

# 3 RECONSTRUCTION UPDATE



## RECONSTRUCTION UPDATE CONTENTS

Reconstruction in Brief	39
Status of Funds	41
Security	65
Governance	95
Economic and Social Development	129

**Photo on previous page**

UN Development Programme-supported Mobile Citizen Services Centers use loudspeakers and educators to raise public awareness of the COVID-19 threat. (UNDP photo)



## RECONSTRUCTION IN BRIEF

Section 3 of this quarterly report summarizes the key events of the reporting period as well as the programs and projects concerning Afghanistan reconstruction across four sectors: Funding, Security, Governance, and Economic and Social Development.

### POLITICAL IMPASSE RESOLVED

- On May 17, President Ashraf Ghani and presidential -election rival, former Chief Executive Abdullah Abdullah, reached a power-sharing agreement after a nearly three-month impasse over the results of the September 2019 presidential election.

### TALIBAN ATTACKS SURGE

- Concurrent Taliban and Afghan government Eid ceasefires in May initially brought hope for a continued reduction in violence. Resolute Support (RS) reported that enemy violence levels stayed well above historic norms for most of this quarter. The Taliban did not attack Coalition forces, but did attack Afghan government forces at several sites in provincial capitals.
- Afghan and Western officials called the level of enemy violence this quarter “totally unacceptable,” and called for its reduction.
- Data provided by RS shows civilian casualties in Afghanistan increased by nearly 60% this quarter (April 1–June 30, 2020) compared to last quarter (January 1–March 31, 2020), and by 18% compared to the same period last year.

### U.S. WITHDRAWAL MEETS TARGET

- The United States met its first troop-withdrawal target of 8,600 troops still in-country, as stipulated in the U.S.-Taliban agreement, before its mid-July deadline. Five former American bases were also handed over to the Afghan government.

### COVID-19 RAVAGES AFGHANISTAN

- Testing remains limited, but nearly 43% of samples test positive, one of the highest rates in the world.
- To prevent the spread of COVID-19, the Afghan government extended school closures until at least September 2020, threatening to halt fragile gains in Afghanistan’s education outcomes.
- Afghanistan has likely entered a recession; the economy is projected to shrink 3–10% in 2020.

- Poverty is likely to deepen and unemployment to rise, according to the IMF.

### STATE DOWNGRADES AFGHANISTAN’S HUMAN TRAFFICKING RATING

- State downgraded Afghanistan’s human-trafficking rating to the lowest level since it first assessed the country in 2002. State said the Afghan government does not fully meet the minimum standards for the elimination of trafficking and is not making significant efforts to do so.

### DONORS EXPRESS CONCERN OVER SLOWDOWN OF ANTICORRUPTION EFFORTS

- Several donors issued a joint statement expressing concern over the slowdown in Afghanistan’s anticorruption efforts, and calling for an end to “polarization through mutual accusations of corrupt practices.”

### RECONSTRUCTION FUNDING INCREASES MODERATELY

- Cumulative appropriations for reconstruction and related activities in Afghanistan since FY 2002 increased moderately in the quarter, to approximately \$137.86 billion, due in part to the allocation of the FY 2020 appropriation for the global foreign-assistance accounts to specific countries, including Afghanistan, under the Section 653(a) process.
- Of that total, \$118.9 billion, or 86%, was appropriated to the nine largest active reconstruction funds.
- Of the amount appropriated to the nine largest active funds since FY 2002, approximately \$8.4 billion remained for possible disbursement.
- DOD’s latest *Cost of War Report*, dated December 31, 2019, said cumulative obligations for Afghanistan including warfighting by U.S. forces had reached \$782.7 billion.

## STATUS OF FUNDS CONTENTS

U.S. Reconstruction Funding for Afghanistan	42
U.S. Cost of War and Reconstruction in Afghanistan	44
Afghanistan Reconstruction Funding Pipeline	45
Afghanistan Security Forces Fund	46
Commander's Emergency Response Program	50
Drug Interdiction and Counter-Drug Activities	51
Economic Support Fund	52
Food for Peace: Title II and IDA Programs	53
Foreign Disaster Assistance: IDA Programs	54
International Narcotics Control and Law Enforcement	55
Migration and Refugee Assistance	56
Nonproliferation, Antiterrorism, Demining, and Related Programs	57
International Reconstruction Funding for Afghanistan	58

## STATUS OF FUNDS

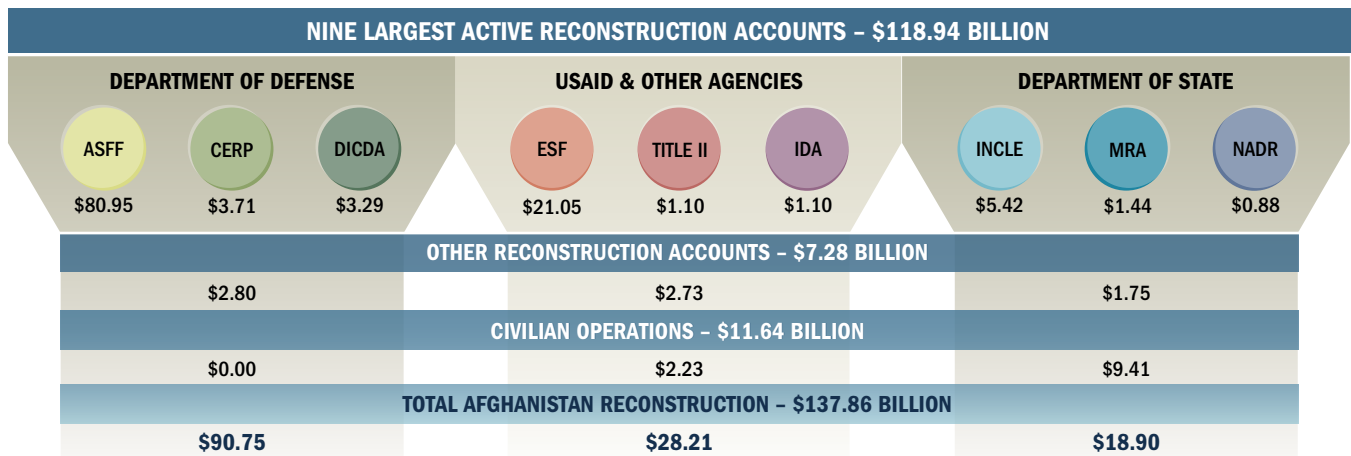
In accord with SIGAR's legislative mandate, this section details the status of U.S. funds appropriated, obligated, and disbursed for reconstruction activities in Afghanistan. As of June 30, 2020, the United States had appropriated approximately \$137.86 billion for reconstruction and related activities in Afghanistan since FY 2002. Total Afghanistan reconstruction funding has been allocated as follows:

- \$86.38 billion for security (including \$4.60 billion for counternarcotics initiatives)
- \$35.85 billion for governance and development (\$4.34 billion for counternarcotics initiatives)
- \$3.98 billion for humanitarian aid
- \$11.64 billion for civilian operations

Figure 3.1 shows the nine largest active U.S. funds that contribute to these efforts. Prior to January 2019, SIGAR reported on seven major funds; the current nine-fund format reflects appropriations that have placed significant amounts in other funds.

FIGURE 3.1

### U.S. APPROPRIATIONS SUPPORTING AFGHANISTAN RECONSTRUCTION EFFORTS (\$ BILLIONS)

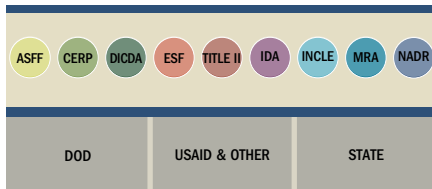


Note: Numbers have been rounded.

Source: Details of accounts, including sources of data, are provided in Appendix B to this report.

**ASFF:** Afghanistan Security Forces Fund  
**CERP:** Commander's Emergency Response Program  
**DICDA:** Drug Interdiction and Counter-Drug Activities  
**ESF:** Economic Support Fund  
**TITLE II:** Public Law No. 480 Title II  
**IDA:** International Disaster Assistance  
**INCLE:** International Narcotics Control and Law Enforcement  
**MRA:** Migration and Refugee Assistance  
**NADR:** Non-Proliferation, Antiterrorism, Demining, and Related Programs

# STATUS OF FUNDS



The amount provided to the nine largest active U.S. funds represents nearly 86.3% (nearly \$118.94 billion) of total reconstruction assistance in Afghanistan since FY 2002. Of this amount, over 90.9% (more than \$108.13 billion) has been obligated, and over 87.9% (nearly \$104.60 billion) has been disbursed. An estimated \$5.89 billion of the amount appropriated for these funds has expired and will therefore not be disbursed.

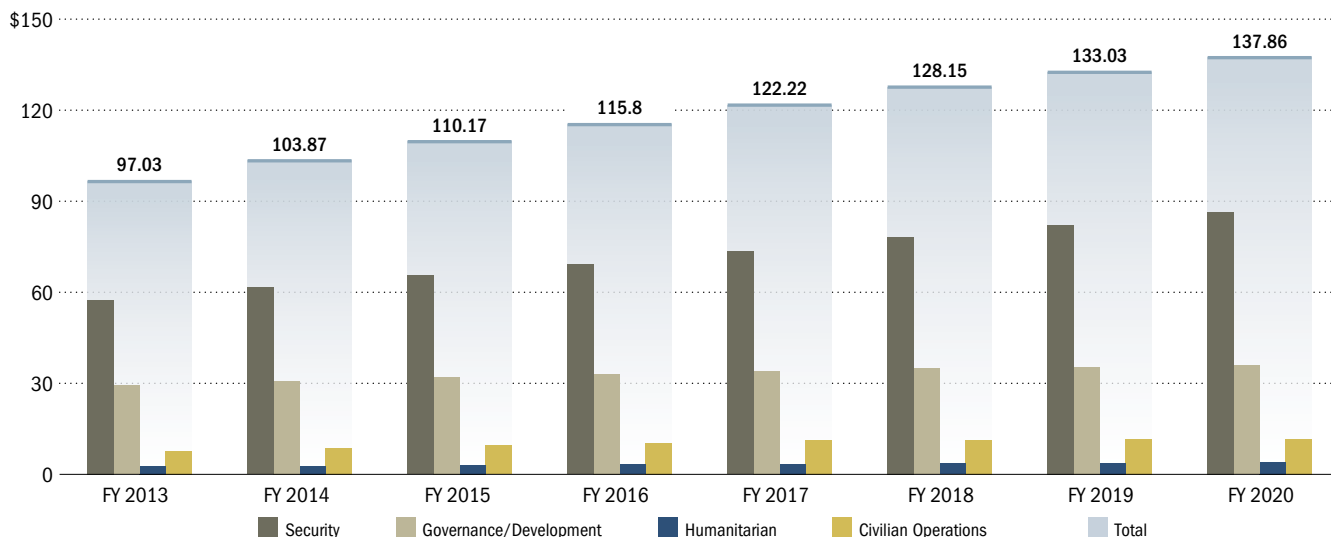
## U.S. RECONSTRUCTION FUNDING FOR AFGHANISTAN

As of June 30, 2020, cumulative appropriations for reconstruction and related activities in Afghanistan totaled approximately \$137.86 billion, as shown in Figure 3.2. This total can be divided into four major categories of reconstruction and related funding: security, governance and development, humanitarian, and oversight and operations. Approximately \$8.94 billion of these funds support counternarcotics initiatives that crosscut the security (\$4.60 billion) and governance and development (\$4.34 billion) categories. For complete information regarding U.S. appropriations, see Appendix B.

President Donald J. Trump signed the Consolidated Appropriations Act, 2020 (H.R. 1158) and the Further Consolidated Appropriations Act, 2020 (H.R. 1865) into law on December 20, 2019, providing appropriations for the Departments of Defense and State, the U.S. Agency for International Development, the U.S. Agency for Global Media, the U.S. International Development Finance Corporation (formerly known as the Overseas Private Investment Corporation) and SIGAR, among others. This past quarter, the Department of State, the U.S. Congress, and the Office of Management and Budget agreed on the allocation of the

FIGURE 3.2

CUMULATIVE APPROPRIATIONS BY FUNDING CATEGORY AS OF JUNE 30, 2020 (\$ BILLIONS)



Note: Numbers have been rounded.

Source: Details of accounts, including sources of data, are provided in Appendix B to this report.

# STATUS OF FUNDS

FY 2020 appropriation for the global foreign assistance accounts to specific countries, including Afghanistan, under the Section 653(a) process. This allocation and other actions taken this quarter bring FY 2020 appropriations for Afghanistan reconstruction recorded through June 30, 2020, to \$4.83 billion, as shown in Figure 3.3.

Since 2002, the United States has provided more than \$16.16 billion in on-budget assistance to the government of Afghanistan. This includes more than \$10.51 billion provided to Afghan government ministries and institutions, and more than \$5.65 billion to three multilateral trust funds—the World Bank-managed Afghanistan Reconstruction Trust Fund (ARTF), the United Nations Development Programme-managed Law and Order Trust Fund for Afghanistan (LOTFA), and the Asian Development Bank-managed Afghanistan Infrastructure Trust Fund (AITF). Table 3.1 shows U.S. on-budget assistance disbursed to the Afghan government and multilateral trust funds.

TABLE 3.1

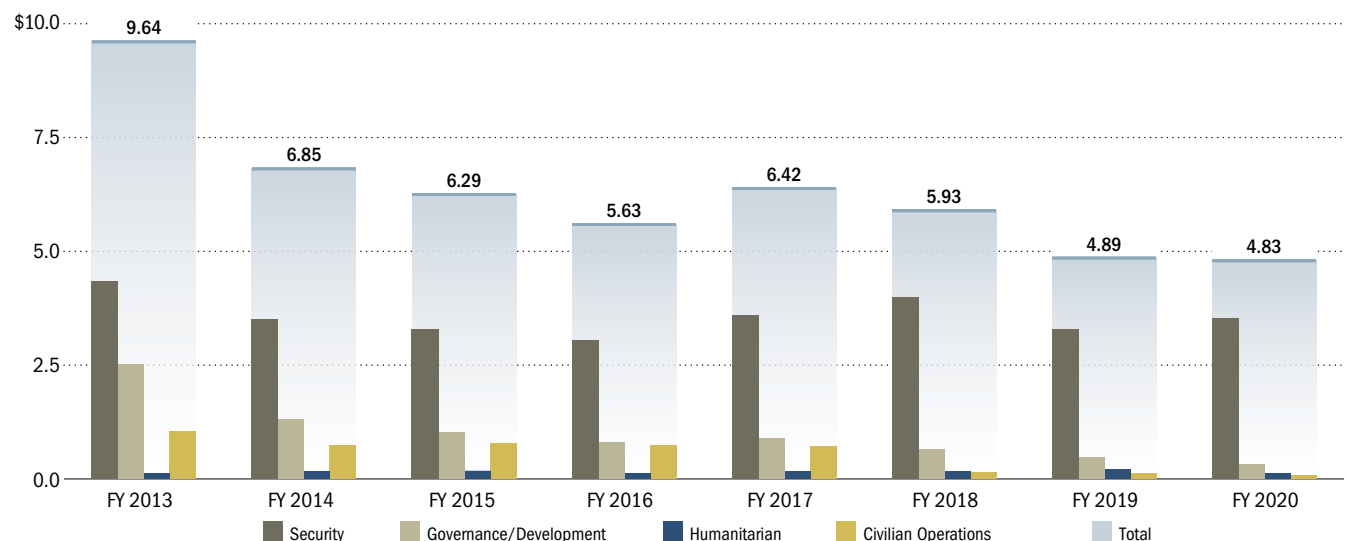
<b>U.S. ON-BUDGET ASSISTANCE TO AFGHANISTAN SINCE 2002 (\$ MILLIONS)</b>	
	Disbursements
<b>Total On-Budget Assistance</b>	<b>\$16,163.76</b>
<b>Government-to-Government</b>	<b>10,512.37</b>
DOD	9,664.77
USAID	762.41
State	85.19
<b>Multilateral Trust Funds</b>	<b>5,651.39</b>
ARTF	3,827.68
LOTFA	1,670.04
AITF	153.67

Note: Numbers have been rounded.

Source: USAID, response to SIGAR data call, 7/11/2020; State, response to SIGAR data call, 10/18/2018; DOD, response to SIGAR data call, 7/21/2020 and 10/19/2018; World Bank, ARTF: Administrator's Report on Financial Status as of April 19, 2020 (end of 4th month of FY 1399), accessed 7/9/2020; UNDP, LOTFA Receipts 2002–2020 and LOTFA MPTF Receipts 2002–2020, updated 6/30/2020, in response to SIGAR data call, 7/9/2020.

FIGURE 3.3

## ANNUAL APPROPRIATIONS BY FUNDING CATEGORY (\$ BILLIONS)



Note: Numbers have been rounded.

Source: Details of accounts, including sources of data, are provided in Appendix B to this report.

# STATUS OF FUNDS

## U.S. COST OF WAR AND RECONSTRUCTION IN AFGHANISTAN

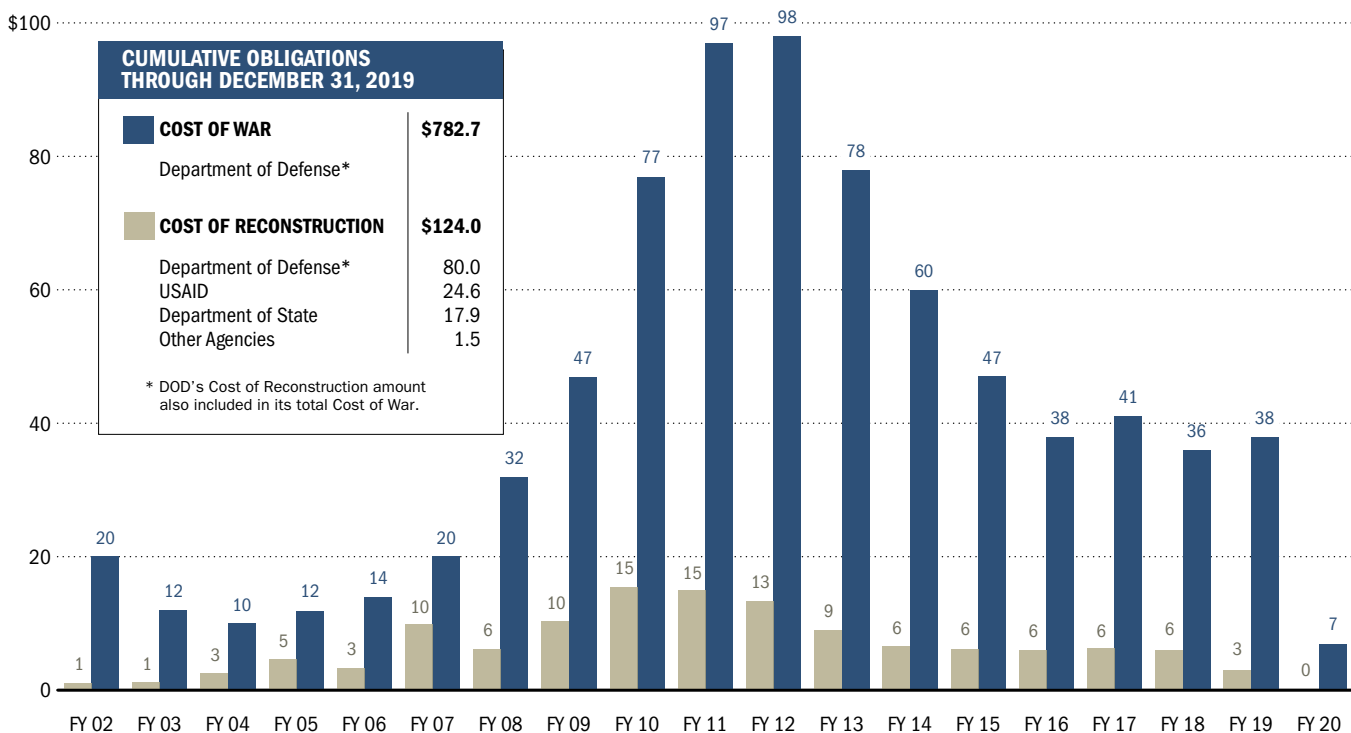
Reconstruction costs for Afghanistan equal approximately 16% of all funds obligated by the Department of Defense for Afghanistan since 2001. DOD reported in its *Cost of War Report* as of December 31, 2019, that it had obligated \$782.7 billion for Operation Enduring Freedom and Operation Freedom's Sentinel in Afghanistan, including the cost of maintaining U.S. troops in Afghanistan.<sup>59</sup>

The comparable figures for Afghanistan reconstruction, consisting of obligations (appropriated funds committed to particular programs or projects for disbursement) of the DOD, Department of State, USAID, and other agencies was \$124.0 billion at that date. As noted, cumulative total appropriations for Afghanistan reconstruction are \$137.86 billion, but not all appropriated funds have been obligated.

Note that the DOD contribution to the reconstruction of Afghanistan is contained in both the \$782.7 billion DOD Cost of War calculation and in the whole-of-government \$124.0 billion Cost of Reconstruction figures. Figure 3.4 presents the annual and cumulative costs for war and reconstruction in Afghanistan.

FIGURE 3.4

AFGHANISTAN COST OF WAR AND RECONSTRUCTION, ANNUAL AND CUMULATIVE OBLIGATIONS FY 2002 TO FY 2020 Q1 (\$ BILLIONS)



Note: Numbers have been rounded. Cumulative obligations through December 31, 2019, differ markedly from cumulative appropriations through June 30, 2020, as presented elsewhere in the Status of Funds section, because the former figures do not include unobligated appropriations and DOD Cost of War reporting lags by one quarter.

Source: DOD, Cost of War Monthly Report, Total War-related Obligations by Year Incurred, data as of December 31, 2019. Obligation data shown against year funds obligated. SIGAR analysis of annual obligation of reconstruction accounts as presented in SIGAR, Quarterly Report to the United States Congress, 1/30/2020. Obligation data shown against year funds appropriated.

# STATUS OF FUNDS

## AFGHANISTAN RECONSTRUCTION FUNDING PIPELINE

Since 2002, Congress has appropriated nearly \$137.86 billion for reconstruction and related activities in Afghanistan. Of this amount, nearly \$118.94 billion (86.3%) was appropriated to the nine largest active reconstruction accounts, as shown in Table 3.2.

As of June 30, 2020, approximately \$8.45 billion of the amount appropriated to the nine largest active reconstruction funds remained for possible disbursement, as shown in Figure 3.5. These funds will be used to train, equip, and sustain the Afghan National Defense and Security Forces (ANDSF); complete on-going, large-scale infrastructure projects, such as those funded by the AIF and ESF; combat narcotics production and trafficking; and advance the rule of law, strengthen the justice sector, and promote human rights.

TABLE 3.2

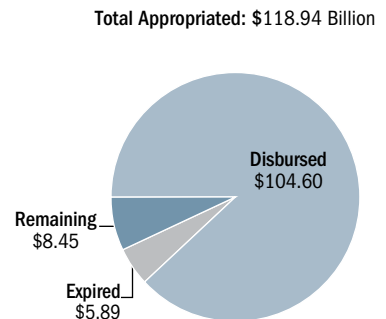
<b>CUMULATIVE AMOUNTS APPROPRIATED, OBLIGATED, DISBURSED, AND REMAINING, FY 2002 TO JUNE 30, 2020 (\$ BILLIONS)</b>				
	<b>Appropriated</b>	<b>Obligated</b>	<b>Disbursed</b>	<b>Remaining</b>
Afghanistan Security Forces Fund (ASFF)	\$80.95	\$73.57	\$72.77	\$5.01
Economic Support Fund (ESF)	21.05	19.60	17.65	2.50
International Narcotics Control and Law Enforcement (INCLE)	5.42	5.10	4.50	0.71
Commander's Emergency Response Program (CERP)	3.71	2.29	2.29	0.00
Drug Interdiction and Counter-Drug Activities (DICDA)	3.29	3.28	3.26	0.03
Migration and Refugee Assistance (MRA)	1.44	1.43	1.42	0.01
Public Law 480 Title II Emergency (Title II)	1.10	1.10	1.10	0.00
International Disaster Assistance (IDA)	1.10	1.03	0.88	0.19
Non-Proliferation, Antiterrorism, Demining, and Related (NADR)	0.88	0.74	0.74	0.00
<b>Total Nine Largest Active Accounts</b>	<b>118.94</b>	<b>108.13</b>	<b>104.60</b>	<b>8.45</b>
Other Reconstruction Funds	7.28			
Civilian Operations	11.64			
<b>Total</b>	<b>\$137.86</b>			

Note: Numbers have been rounded. The amount remaining reflects the total disbursement potential of the nine largest active reconstruction accounts after deducting approximately \$5.89 billion that has expired. Expired funds equal the amount appropriated but not obligated after the period of availability for obligation has ended and thereafter includes amounts deobligated and canceled. The amount remaining for potential disbursement for Other Reconstruction Funds equals approximately \$50 million; for Civilian Operations the amount can not be determined but likely equals less than one-half of the most recent annual appropriation.

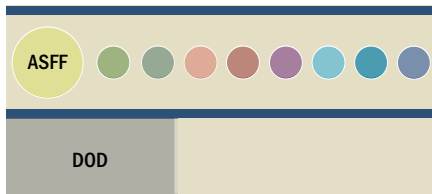
Source: SIGAR analysis of appropriation laws and obligation and disbursement data provided by DOD, State, and USAID, 7/18/2020.

FIGURE 3.5

### STATUS OF APPROPRIATED FUNDS, NINE LARGEST ACTIVE ACCOUNTS AS OF JUNE 30, 2020 (\$ BILLIONS)



# STATUS OF FUNDS



## ASFF FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

**Financial and Activity Plan:** DOD notification to Congress of its plan for obligating the ASFF appropriation, as well as updates to that plan involving any proposed new projects or transfer of funds between budget subactivity groups in excess of \$20 million, as required by the annual DOD appropriation act.

**Rescission:** Legislation enacted by Congress that cancels the availability of budget authority previously enacted before the authority would otherwise expire.

**Reprogramming:** Shifting funds within an appropriation or fund to use them for purposes other than those contemplated at the time of appropriation.

Source: GAO, Glossary of Terms Used in the Federal Budget Process, 9/2005; DOD, response to SIGAR data call, 1/23/2020.

## AFGHANISTAN SECURITY FORCES FUND

Congress has created the Afghanistan Security Forces Fund (ASFF) to provide the ANDSF with equipment, supplies, services, training, and funding for salaries, as well as facility and infrastructure repair, renovation, and construction. The primary organization responsible for building the ANDSF is the Combined Security Transition Command-Afghanistan (CSTC-A). A **Financial and Activity Plan (FAP)** must be approved by the Afghanistan Resources Oversight Council (AROC), concurred in by the Department of State, and prior notification provided to the U.S. Congress before ASFF funds may be obligated.<sup>60</sup>

President Donald J. Trump signed into law the Consolidated Appropriations Act, 2020, on December 20, 2019, which under Division A-Department of Defense Appropriations Act, 2020, provided an appropriation of \$4.20 billion for ASFF FY 2020 and a **rescission** of \$396.00 million for ASFF FY 2019. This decrease in the funding for ASFF FY 2019 follows a \$604.00 million reduction through **Reprogramming** Action FY 19-02 RA in May 2019, bringing the original ASFF FY 2019 appropriation of \$4.92 billion down to an adjusted appropriation of \$3.92 billion as shown in Figure 3.6.<sup>61</sup>

As of June 30, 2020, cumulative appropriations for ASFF stood at \$80.95 billion, with \$73.57 billion in funding having been obligated, and \$72.77 billion having been disbursed, as shown in Figure 3.7. DOD reported that cumulative obligations increased by more than \$694.62 million during

FIGURE 3.6

ASFF APPROPRIATED FUNDS BY FISCAL YEAR  
(\$ BILLIONS)

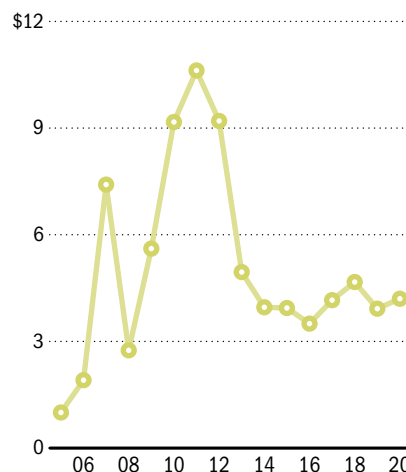
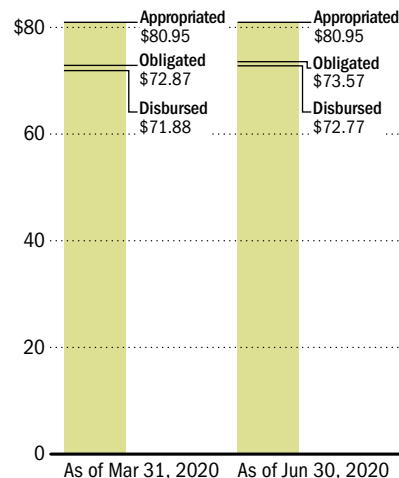


FIGURE 3.7

ASFF FUNDS, CUMULATIVE COMPARISON  
(\$ BILLIONS)



Note: Numbers have been rounded. Data reflects reprogramming actions and rescissions. DOD reprogrammed \$1 billion from FY 2011 ASFF, \$1 billion from FY 2012 ASFF, \$178 million from FY 2013 ASFF, and \$604 million from FY 2019 ASFF to fund other DOD requirements. DOD reprogrammed \$230 million into FY 2015 ASFF. ASFF data reflect the following rescissions: \$1 billion from FY 2012 in Pub. L. No. 113-6, \$764.38 million from FY 2014 in Pub. L. No. 113-235, \$400 million from FY 2015 in Pub. L. No. 114-113, \$150 million from FY 2016 in Pub. L. No. 115-31, and \$396 million from FY 2019 in Pub. L. No. 116-93.

Source: DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts June 2020," 7/15/2020; DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts March 2020," 4/15/2020; Pub. L. Nos. 116-93, 115-141, 115-31, 114-113, 113-235, 113-76, and 113-6; OSD Comptroller, 16-22 PA: Omnibus 2016 Prior Approval Request, 6/30/2016.

# STATUS OF FUNDS

the quarter ending June 30, 2020, and that cumulative disbursements increased by more than \$885.20 million.<sup>62</sup>

## ASFF Budget Activities

DOD budgeted and reported on ASFF by three **Budget Activity Groups** (BAGs) through the FY 2018 appropriation. These BAGs consisted of:

- Defense Forces (Afghan National Army, ANA)
- Interior Forces (Afghan National Police, ANP)
- Related Activities (primarily Detainee Operations)

Funds for each BAG are further allocated to four **subactivity groups** (SAGs): Sustainment, Infrastructure, Equipment and Transportation, and Training and Operations. The AROC must approve the requirement and acquisition plan for any service requirements in excess of \$50 million annually and for any nonstandard equipment requirement in excess of \$100 million. In addition, DOD is required to notify Congress prior to obligating funds for any new projects or the transfer of funds between budget subactivity groups in excess of \$20 million.<sup>63</sup>

As of June 30, 2020, DOD had disbursed nearly \$69.42 billion from the ASFF appropriations for FY 2005 through FY 2018. Of this amount, more than \$47.56 billion was disbursed for the ANA, and nearly \$21.48 billion was disbursed for the ANP.

As shown in Figure 3.8, the largest portion of the funds disbursed for the ANA—more than \$23.55 billion—supported ANA troop and equipment sustainment. Of the funds disbursed for the ANP, the largest portion—more than \$9.61 billion—also supported sustainment of ANP forces, as shown in Figure 3.9.<sup>64</sup>

**Budget Activity Groups:** Categories within each appropriation or fund account that identify the purposes, projects, or types of activities financed by the appropriation or fund.

**Subactivity Groups:** Accounting groups that break down the command's disbursements into functional areas.

Source: DOD, Manual 7110.1-M Department of Defense Budget Guidance Manual, accessed 9/28/2009; Department of the Navy, Medical Facility Manager Handbook, p. 5, accessed 10/2/2009.

FIGURE 3.8

**ASFF DISBURSEMENTS FOR THE ANA  
BY SUBACTIVITY GROUP,  
FY 2005 TO FY 2018 APPROPRIATIONS  
THROUGH JUNE 30, 2020 (\$ BILLIONS)**

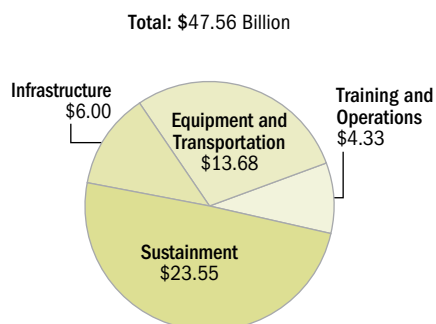
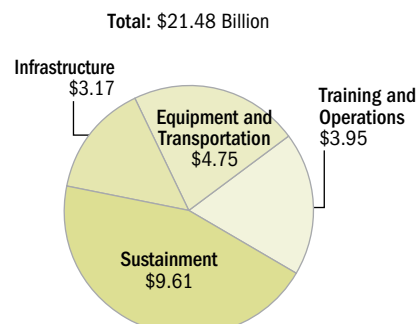


FIGURE 3.9

**ASFF DISBURSEMENTS FOR THE ANP  
BY SUBACTIVITY GROUP,  
FY 2005 TO FY 2018 APPROPRIATIONS  
THROUGH JUNE 30, 2020 (\$ BILLIONS)**



Note: Numbers have been rounded. Excludes the ASFF FY 2019 and FY 2020 appropriations, which are presented by four Budget Activity Groups, consisting of the ANA, ANP, AAF, and ASFF.

Source: DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts June 2020," 7/15/2020.

# STATUS OF FUNDS

## New ASFF Budget Activity Groups for FY 2019 and FY 2020

DOD revised its budgeting and reporting framework for ASFF beginning with its ASFF budget request for FY 2019, submitted to Congress in February 2018, and with its reporting beginning on October 1, 2018. The new framework restructures the Afghan National Army (ANA) and Afghan National Police (ANP) budget activity groups (BAGs) to better reflect the ANDSF force structure and new budget priorities. In FY 2018 and previous years, all costs associated with the Afghan Air Force (AAF) fell under the ANA BAG and costs for the Afghan Special Security Forces (ASSF) were split between the ANA and ANP BAGs. Beginning with the ASFF FY 2019 appropriation, the ANDSF consists of the ANA, ANP, AAF, and ASSF BAGs, as presented below in Table 3.3.

TABLE 3.3

<b>ASFF FY 2019 AND ASFF FY 2020 BUDGET EXECUTION THROUGH JUNE 30, 2020 (\$ MILLIONS)</b>						
<b>Budget Activity Groups</b>	<b>ASFF FY 2019</b>			<b>ASFF FY 2020</b>		
	<b>Budget (FAP 19-4)</b>	<b>Obligations</b>	<b>Disbursements</b>	<b>Budget (FAP 20-1)</b>	<b>Obligations</b>	<b>Disbursements</b>
Afghan National Army	\$1,504.35	\$1,282.97	\$1,075.65	\$1,310.66	\$123.72	\$23.34
Afghan National Police	581.56	527.46	439.92	543.16	57.98	4.45
Afghan Air Force	986.85	961.88	914.96	1,290.30	296.02	246.02
Afghan Spec. Sec. Forces	847.24	597.90	475.75	592.55	65.99	65.99
<b>Total</b>	<b>\$3,920.00</b>	<b>\$3,370.21</b>	<b>\$2,906.28</b>	<b>\$3,736.66</b>	<b>\$543.70</b>	<b>\$339.80</b>

Note: Numbers have been rounded. Disbursement totals exclude undistributed disbursements.

Source: DOD, Afghanistan Security Forces Fund (ASFF), Financial and Activity Plan, Fiscal Year 2020, 20-1, October 2019, 12/18/2019; Afghanistan Security Forces Fund (ASFF), Financial and Activity Plan, Fiscal Year 2019, 19-4, January 2020, 4/6/2020; AR(M) 1002 Appropriation Status by FY Program and Subaccounts June 2020, 7/15/2020.

Table 3.4 on the opposite page tracks the evolution of the ASFF FY 2019 budget beginning with Financial and Activity Plan 19-1 (FAP 19-1), which aligned the Administration's ASFF FY 2019 Budget Request of \$5.20 billion with the actual FY 2019 appropriation amount of \$4.92 billion, through the reprogramming action in May 2019, the rescission enacted in December 2019, and the realignment of budget priorities through FAP 19-2 (June 2019), FAP 19-3 (October 2019), and most recently, FAP 19-4, notified to Congress in January 2020.<sup>65</sup>

## NATO ANA Trust Fund

The NATO ANA Trust Fund (NATF) has contributed more than \$1.69 billion to ASFF for specific projects funded by donor nations through June 30, 2020, and ASFF has returned more than \$400.18 million of these funds following the cancellation or completion of these projects. DOD has obligated more than \$1.04 billion and disbursed nearly \$895.77 million of NATF-contributed funds through ASFF through that date.<sup>66</sup> These amounts are not reflected in the U.S. government-funded ASFF obligation and disbursement numbers presented in Figures 3.6 and 3.7.

# STATUS OF FUNDS

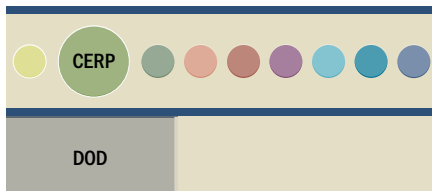
TABLE 3.4

## ASFF FY 2019 APPROPRIATION, REPROGRAMMING ACTION, RESCISSION, AND BUDGET REALIGNMENTS (FAP 19-2, FAP 19-3, AND FAP 19-4) (\$ MILLIONS)

	FY 2019 Appropriated (FAP 19-1)	Changes to ASFF FY 2019 Budget			Mar. 2020 Revised Budget
		May 2019 Reprogram- ming Action	Dec. 2019 Enacted Rescission	Budget Re- alignments in FAPs	
<b>Afghanistan Security Forces Fund, Total</b>	<b>\$4,920.00</b>	<b>(\$604.00)</b>	<b>(\$396.00)</b>	<b>\$ —</b>	<b>\$3,920.00</b>
<b>Afghan National Army, Total</b>	<b>1,639.99</b>	<b>(279.00)</b>		<b>143.36</b>	<b>1,504.35</b>
Sustainment, Total	1,274.99	(251.00)		181.92	1,205.91
Personnel	608.95	(185.79)		124.77	547.93
Ammunition	88.62	(23.73)		23.54	88.42
Communications & Intelligence	187.63	(30.62)		(12.48)	144.53
Petroleum, Oil, and Lubricants	52.23	57.75		66.18	176.15
All Other	337.57	(68.60)		(20.09)	248.88
Infrastructure, Total	137.73	(1.10)		23.63	160.26
Equipment and Transportation, Total	62.17	(5.70)		(22.93)	33.55
Training and Operations, Total	165.10	(21.20)		(39.27)	104.62
<b>Afghan National Police, Total</b>	<b>726.26</b>	<b>(117.20)</b>		<b>(27.51)</b>	<b>581.56</b>
Sustainment, Total	497.55	(72.17)		19.14	444.52
Petroleum, Oil, and Lubricants	105.47	(28.58)		(1.79)	75.10
All Other	392.09	(43.59)		20.93	369.43
Infrastructure, Total	42.98	(26.13)		(5.93)	10.92
Equipment and Transportation, Total	14.55	(6.60)		2.39	10.34
Training and Operations, Total	171.17	(12.30)		(43.10)	115.77
<b>Afghan Air Force, Total</b>	<b>1,728.26</b>	<b>(71.90)</b>	<b>(396.00)</b>	<b>(273.52)</b>	<b>986.85</b>
Sustainment, Total	893.17	(51.04)		(158.27)	683.86
Personnel	33.53	(21.39)		2.92	15.06
Ammunition	98.27	(26.59)		25.23	96.91
Petroleum, Oil, and Lubricants	56.40	(36.42)		36.11	56.09
Aircraft Contracted Support	692.29	32.00		(220.91)	503.38
All Other	12.69	1.35		(1.63)	12.41
Infrastructure, Total	30.35	(5.50)		(19.87)	4.98
Equipment and Transportation, Total	537.55	(6.09)	(396.00)	(74.09)	61.37
Aircraft	529.31	(5.61)	(396.00)	(66.58)	61.13
Other Equipment and Tools	8.24	(0.49)		(7.51)	0.24
Training and Operations, Total	267.19	(9.27)		(21.29)	236.63
<b>Afghan Special Security Forces, Total</b>	<b>825.48</b>	<b>(135.90)</b>		<b>157.67</b>	<b>847.25</b>
Sustainment, Total	476.94	(100.34)		105.13	481.74
Aircraft Sustainment	132.91	44.28		135.52	312.71
Personnel	142.66	(79.42)		3.59	66.83
All Other	201.37	(65.19)		(33.98)	102.20
Infrastructure, Total	43.13	(1.54)		(20.62)	20.97
Equipment and Transportation, Total	152.03	(34.02)		30.04	148.05
Training and Operations, Total	153.37	0.00		43.12	196.50

Note: DOD reprogrammed \$1.50 billion from various accounts, including \$604.00 million from the ASFF FY 2019 account, to the Drug Interdiction and Counter-Drug Activities, Defense (DICDA) FY 2019 account as part of Reprogramming Action FY 19-02 RA on May 10, 2019, to support Department of Homeland Security (DHS) counterdrug activities along the U.S. southern border. See SIGAR Quarterly Report to the U.S. Congress, July 30, 2019 at pages 48-49 for additional information. The Budget Realignment consists of budget changes set forth in FAP 19-2 (June 2019) exclusive of the Reprogramming Action in May 2019, FAP 19-3 (October 2019), and FAP 19-4 (January 2020) exclusive of the Rescission enacted in Pub. L. No. 116-93 in December 2019. Aircraft Contracted Support consists of the Aircraft Sustainment budget category less Ammunition and NSRWA Technical Assistance. Numbers have been rounded.

Source: DOD, Fiscal Year 2019, Afghanistan Security Forces Fund (ASFF), Line Item Detail, two versions received 1/15/2020 and 7/16/2019; and Tab B - FY 2019 ASFF FAP 19-4 as of 11Mar2020 received 4/6/2020.



## CERP FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

## COMMANDER'S EMERGENCY RESPONSE PROGRAM

The Commander's Emergency Response Program (CERP) enables U.S. commanders in Afghanistan to respond to urgent, small-scale, humanitarian relief and reconstruction requirements in their areas of responsibility by supporting programs that will immediately assist the local population. Funding under this program is intended for small projects estimated to cost less than \$500,000, although larger projects costing up to \$2 million may be authorized with appropriate Congressional notification.<sup>67</sup>

The Department of Defense Appropriations Act, 2020, decreased the annual appropriation for CERP from \$10.0 million in FY 2019 to \$5.0 million in FY 2020, bringing total cumulative funding to nearly \$3.71 billion. Notably, CERP annual appropriations had equaled or exceeded \$400.00 million per year during the FY 2008 to FY 2012 period, as shown in Figure 3.10, and nearly \$1.12 billion in appropriations from this period were realigned to other Operations and Maintenance, Army account requirements, or expired without being disbursed. DOD reported that CERP cumulative appropriations, obligations, and disbursements stood at approximately \$3.71 billion, \$2.29 billion, and \$2.29 billion, respectively, at June 30, 2020, as shown in Figure 3.11.<sup>68</sup>

FIGURE 3.10

**CERP APPROPRIATIONS BY FISCAL YEAR**  
(\$ MILLIONS)

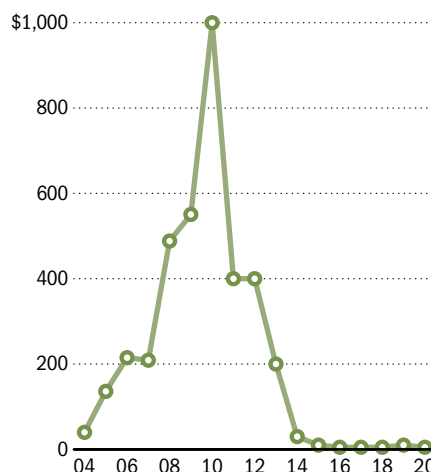
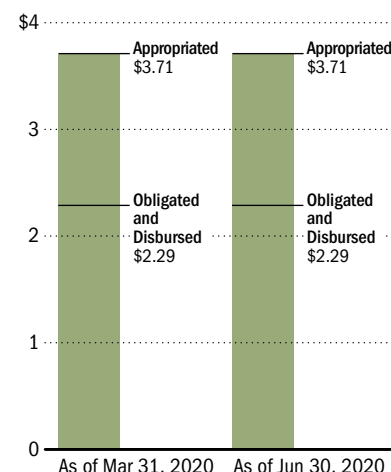


FIGURE 3.11

**CERP FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



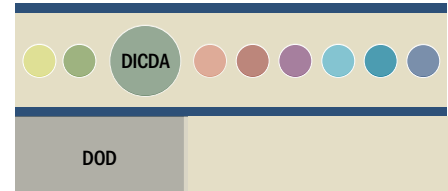
Note: Numbers have been rounded. Data may include interagency transfers. Analysis includes data from a draft DOD financial report because the final version had not been completed when this report went to press.

Source: DOD, response to SIGAR data call, 7/17/2020 and 4/13/2020; OMB, response to SIGAR data call, 1/4/2013; Pub. L. Nos. 115-141, 115-31, 114-113, 113-235, 113-76, 113-6, 112-74, 112-10.

## DRUG INTERDICTION AND COUNTER-DRUG ACTIVITIES

The Drug Interdiction and Counter-Drug Activities (DICDA), Defense appropriation provides funding for efforts intended to stabilize Afghanistan by combating the drug trade and related activities. The DOD Counterdrug group allocates this funding to support the Counternarcotics Police of Afghanistan units (mentored by the DEA and U.S. Army Special Forces) who investigate high-value targets and conduct drug-interdiction operations. Funding is also provided to the Afghanistan Special Mission Wing (SMW) to support their fleet of rotary- and fixed-wing aircraft. The SMW's aircraft provide air mobility to conduct intelligence, surveillance, and reconnaissance operations aimed at counterdrug and counter-terrorism operations in country.<sup>69</sup>

The DOD Counterdrug group reprograms appropriated DICDA funds from the Central Transfer Account (CTA) to the military services and defense agencies, which track obligations of the transferred funds. The group allocated funding to Afghanistan programs and transferred \$132.36 million to the military services in the quarter ending March 31, 2019, but withdrew \$122.18 million of these funds in the quarter ending September 30, 2019, resulting in a net transfer of \$10.18 million for FY 2019, as shown in Figure 3.12.<sup>70</sup> The group has transferred \$29.24 million in FY 2020 funds to the military services since that time, resulting in cumulative amounts appropriated and transferred from the CD CTA rising to \$3.29 billion at June 30, 2020, as shown in Figure 3.13.<sup>71</sup>



### DICDA FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

FIGURE 3.12

**DICDA APPROPRIATIONS BY FISCAL YEAR**  
(\$ MILLIONS)

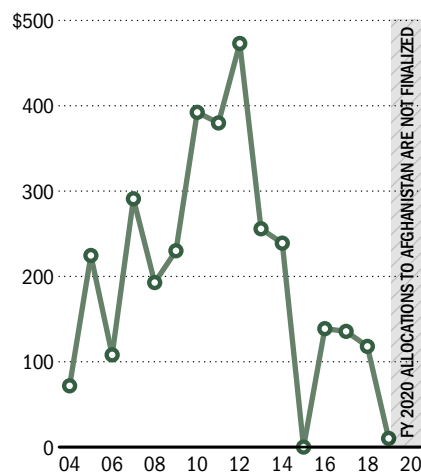
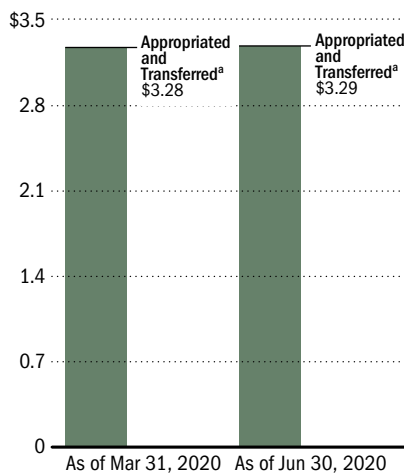


FIGURE 3.13

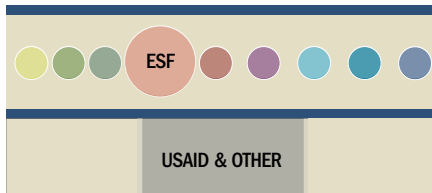
**DICDA FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



Note: Numbers have been rounded. DOD reprogrammed \$125.13 million out of FY 2015 DICDA and \$122.18 million out of FY 2019 DICDA due to requirements for the Afghanistan Special Mission Wing being funded from the ASFF instead of DICDA.  
<sup>a</sup> DOD reprograms all DICDA funds to the military services and defense agencies for obligation and disbursement.

Source: DOD, response to SIGAR data call, 7/10/2020 and 4/8/2020; OSD Comptroller, 15-23 PA: Omnibus 2015 Prior Approval Request, 6/30/2015, p. 42.

# STATUS OF FUNDS



## ESF FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

## ECONOMIC SUPPORT FUND

Economic Support Fund (ESF) programs are intended to advance U.S. interests by helping countries meet short- and long-term political, economic, and security needs. ESF programs support counterterrorism; bolster national economies; and assist in the development of effective, accessible, and independent legal systems for a more transparent and accountable government.<sup>72</sup>

The ESF was allocated \$200.00 million for Afghanistan for FY 2020 through the Section 653(a) consultation process that was concluded among State, the U.S. Congress, and OMB in the quarter ending June 30, 2020. This represents a 43% reduction from the \$350.00 million allocation for FY 2019, which was itself a 30% reduction from the \$500.00 million allocation for FY 2018. Cumulative appropriations for the ESF now stand at nearly \$21.05 billion, of which more than \$19.60 billion had been obligated and nearly \$17.65 billion had been disbursed as of June 30, 2020.<sup>73</sup> Figure 3.14 below shows ESF appropriations by fiscal year, and Figure 3.15 shows cumulative appropriations, obligations, and disbursements as of March 31 and June 30, 2020.

FIGURE 3.14

**ESF APPROPRIATIONS BY FISCAL YEAR**  
(\$ BILLIONS)

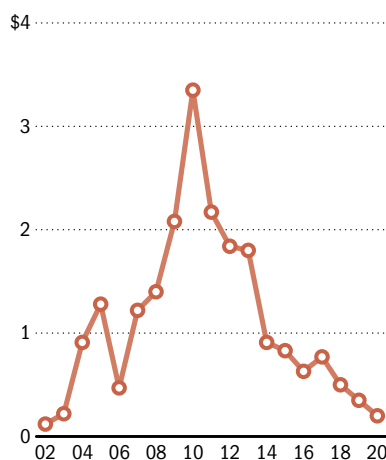
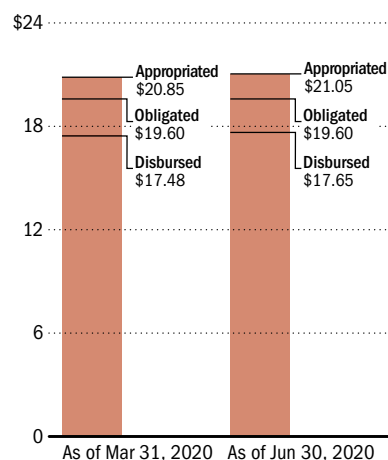


FIGURE 3.15

**ESF FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



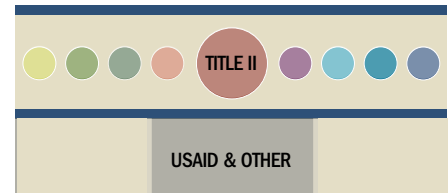
Note: Numbers have been rounded. Data reflects the following transfers from AIF to the ESF: \$101 million for FY 2011, \$179.5 million for FY 2013, and \$55 million for FY 2014. FY 2016 ESF for Afghanistan was reduced by \$179 million and put toward the U.S. commitment to the Green Climate Fund.

Source: USAID, response to SIGAR data call, 7/11/2020 and 4/10/2020; State, response to SIGAR data call, 7/13/2020, 1/3/2020, 10/5/2018, 10/11/2017, 5/4/2016, 10/20/2015, 4/15/2015, and 4/15/2014.

## FOOD FOR PEACE: TITLE II AND IDA PROGRAMS

USAID's Office of Food for Peace (FFP) administers Public Law 480 Title II and International Disaster Assistance (IDA) account resources that are requested and appropriated on a contingency basis to meet humanitarian needs worldwide, with a focus on emergency food and nutrition assistance. Food for Peace Title II resources are authorized by the Food for Peace Act and appropriated under the Agriculture appropriations bill, while IDA resources are authorized by the Foreign Assistance Act and Global Food Security Act and appropriated under the State, Foreign Operations, and Related Programs appropriation. FFP obligates funding for emergency food-assistance projects when there is an identified need and local authorities do not have the capacity to respond.<sup>74</sup>

FFP reports that it obligated nearly \$74.00 million in FY 2018, more than \$100.80 million in FY 2019, and \$49.50 million in the first three quarters of FY 2020 for food-assistance programs in Afghanistan. All of these activities were undertaken with IDA funds except for the use of more than \$4.22 million in Title II Emergency funds in FY 2018. FFP noted that Title II funds must primarily be used for procurement of agricultural commodities in the U.S., while IDA funds can be used more flexibly for local and regional procurement of commodities, food vouchers, and cash transfers. FFP stated that current plans do not require the use of Title II resources for Afghanistan in FY 2020, but these plans may change.<sup>75</sup> Figure 3.16 presents annual appropriations of Title II funds, and Figure 3.17 presents cumulative appropriated and transferred funds at March 31 and June 30, 2020.<sup>76</sup>



### TITLE II FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

FIGURE 3.16

**TITLE II APPROPRIATIONS BY FISCAL YEAR**  
(\$ MILLIONS)

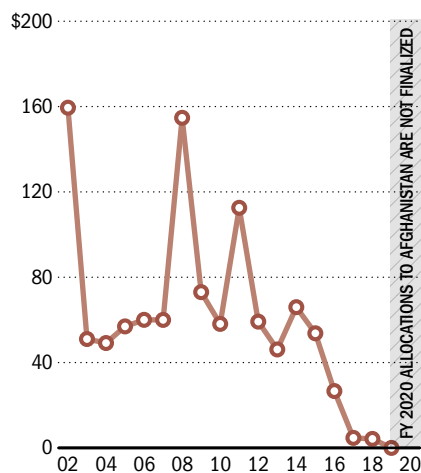
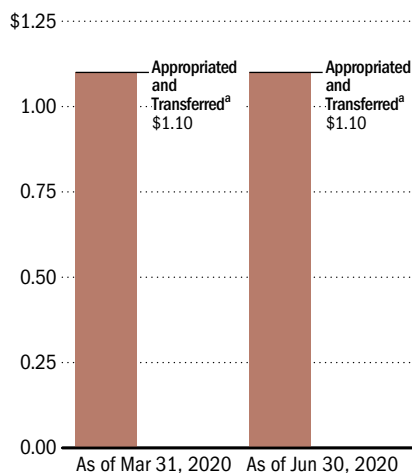


FIGURE 3.17

**TITLE II FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)

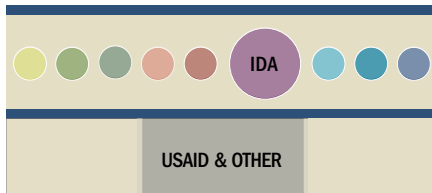


Note: Numbers have been rounded.

<sup>a</sup> Title II Emergency account resources are requested and appropriated on a contingency basis to address unmet humanitarian needs.

Source: USAID, response to SIGAR data call, 7/7/2020 and 4/14/2020.

# STATUS OF FUNDS



## IDA FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

## FOREIGN DISASTER ASSISTANCE: IDA PROGRAMS

USAID's Office of U.S. Foreign Disaster Assistance (OFDA) teams with the Office of Food for Peace (FFP) to administer International Disaster Assistance (IDA) funds. OFDA is responsible for leading and coordinating the U.S. government response to disasters overseas. Its major programs include Relief Commodities & Logistics Support, Shelter & Settlements, Humanitarian Coordination & Information Management, Health, Protection, and WASH (water, sanitation, and hygiene). OFDA works closely with international partners such as the United Nations Children's Fund (UNICEF), the United Nations World Health Organization (WHO), and others to deliver goods and services to assist conflict- and disaster-affected populations in Afghanistan.<sup>77</sup>

USAID reported that nearly \$1.10 billion in IDA funds had been allocated to Afghanistan from 2002 through June 30, 2020, with obligations of nearly \$1.03 billion and disbursements of more than \$880.06 million reported as of that date.<sup>78</sup> Separately, OFDA reported that more than \$541.37 million in IDA funds had been awarded to its programs in Afghanistan from 2002 through June 30, 2020, with more than \$50.88 million obligated in FY 2019 and more than \$23.26 million obligated in the first three quarters of FY 2020.<sup>79</sup> Figure 3.18 presents annual appropriations of IDA funds to Afghanistan. Figure 3.19 presents cumulative appropriations, obligations, and disbursements.

FIGURE 3.18

**IDA APPROPRIATIONS BY FISCAL YEAR**  
(\$ MILLIONS)

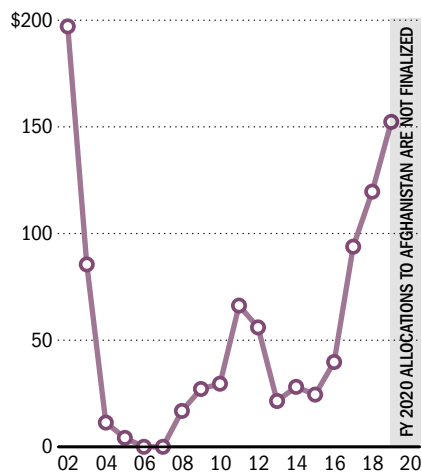
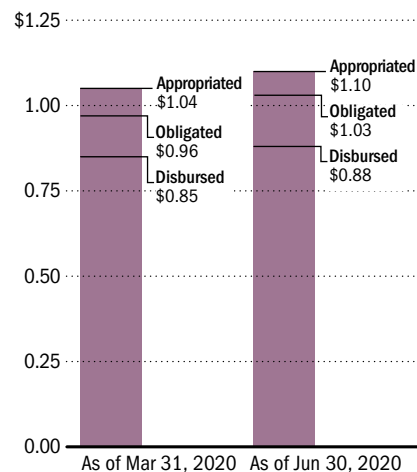


FIGURE 3.19

**IDA FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



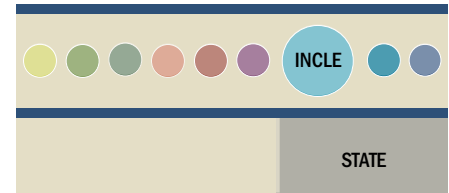
Note: Numbers have been rounded. Data may include interagency transfers.

Source: USAID, response to SIGAR data call, 7/11/2020 and 4/10/2020.

## INTERNATIONAL NARCOTICS CONTROL AND LAW ENFORCEMENT

The Department of State's Bureau of International Narcotics and Law Enforcement Affairs (INL) manages the International Narcotics Control and Law Enforcement (INCLE) account which funds projects and programs for advancing the rule of law and combating narcotics production and trafficking. INCLE supports several INL program groups, including police, counternarcotics, and rule of law and justice.<sup>80</sup>

The INCLE account was allocated \$88.00 million for Afghanistan for FY 2020 through the Section 653(a) consultation process that was concluded among State, the U.S. Congress and OMB in the quarter ending June 30, 2020. This amount is consistent with the \$87.80 allocation for FY 2019, which itself represented a 45% reduction from the \$160.00 million allocation for FY 2018.<sup>81</sup> Cumulative funding for INCLE stands at more than \$5.42 billion, of which nearly \$5.10 billion has been obligated and more than \$4.50 billion has been disbursed as of June 30, 2020. Figure 3.20 shows INCLE appropriations by fiscal year, and Figure 3.21 shows cumulative appropriations, obligations, and disbursements as of March 31 and June 30, 2020.<sup>82</sup>



### INCLE FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

FIGURE 3.20

**INCLE APPROPRIATIONS BY FISCAL YEAR**  
(\$ MILLIONS)

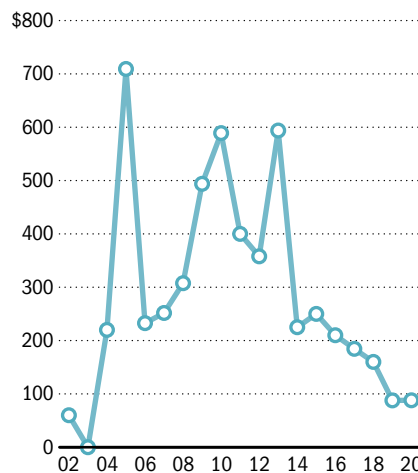
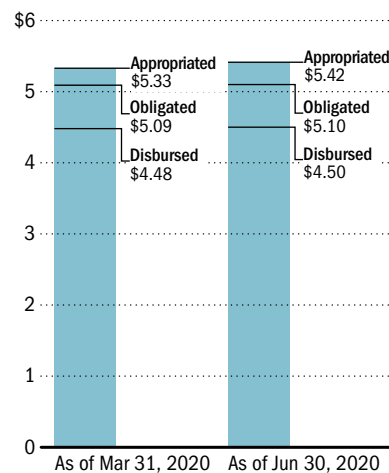


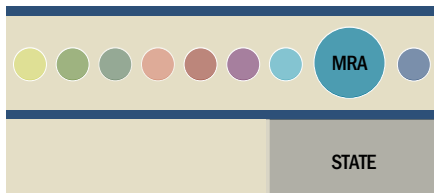
FIGURE 3.21

**INCLE FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



Note: Numbers have been rounded. Data may include interagency transfers.

Source: State, response to SIGAR data call, 7/13/2020 and 4/15/2020.



## MRA FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

## MIGRATION AND REFUGEE ASSISTANCE

The Department of State's Bureau of Population, Refugees and Migration (PRM) administers the Migration and Refugee Assistance (MRA) account that funds programs to protect and assist refugees, conflict victims, internally displaced persons, stateless persons, and vulnerable migrants. Through MRA, PRM supports the work of the UN High Commissioner for Refugees (UNHCR), other international organizations, and various nongovernmental organizations (NGOs) in Afghanistan to support Afghan refugees throughout the region and upon their return to Afghanistan.<sup>83</sup>

The MRA allocation for Afghan refugees, internally displaced persons, and returnees was nearly \$77.19 million for FY 2018, nearly \$85.40 million for FY 2019, but only slightly more than \$13.21 million for FY 2020 through March 31, 2020. Cumulative appropriations since 2002 have totaled nearly \$1.44 billion as of March 31, 2020, with cumulative obligations and disbursements reaching more than \$1.43 billion and nearly \$1.42 billion, respectively, on that date. Figure 3.22 shows MRA appropriations by fiscal year, and Figure 3.23 shows cumulative appropriations, obligations, and disbursements as of March 31, 2020. Account information was not immediately available for June 30, 2020, due to what State said were exceptional circumstances, without elaborating.<sup>84</sup>

FIGURE 3.22

**MRA APPROPRIATIONS BY FISCAL YEAR**  
(\$ MILLIONS)

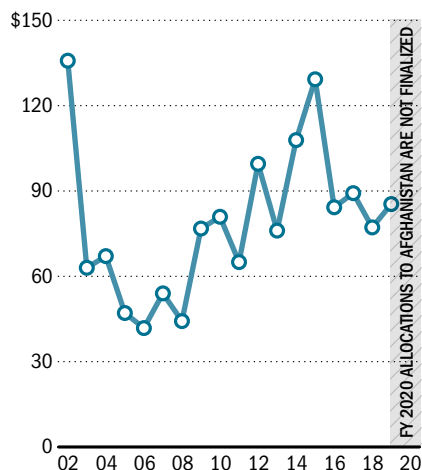
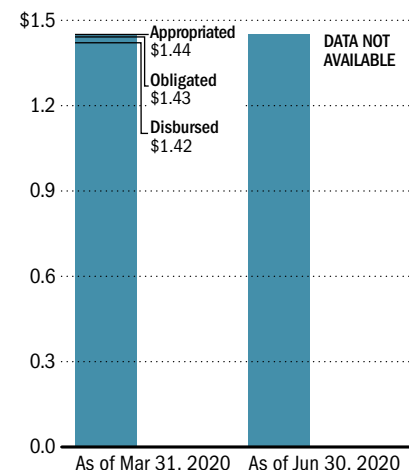


FIGURE 3.23

**MRA FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



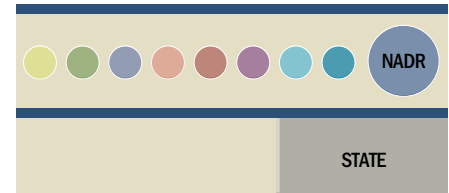
Note: Numbers have been rounded. Data may include interagency transfers.

Source: State, response to SIGAR data call, 7/16/2020 and 4/14/2020.

## NONPROLIFERATION, ANTITERRORISM, DEMINING, AND RELATED PROGRAMS

The Non-Proliferation, Antiterrorism, Demining, and Related Programs (NADR) account plays a critical role in improving the Afghan government's capacity to address terrorist threats, protect its borders, and remove dangerous explosive remnants of war.<sup>85</sup> The majority of NADR funding for Afghanistan is funneled through two subaccounts, Antiterrorist Assistance (ATA) and Conventional Weapons Destruction (CWD), with additional funds going to Export Control and Related Border Security (EXBS) and Counterterrorism Financing (CTF). The Office of Foreign Assistance Resources makes allocated funding available to relevant bureaus and offices that obligate and disburse these funds.<sup>86</sup>

The NADR account was allocated \$38.50 million for Afghanistan for FY 2020 through the Section 653(a) consultation process that was concluded among State, the U.S. Congress and OMB in the quarter ending June 30, 2020. This amount is consistent with the allocation of \$38.30 million for FY 2019 and the \$36.6 million allocation for FY 2018. Figure 3.24 shows annual allocations to the NADR account, and Figure 3.25 shows that the cumulative total of NADR funds appropriated and transferred increased from \$842.84 million at March 31, 2020, to \$881.34 million at June 30, 2020.<sup>87</sup>



### NADR FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

FIGURE 3.24

**NADR APPROPRIATIONS BY FISCAL YEAR**  
(\$ MILLIONS)

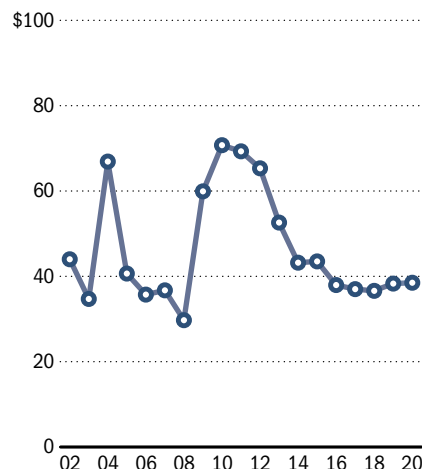
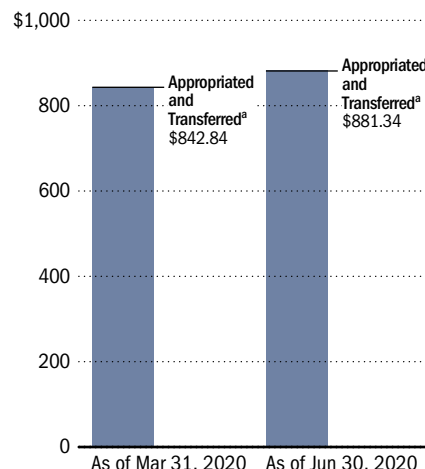


FIGURE 3.25

**NADR FUNDS, CUMULATIVE COMPARISON**  
(\$ MILLIONS)



Note: Numbers have been rounded.

<sup>a</sup> State and Congress agree on the country-by-country allocation of annual appropriations for the foreign-assistance accounts, including NADR, through the Section 653(a) process. The Office of Foreign Assistance Resources makes allocated funding available to relevant bureaus at State that obligate and disburse these funds.

Source: State, response to SIGAR data call, 7/13/2020, 1/3/2020, and 10/5/2018.

# STATUS OF FUNDS

## INTERNATIONAL RECONSTRUCTION FUNDING FOR AFGHANISTAN

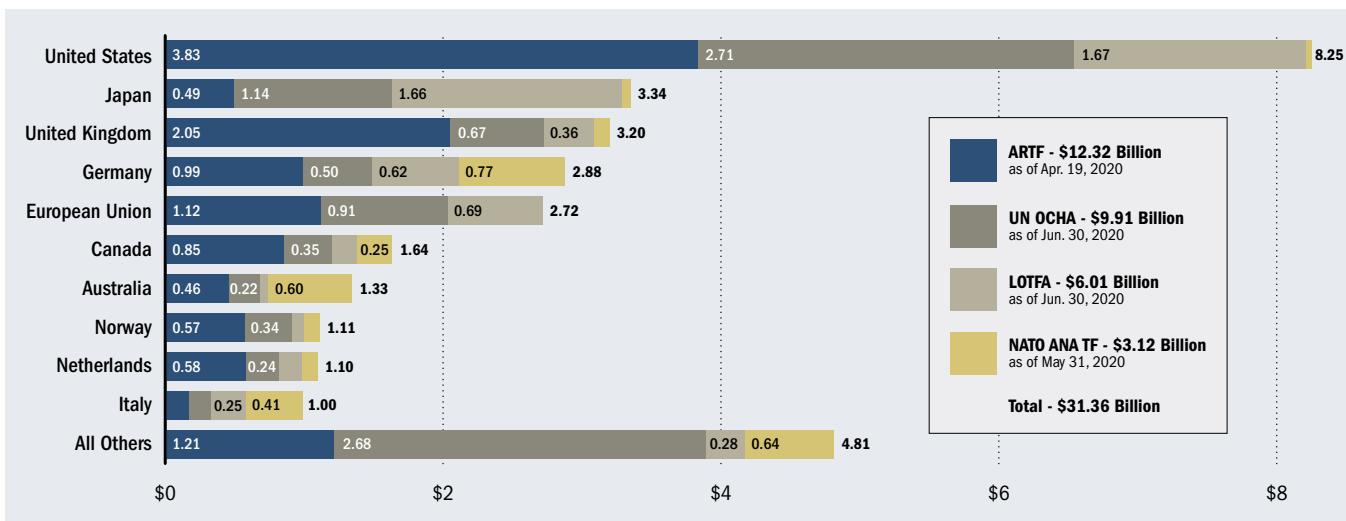
The international community provides significant funding to support Afghanistan relief and reconstruction efforts through multilateral institutions. These institutions include multilateral trust funds; United Nations and nongovernmental humanitarian assistance organizations; two multilateral development finance institutions, the World Bank Group and the Asian Development Bank (ADB); and two special purpose United Nations organizations, the UN Assistance Mission in Afghanistan (UNAMA) and the UN Development Programme (UNDP).

The four main multilateral trust funds are the World Bank-managed Afghanistan Reconstruction Trust Fund (ARTF), the UNDP-managed Law and Order Trust Fund for Afghanistan (LOTFA), the NATO-managed Afghan National Army (ANA) Trust Fund (NATF), and the ADB-managed Afghanistan Infrastructure Trust Fund (AITF).

The UN's Office for the Coordination of Humanitarian Affairs (OCHA) leads emergency appeals and annual or multi-year humanitarian response plans for Afghanistan, and provides timely reporting of assistance provided by donors to the full range of humanitarian assistance organizations to facilitate funding of targeted needs.

FIGURE 3.26

**CUMULATIVE CONTRIBUTIONS BY 10 LARGEST DONORS AND OTHERS TO MULTILATERAL INSTITUTIONS IN AFGHANISTAN (ARTF, UN OCHA-REPORTED PROGRAMS, LOTFA, AND NATO ANA TRUST FUND) SINCE 2002 (\$ BILLIONS)**



Note: Amounts under \$200 million are not labeled. Numbers may not add due to rounding.

Source: World Bank, ARTF: Administrator's Report on Financial Status as of April 19, 2020 (end of 4th month of FY 1399) at [www.artf.af](http://www.artf.af), accessed 7/9/2020; UN OCHA, Financial Tracking Service at <https://fts.unocha.org>, accessed 6/30/2020; UNDP, LOTFA Receipts 2002–2020 and LOTFA MPTF Receipts 2002–2020, updated through 6/30/2020, in response to SIGAR data call, 7/9/2020; NATO, Afghan National Army (ANA) Trust Fund, Status of Contributions Made as of 31 May 2020, at [www.nato.int](http://www.nato.int), accessed 7/9/2020.

The four multilateral trust funds, ARTF, LOTFA, NATF, and AITF; as well as UNAMA and UN OCHA-coordinated humanitarian assistance organizations, all report donor contributions for their Afghanistan programs. Cumulative contributions to these organizations since 2002 have amounted to \$34.06 billion, with the United States contributing \$8.87 billion of this amount, as shown in Figure 3.26 and in the sections on the AITF and UNAMA that follow. The World Bank Group and the ADB are funded through general member assessments that cannot be readily identified as allocated to Afghanistan. These institutions have collectively made financial commitments of \$10.58 billion to Afghanistan since 2002, as discussed in the sections that follow.

## Contributions to the Afghanistan Reconstruction Trust Fund

The largest share of international contributions to the Afghan government's operational and development budgets comes through the ARTF. From 2002 to April 19, 2020, the World Bank reported that 34 donors had paid in nearly \$12.32 billion. Figure 3.26 shows the four largest donors over this period as the United States, the UK, the European Union, and Germany. Figure 3.27 shows that these four were also the largest donors to the ARTF for Afghan FY 1398 (December 22, 2018–December 21, 2019). The ARTF received contributions of \$780.38 million in Afghan FY 1398, marking a 24% decline from the \$1.02 billion it received in Afghan FY 1397, when it recorded the second-highest annual amount of contributions received by the fund in its 17-year history.<sup>88</sup>

Contributions to the ARTF are divided into two funding channels, the Recurrent Cost (RC) Window and the Investment Window.<sup>89</sup> As of April 19, 2020, according to the World Bank, nearly \$5.06 billion of ARTF funds had been disbursed to the Afghan government through the RC Window to assist with recurrent costs such as civil servants' salaries.<sup>90</sup> To ensure that the RC Window receives adequate funding, donors to the ARTF may not "preference" (earmark) more than half of their annual contributions.<sup>91</sup>

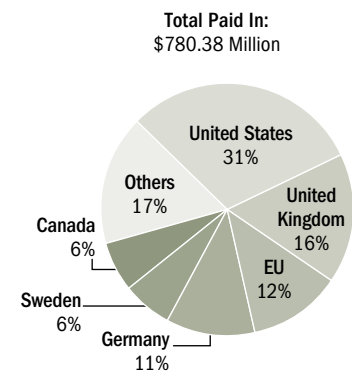
The Investment Window supports development programs. As of April 19, 2020, according to the World Bank, more than \$5.48 billion had been committed through the Investment Window, and nearly \$4.83 billion had been disbursed. The Bank reported 31 active projects with a combined commitment value of nearly \$1.92 billion, of which more than \$1.26 billion had been disbursed.<sup>92</sup>

## Contributions to UN OCHA-Coordinated Humanitarian Assistance Programs

The UN's Office for the Coordination of Humanitarian Affairs (OCHA) leads emergency appeals and annual or multi-year humanitarian response plans for Afghanistan, and provides timely reporting of humanitarian assistance provided by donors to facilitate funding of targeted needs. Donors have contributed nearly \$9.91 billion to humanitarian assistance organizations

FIGURE 3.27

**ARTF CONTRIBUTIONS BY DONOR, AFGHAN FY 1398 (PERCENT)**



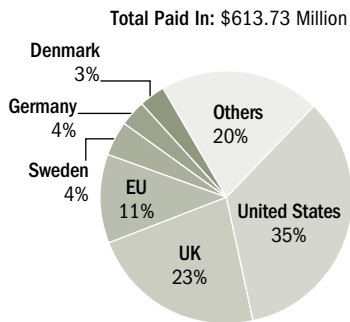
Note: Numbers may not add to 100% due to rounding. "Others" includes 11 donors.

Source: World Bank, ARTF: Administrator's Report on Financial Status as of April 19, 2020 (end of 4th month of FY 1399) at [www.artf.af](http://www.artf.af), accessed 7/9/2020.

# STATUS OF FUNDS

FIGURE 3.28

## UN OCHA-COORDINATED CONTRIBUTIONS BY DONOR, CALENDAR YEAR 2019 (PERCENT)



Note: Numbers may not add to 100% due to rounding.  
 "Others" includes 21 national governments and 13 other entities.  
 Source: UN OCHA, Financial Tracking Service at <https://fts.unocha.org>, accessed 6/30/2020.

TABLE 3.5

## LARGEST RECIPIENTS OF HUMANITARIAN ASSISTANCE FOR AFGHANISTAN UN OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS (OCHA) CUMULATIVE RECEIPTS, 2002 TO JUNE 30, 2020 (\$ MILLIONS)

Largest Recipients	Receipts
<b>United Nations Organizations</b>	
World Food Programme (WFP)	\$3,065.05
United Nations High Commissioner for Refugees (UNHCR)	1,208.86
United Nations Children's Fund (UNICEF)	536.24
United Nations Mine Action Service (UNMAS)	331.04
International Organization for Migration (IOM)	265.88
Food and Agricultural Organization (FAO)	214.04
Office for the Coordination of Humanitarian Affairs (UN OCHA)	144.29
World Health Organization (WHO)	123.43
<b>Nongovernmental Organizations</b>	
International Committee of the Red Cross	743.27
Norwegian Refugee Council	184.24
HALO Trust	113.91
Save the Children	107.61
<b>All Other and Unallocated</b>	<b>2,870.73</b>
<b>Total Humanitarian Assistance Reported by OCHA</b>	<b>\$9,908.59</b>

Note: Numbers have been rounded.

Source: UN OCHA, Financial Tracking Service at <https://fts.unocha.org>, accessed 6/30/2020.

from 2002 through June 30, 2020, as reported by OCHA. OCHA-led annual humanitarian response plans and emergency appeals for Afghanistan accounted for nearly \$6.45 billion, or 65.1%, of these contributions.

The United States, Japan, and the European Union have been the largest contributors to humanitarian assistance organizations in Afghanistan since 2002, as shown in Figure 3.26; while the United States, United Kingdom, and the European Union were the largest contributors in 2019, when the international community contributed \$613.73 million to these organizations, as shown in Figure 3.28. The UN World Food Programme (WFP), the UN High Commissioner for Refugees (UNHCR), the International Committee of the Red Cross, the UN Children's Fund (UNICEF), and the UN Mine Action Service (UNMAS) have been the largest recipients of humanitarian assistance in Afghanistan, as shown in Table 3.5.<sup>93</sup>

## Contributions to the Law and Order Trust Fund for Afghanistan

The UNDP had historically administered the LOTFA to pay ANP salaries and build the capacity of the Ministry of Interior (MOI).<sup>94</sup> Since 2015, UNDP had divided LOTFA support between two projects: the Support to

# STATUS OF FUNDS

Payroll Management (SPM) project, and the MOI and Police Development (MPD) project.

The SPM project has aimed to develop the capacity of the Afghan government to independently manage all nonfiduciary aspects of its payroll function for the ANP and Central Prisons Directorate (CPD) staff. Almost 99% of SPM project funding goes toward ANP and CPD staff remuneration.

The MPD project focused on institutional development of the MOI and police professionalization of the ANP. The project concluded on June 30, 2018.

The LOTFA Steering Committee, composed of Afghan ministries, international donors, and the UNDP, approved restructuring the fund and changing its scope of operations on November 25, 2018. The organization has expanded its mission beyond the management of the SPM project to include the entire justice chain (police, courts, and corrections), and thereby cover all security and justice institutions, with an increased focus on anticorruption.

A new multilateral trust fund, the LOTFA Multi-Partner Trust Fund (MPTF), was launched to fund this expanded mission. The MPTF has received donations of more than \$207.14 million from 11 donors, led by the United Kingdom, Canada, and the European Union (but without financial participation from the United States).<sup>95</sup>

Donors have paid in more than \$6.01 billion to the two LOTFA funds from 2002 through June 30, 2020. Figure 3.26 shows the funds' two largest donors on a cumulative basis have been the United States and Japan. Figure 3.29 shows the largest donors to the LOTFA in 2019. The United States has significantly reduced its contributions to LOTFA after donating \$114.40 million in 2016, thereafter contributing \$26.71 million in 2017, \$1.04 million in 2018, \$0.95 million in 2019, and no funds in 2020 through June 30, 2020.<sup>96</sup>

## Contributions to the NATO ANA Trust Fund

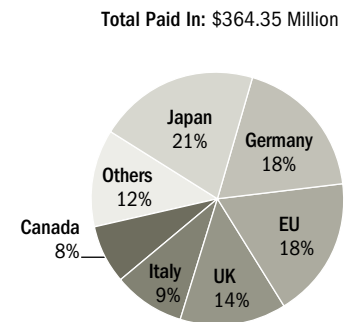
The NATO ANA Trust Fund supports the Afghan National Army and other elements of the Afghan National Defense and Security Forces through procurement by the Afghanistan Security Forces Fund (ASFF) and the NATO Support and Procurement Agency (NSPA).<sup>97</sup> The Fund has received contributions from 24 NATO members, including the United States, and from 12 other Coalition partners totaling more than \$3.12 billion through May 31, 2020.<sup>98</sup> Figure 3.26 shows Germany, Australia, and Italy as the three largest contributors to the fund. The United States made its first contribution in FY 2018 to support two projects under an existing procurement contract.<sup>99</sup>

## World Bank Group in Afghanistan

The World Bank's International Development Association (IDA) has committed over \$4.70 billion for development, emergency reconstruction projects, and budget support operations in Afghanistan from 2002 through February 2020. This support consists of over \$4.26 billion in grants and nearly \$440 million in no-interest loans known as "credits." The Bank has

FIGURE 3.29

### LOTFA CONTRIBUTIONS BY DONOR, CALENDAR YEAR 2019 (PERCENT)



Note: Numbers may not add to 100% due to rounding. "Others" includes the United States, nine other countries, and the UNDP that contributed to the two LOTFA funds.

Source: UNDP, LOTFA Receipts 2002–2020 and LOTFA MPTF Receipts 2002–2020, updated 6/30/2020, in response to SIGAR data call, 7/9/2020.

11 active IDA-only projects and 15 active projects jointly funded with the ARTF with a combined commitment value of over \$1.6 billion from IDA.

In addition, the Bank's International Finance Corporation (IFC) maintains a committed portfolio valued at nearly \$240 million and its Multilateral Investment Guarantee Agency (MIGA) has a gross exposure of nearly \$120 million on projects in Afghanistan.<sup>100</sup>

The United States is the World Bank Group's largest shareholder, with ownership stakes ranging between 10% and 25% of the shares in the IDA, IBRD, MIGA, and IFC.<sup>101</sup>

## Asian Development Bank in Afghanistan

The Asian Development Bank (ADB) has committed over \$5.88 billion for over 150 development projects and technical assistance programs in Afghanistan from 2002 through December 2019. This support has consisted of \$4.92 billion in grants (of which the Asian Development Fund, or ADF, provided \$3.97 billion, and the ADB provided \$0.95 billion in co-financing), \$0.87 billion in concessional loans, and \$105 million in technical assistance. ADB has provided \$2.17 billion for 20 key road projects, \$1.77 billion to support energy infrastructure, and \$879 million for irrigation and agricultural infrastructure projects. The United States and Japan are the largest shareholders of the ADB, with each country holding 15.57% of total shares.<sup>102</sup>

The ADB administers the Afghanistan Infrastructure Trust Fund (AITF), a multi-donor platform that provides on-budget financing for technical assistance and investment principally in the transport, energy, and water management sectors. The AITF has received contributions of \$588.97 million from the NATO ANA Trust Fund, Germany, Japan, the United Kingdom, and the United States and disbursed \$297.30 million through December 31, 2019.<sup>103</sup>

## United Nations Assistance Mission in Afghanistan

The United Nations Assistance Mission in Afghanistan (UNAMA) is a political UN mission established at the request of the government of Afghanistan. UNAMA maintains its headquarters in Kabul and an extensive field presence across Afghanistan, and is organized around its development and political affairs pillars. The Department of State has notified the U.S. Congress of its annual plan to fund UNAMA along with other UN political missions based on mission budgets since FY 2008. The U.S. contributions to UNAMA, based on its fixed 22.0% share of UN budgets and funded through the Contributions to International Organizations (CIO) account, has totaled \$463.54 million from FY 2008 through FY 2019. Other UN member governments have funded the remainder of UNAMA's budget of \$2.11 billion over this period.<sup>104</sup>

## Sources of U.S. Funding for Multilateral Assistance

The United States provides significant financial support to multilateral institutions active in Afghanistan, and utilizes a wide range of appropriation

# STATUS OF FUNDS

authorities to engage with the international community. The Economic Support Fund (ESF) is the primary instrument for funding multilateral development, a number of USAID and State Department-managed accounts are used for multilateral humanitarian assistance, while the Afghanistan Security Forces Fund (ASFF), formerly the primary source of funding for multilateral security assistance, has largely yielded this role to its international partners.

The United States' annual contributions to the World Bank Group, Asian Development Bank, and the United Nations Assistance Mission in Afghanistan (UNAMA), funded by the Treasury and State Departments, are fixed for the most part by international agreement and, except in the case of UNAMA, are not allocable to Afghanistan. Table 3.6 matches the multilateral assistance programs and organizations active in Afghanistan with their sources of U.S. funding.

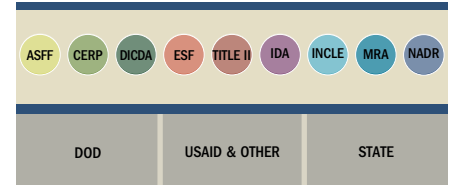


TABLE 3.6

SOURCES OF U.S. FUNDING FOR MULTILATERAL ASSISTANCE PROGRAMS AND ORGANIZATIONS IN AFGHANISTAN	
Multilateral Assistance Programs and Organizations	Sources of U.S. Funding
Afghanistan Reconstruction Trust Fund (ARTF)	ESF
Law and Order Trust Fund for Afghanistan (LOTFA)	ASFF and INCLE
Afghan National Army (ANA) Trust Fund (NATF)	ASFF
Afghanistan Infrastructure Trust Fund (AITF)	ESF
UN OCHA Coordinated Programs	
UN World Food Programme (WFP)	IDA and Title II
UN High Commissioner for Refugees (UNHCR)	MRA
UN Children's Fund (UNICEF)	CSH, IDA, MRA, and Title II
UN Mine Action Service (UNMAS)	ESF and NADR
International Organization for Migration (IOM)	ESF, IDA, and MRA
UN Food and Agriculture Organization (FAO)	ESF and IDA
UN OCHA and its Afghanistan Humanitarian Fund	IDA
UN World Health Organization (WHO)	CSH, ESF, and IDA
HALO Trust	NADR
Save the Children	ESF and IDA
UN Development Programme (UNDP)	ESF
UN Assistance Mission in Afghanistan (UNAMA)	State CIO
World Bank Group (IBRD, IDA, IFC, and MIGA)	Treasury IP
Asian Development Bank (ADB and ADF)	Treasury IP

Note: State CIO refers to State's Contributions to International Organizations account; Treasury IP refers to the Treasury International Programs account.

Source: DOD, response to SIGAR data call, 1/18/2019; State, response to SIGAR data call, 4/17/2020, 4/9/2020 and 8/21/2019; Treasury, response to SIGAR data call, 4/20/2020; UNDP response to SIGAR data call, 4/5/2020; USAID, response to SIGAR data call, 4/3/2020 and 1/13/2020; and USAID, Afghanistan-Complex Emergency Fact Sheet #4 FY 2017 at [www.usaid.gov](http://www.usaid.gov), accessed 4/9/2020.