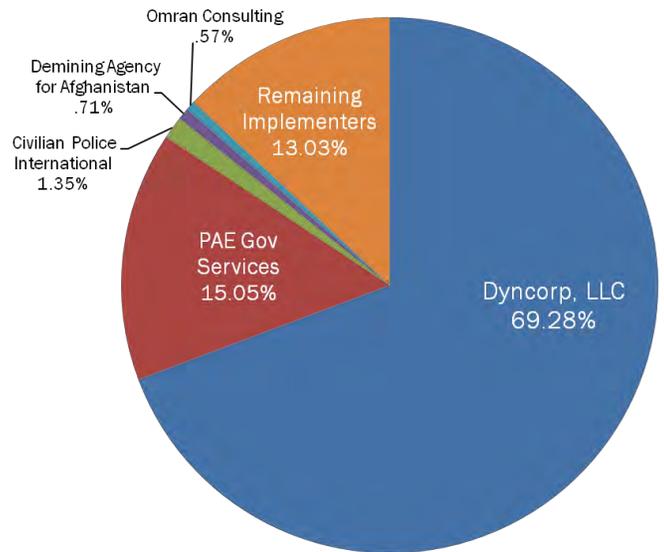


Figure 5 – Percentage of Total State funding by obligations for Top-Five Recipients, 2002 to April 2013.

State reported \$3.5 billion in Contract Awards for Reconstruction in Afghanistan

Our analysis of State data identified 19 recipients of State reconstruction contracts in Afghanistan. The 55 contracts awarded to these 19 recipients between 2002 and April 2013 totaled approximately \$3.5 billion.

⁹ Average includes a wide spectrum of total award amounts. Some recipients received awards for as little as \$180.00.

The top-five recipients of State Department Afghanistan reconstruction contracts by total award amount accounted for 98 percent of contract awards and 87 percent of total State reconstruction awards. Dyncorp International Limited Liability Company (Dyncorp) was the single largest recipient of State department contracts for reconstruction in Afghanistan, receiving \$2.8 billion in contracts, or 69 percent of total awards. Dyncorp contracts were focused on training and equipping the Afghan National Police. Dyncorp provided police trainers, constructed police facilities, and fielded police equipment and vehicles. PAE Government Services Incorporated (PAE) received the second-largest amount of total contract awards with \$598 million. PAE contracts supported development of the rule of law, including police training, counternarcotics advising, and justice sector development. [Table 3](#) includes the top five State contract award recipients in Afghanistan and each entity's total award amount, the percentage of total contract obligations, and the percentage of total obligations.

Table 3 – State Department Afghanistan Reconstruction Contract Recipients as Reported, 2002 to March 2013

Recipient	Value of contract Obligations (\$ Millions)	Percentage of Total Contract Obligations	Percentage of Total Obligation
Dyncorp International Limited Liability Corporation	2,751.4	78.34%	69.28%
PAE Government Services Incorporated	597.8	17.02%	15.05%
Civilian Police International Limited Liability Corporation	53.6	1.53%	1.35%
Omran Consulting .	22.8	0.65%	0.57%
Najibullah Khushbin Construction Company	19.8	0.56%	.50%
Sub-Total (5)	3,445	98.11%	86.75%
Remaining Recipients (14)	66.5	1.89%	1.68%
Grand Total (19)	\$3,512	100	88.43%

Note: Totals affected by rounding. Note: Totals affected by rounding.

The Department of State Reported About \$351 million in Grant Obligations for Afghanistan Reconstruction

Our analysis of State Department data identified 717 organizations or individuals that received Department of State Afghanistan reconstruction grants between 2002 and March 2013. The Department awarded 1,690 individual grants worth a total of approximately \$351 million. The average total grant award amount per recipient was \$489 thousand; however, total award amounts were as low as \$180.00.

All of the top-five recipients of State Department grants for reconstruction in Afghanistan were involved in land mine removal activities. The Demining Agency for Afghanistan (DAFA) was the top recipient of State reconstruction grants in Afghanistan. DAFA is an Afghan non-governmental organization (NGO) dedicated to removing the anti-personnel landmines buried throughout Afghanistan during the previous periods of conflict in the country. DAFA received approximately \$28 million in State reconstruction grants. The Organization for Mine Clearance and Afghan Rehabilitation (OMAR), the second-largest recipient of State reconstruction grant funds in Afghanistan, is another Afghan NGO dedicated to removing mines from the country. OMAR received nearly \$21 million in State reconstruction grants. [Table 5](#) includes the top-five recipients of State grants by total awards.

Table 4 – State Department Afghanistan Reconstruction Grant Recipients, 2002 to June 2013

Implementing Partner	Value of grant obligations (\$K)	Percentage of grant obligations	Percentage of total obligations
Demining Agency for Afghanistan	28,283	8.06%	0.71%
Organization for Mine Clearance and Afghan Rehabilitation	20,552	5.86%	0.52%
The Halo Trust	19,875	5.67%	0.50%
Afghan Technical Consultants	17,703	5.05%	0.45%
Mine Clearance Planning Agency	17,686	5.04%	0.45%
Sub-Total (5)	104,399	29.68%	2.62%
Remaining Recipients (712)	246,605	70.32%	6.21%
Grand Total (717)	350,704	100%	8.83%

Note: Totals affected by rounding. Note: Totals affected by rounding.

The Department of State Reported \$108.8 Million in Cooperative Agreement Awards for Afghanistan Reconstruction

Our analysis of State Department data identified 59 recipients of State cooperative agreements for reconstruction in Afghanistan. State awarded 129 cooperative agreements worth a total of \$108.8 million.

The top-five recipients of State cooperative agreements by total awards received approximately \$30 million, or 28 percent of the total amount of cooperative agreement awards and less than one percent of total State Department reconstruction awards. The top recipient of State cooperative agreements was Sayed Majidi Architecture and Design, an architectural firm that worked with the Department of State to design and engineer the Afghanistan National Museum in Kabul. The firm received \$6.4 million through two Department of State Cooperative Agreements. International Medical Corps, a non-profit organization, was the second-largest recipient of total State cooperative agreement awards. International Medical Corps received approximately \$6.2 million in agreements to provide social and medical support to returning refugees. [Table 4](#) includes the top ten recipients of State Department cooperative agreements.

Table 5 – State Department Afghanistan Reconstruction Cooperative Agreements, 2002 to March 2013

Recipient	Value of cooperative agreement obligations (\$Ks)	Percentage of cooperative agreement obligations	Percentage of total obligations
Sayed Majidi Architecture and Design	6,350	5.84%	0.16%
International Medical Corps	6,185	5.69%	0.16%
International Rescue Committee, Incorporated	6,105	5.61%	0.15%
United Methodist Committee On Relief	5,740	5.28%	0.14%
Afghan Center	5,641	5.19%	0.14%
Sub-Total (5)	30,021	27.60%	0.76%
Remaining Recipients (54)	78,749	72.40%	1.98%
Grand Total (59)	108,769	100%	2.74%

Note: Totals affected by rounding. Due to changes in procurement reporting during the reporting period, awards issued prior to 2007 are not fully captured.

Agency Comments

The Department of State reviewed a draft of this fact sheet and provided input to the final product. The agency's principal concern was that, due to changes in procurement reporting during the reporting period, awards issued prior to 2007 may not be fully captured in the data that the agency provided. SIGAR has noted this where appropriate, as indicated by State Department officials.

APPENDIX I: RECIPIENTS OF STATE DEPARTMENT RECONSTRUCTION FUNDS BY TOTAL AWARDS

Thirty-one organizations received total State department reconstruction awards of more than \$5 million. Together, organizations receiving greater than \$5 million in total awards accounted for 94 percent of total State funding in Afghanistan.

Table 6 – State Total Awards for Afghanistan Reconstruction Greater than \$5 Million, 2002 to March 2013

Implementing Partner	Value of Total Awards by Obligation	Primary Activity
Dyncorp International Limited Liability Company	\$ 2,751,391,412.62	Police Development
PAE Government Services Corporation	\$ 597,822,687.07	Police Development, Judiciary Development
Civilian Police International Limited Liability Company	\$ 53,626,576.94	Counternarcotics Capacity Development
Demining Agency for Afghanistan	\$ 28,283,364.00	Land Mine Removal
Omran Consulting	\$ 22,784,067.83	Government Infrastructure Construction
Organization for Mine Clearance and Afghan Rehabilitation	\$ 20,552,000.00	Land Mine Removal
The HALO Trust	\$ 19,874,641.00	Land Mine Removal
Najibullah Khushbin Construction Company	\$ 19,794,371.20	Government Infrastructure Construction
Afghan Technical Consultants	\$ 17,703,075.00	Land Mine Removal
Mine Clearance Planning Agency	\$ 17,686,237.00	Land Mine Removal
Al Watan Construction Company	\$ 16,633,671.23	Government Infrastructure Construction
Mine Detection Dog Center	\$ 14,019,799.00	Land Mine Removal
Women for Afghan Women	\$ 13,975,005.00	Support for Gender Equality and other Women's Rights Programs
HUDA Development Organization	\$ 13,964,790.00	Media Education
Clear Path International	\$ 9,998,530.00	Support for Victims of Violent Conflict
Global Rights	\$ 9,654,278.00	Support for Human Rights Law Capacity in Afghanistan
Afghanistan Rehabilitation and Architecture Organized Company	\$ 9,193,780.27	Government Infrastructure Construction
Ronco Consulting Company	\$ 8,720,847.06	Land Mine Removal
Cetena Group	\$ 8,632,874.00	Educational and Civil-Society Building Programs
Government Media and Information Center	\$ 7,055,524.00	Media Production
Shamshad Television	\$ 6,795,025.00	Media Production
Sayed Majidi Architecture and Design	\$ 6,349,698.60	Design for Afghanistan National Museum in Kabul
Hazardous Areas Life-Support Organization	\$ 6,207,900.00	Land Mine Removal
International Medical Corps	\$ 6,184,743.00	Medical Support to Returning Refugees
Educational Support Organization	\$ 6,167,543.70	Educational and Civil-Society Building Programs
International Rescue Committee, Inc.	\$ 6,105,253.00	Support for Returning Refugees
Overseas Aircraft Support Incorporated	\$ 6,000,000.00	Support for ANP Helicopter Maintenance
United Methodist Committee On Relief	\$ 5,739,823.00	Support to Returning Refugees
Afghan Center	\$ 5,641,071.00	Support to Returning Refugees
Church World Service	\$ 5,487,032.00	Provincial Health Programs
Sterling International Group, Limited Liability Company	\$ 5,300,000.00	Land Mine Removal
Total	\$ 3,727,345,620	

Note: Totals affected by rounding. Due to changes in procurement reporting during the reporting period, awards issued prior to 2007 are not fully captured.

APPENDIX II: PROJECT SECTOR DESCRIPTIONS

SIGAR analysis identified seven project sectors for Department of State reconstruction funds in Afghanistan. Those project sectors are defined in the following paragraphs.

Governance and rule-of-law – The governance and rule-of-law project sector includes State Department-funded activities intended to improve and the reach and efficacy of the rule of law in Afghanistan. Activities in the governance and rule-of-law sector include Afghan National Police development, counternarcotics programs, justice sector reform, peacekeeping initiatives, and government outreach programs.

Mine Removal – The Mine Removal project sector includes State Department-funded activities intended to remove mines and hazardous unexploded ordinance from Afghanistan as well as programs intended to build Afghan capacity to do so.

Cultural/Civil Society – The Cultural and Civil Society project sector includes State Department activities intended to foster an independent and lively civil society in Afghanistan, to foster a shared Afghan national identity, and/or to preserve and display national cultural and historical artifacts and customs. Activities in the Cultural and Civil Society project sector include support for independent media, support and cultivation of national sports programs, and support for museums and other cultural institutions.

Education – The Education project sector includes State Department activities intended to build Afghan educational institutions and capacity. Activities in the Education project sector include the building of education infrastructure, teacher education and training, and tuition support for Afghan students.

Humanitarian Aid – The Humanitarian Aid project sector includes State Department-funded activities to provide economic, social, and logistical support to refugees and internally-displaced persons returning to their home regions in Afghanistan.

Human Rights – The Human Rights sector includes State Department-funded activities to support the social, legal, and economic equality for all Afghan citizens, regardless of gender, ethnicity, or religion. Activities in the Human Rights project sector include activities to support women’s rights and gender equality in Afghanistan through education and public outreach campaigns.

Economic Development – The Economic Development sector includes State Department-funded activities to foster economic activity in Afghanistan. Activities in the Economic Development sector include the small-scale provision of agricultural equipment and systems to Afghan farmers as well as training on the provided items.

SIGAR's Mission

The mission of the Special Inspector General for Afghanistan Reconstruction (SIGAR) is to enhance oversight of programs for the reconstruction of Afghanistan by conducting independent and objective audits, inspections, and investigations on the use of taxpayer dollars and related funds. SIGAR works to provide accurate and balanced information, evaluations, analysis, and recommendations to help the U.S. Congress, U.S. agencies, and other decision-makers to make informed oversight, policy, and funding decisions to:

- improve effectiveness of the overall reconstruction strategy and its component programs;
- improve management and accountability over funds administered by U.S. and Afghan agencies and their contractors;
- improve contracting and contract management processes;
- prevent fraud, waste, and abuse; and
- advance U.S. interests in reconstructing Afghanistan.

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