

# 2 RECONSTRUCTION UPDATE

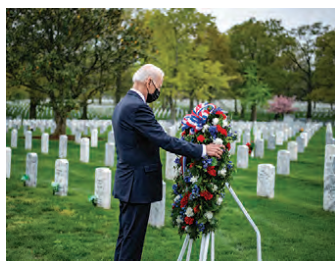


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President Biden places a wreath at Arlington National Cemetery to honor U.S. service members who died in Afghanistan, their families, and veterans, 4/14/2021. (U.S. Army photo by Elizabeth Fraser)



## RECONSTRUCTION IN BRIEF

Section 2 of this quarterly report summarizes the key events of the reporting period as well as the programs and projects concerning Afghanistan reconstruction across four areas: Funding, Security, Governance, and Economic and Social Development

### BIDEN ADMINISTRATION ANNOUNCES U.S. TROOP WITHDRAWAL AMID HIGH VIOLENCE AND CASUALTIES

- On April 14, 2021, President Joseph R. Biden announced his decision to withdraw all U.S. troops from Afghanistan before September 11, 2021, the 20th anniversary of the terror attacks that prompted the U.S. intervention in the country.
- Enemy-initiated attacks from January 1 through March 31, 2021, increased nearly 37% compared to the same quarter last year, but decreased by approximately 10% compared to last quarter (October 1–December 31, 2020).
- After lower than usual civilian casualties during most of 2020, civilian casualties increased 29% this quarter (January 1–March 31, 2021) compared to the same period last year, according to the UN mission in Afghanistan.
- According to USFOR-A, ANDSF casualties occurring during January 1–March 31, 2021, were substantially higher than in January–March 2020, but slightly lower than in October–December 2020.

### PEACE PROCESS REMAINS STALLED

- Afghan political leaders reacted to reported U.S. correspondence outlining new peace talks and a peace plan.
- A Taliban spokesman said the group would not participate in any conferences to make decisions about Afghanistan's future until all foreign troops leave the country.
- At a March 18 meeting in Moscow, the United States, Russian, Chinese, and Pakistani governments said they do not support restoring the Taliban's Islamic Emirate.

### AFGHANISTAN FACES WORSENING HUMANITARIAN CRISIS

- About half of Afghanistan's population needs humanitarian aid in 2021 due to the health and socioeconomic impact of the COVID-19 pandemic, double the portion in need during 2020.
- The World Bank estimated that Afghanistan's economy contracted by 1.9% in 2020, with increasing urban poverty and unemployment levels due to the economic impact of the COVID-19 pandemic.
- In February 2021, Afghanistan launched a COVID-19 vaccination campaign after receiving an initial shipment of 500,000 vaccine doses from India.
- Some U.S. economic and social development program activities continued to be limited by the COVID-19 pandemic and funding constraints.

### U.S. RECONSTRUCTION FUNDING

- Cumulative appropriations for reconstruction and related activities in Afghanistan since FY 2002 rose to \$144.40 billion in the quarter.
- Of the \$120.01 billion (83% of total) appropriated to the eight largest active reconstruction funds, about \$7.48 billion remained for possible disbursement.
- DOD's latest *Cost of War Report*, dated December 31, 2020, said its cumulative obligations for Afghanistan, including U.S. warfighting and reconstruction, had reached \$824.9 billion. Cumulative Afghanistan reconstruction and related obligations reported by State, USAID, and other civilian agencies reached \$48.5 billion.
- The Costs of War Project at Brown University's Watson Institute issued an estimate of Afghanistan war costs of \$2.26 trillion, far in excess of DOD's estimate. The Watson number includes DOD and civilian agency costs in Afghanistan and Pakistan, a portion of DOD costs since 9/11 above a baseline amount, veterans' medical and disability costs, and interest costs on war-related borrowing.



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## 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 March 31, 2021, the United States government had appropriated or otherwise made available approximately \$144.40 billion in funds for reconstruction and related activities in Afghanistan since FY 2002. Total Afghanistan reconstruction funding has been allocated as follows:

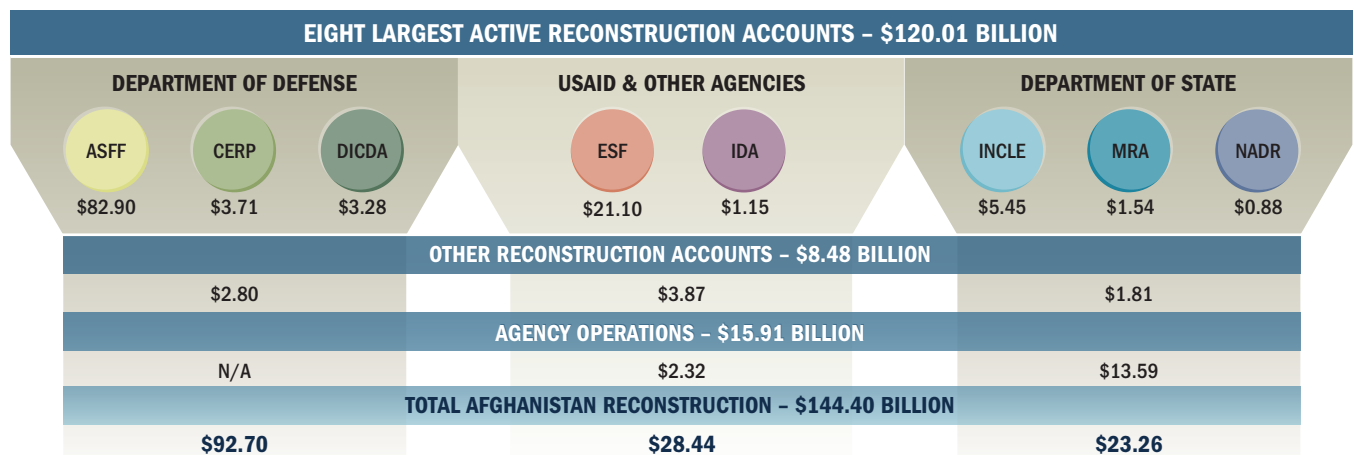
- \$88.32 billion for security (including \$4.60 billion for counternarcotics initiatives)
- \$36.03 billion for governance and development (including \$4.37 billion for counternarcotics initiatives)
- \$4.14 billion for humanitarian aid
- \$15.91 billion for agency operations

Figure 2.1 shows the eight largest active U.S. funds that contribute to these efforts. SIGAR previously reported on the nine largest active funds, but one of these funds, the Public Law 480 Title II account, is no longer used to provide food aid to Afghanistan, so has been removed from this section of SIGAR's reporting.

**ASFF:** Afghanistan Security Forces Fund  
**CERP:** Commanders' Emergency Response Program  
**DICDA:** Drug Interdiction and Counter-Drug Activities  
**ESF:** Economic Support Fund  
**IDA:** International Disaster Assistance  
**INCLE:** International Narcotics Control and Law Enforcement  
**MRA:** Migration and Refugee Assistance  
**NADR:** Non-Proliferation, Antiterrorism, Demining, and Related Programs

FIGURE 2.1

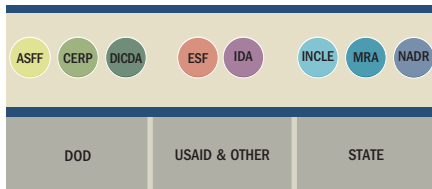
U.S. APPROPRIATIONS SUPPORTING AFGHANISTAN RECONSTRUCTION EFFORTS (\$ BILLIONS)



Note: Numbers have been rounded.

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

# STATUS OF FUNDS



The amount provided to the eight largest active U.S. funds represents more than 83.1% (more than \$120.01 billion) of total reconstruction assistance to Afghanistan since FY 2002. Of this amount, nearly 91.2% (nearly \$109.45 billion) has been obligated, and nearly 88.5% (more than \$106.15 billion) has been disbursed. An estimated \$6.38 billion of the amount appropriated for these funds has expired and will therefore not be disbursed.

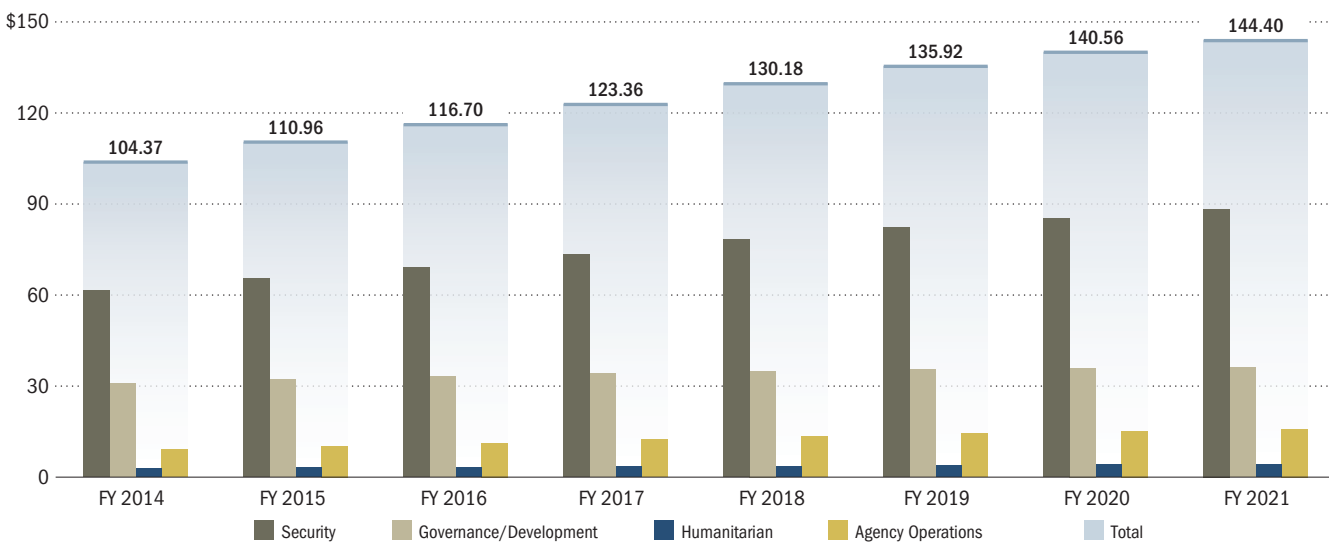
## U.S. RECONSTRUCTION FUNDING FOR AFGHANISTAN

As of March 31, 2021, cumulative appropriations for reconstruction and related activities in Afghanistan totaled approximately \$144.40 billion, as shown in Figure 2.2. This total comprises four major categories of reconstruction and related funding: security, governance and development, humanitarian, and oversight and operations. Approximately \$8.97 billion of these funds support counternarcotics initiatives that crosscut the categories of security (\$4.60 billion) and governance and development (\$4.37 billion). For complete information regarding U.S. appropriations, see Appendix B.

President Donald J. Trump signed the Consolidated Appropriations Act, 2021 (H.R. 133) into law on December 27, 2020, providing appropriations for all agencies active in Afghanistan, including the Departments of Defense, State, and Justice; the U.S. Agencies for International Development and Global Media; the U.S. International Development Finance Corporation; and SIGAR. Three appropriations were specifically targeted for Afghanistan, consisting of the Afghanistan Security Forces Fund (ASFF), the Commanders' Emergency Response Program (CERP), and the SIGAR appropriation. These appropriations, totaling \$3.10 billion, combined with \$0.73 billion from other Congressional and agency actions,

FIGURE 2.2

CUMULATIVE APPROPRIATIONS BY FUNDING CATEGORY AS OF MARCH 31, 2021 (\$ 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

make up the FY 2021 appropriations of \$3.84 billion through March 31, 2021, as shown in Figure 2.3.

Additional funds will become available for Afghanistan reconstruction over the next two quarters of FY 2021, principally through the allocation by Congress and State through the Section 653(a) process of appropriated FY 2021 foreign assistance funds to accounts such as the Economic Support Fund (ESF) and International Narcotics Control and Law Enforcement (INCLE) account for Afghanistan and other countries.

Since 2002, the United States has provided nearly \$17.05 billion in on-budget assistance to the government of Afghanistan. This includes nearly \$11.09 billion provided to Afghan government ministries and institutions, and nearly \$5.96 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 2.1 shows U.S. on-budget assistance disbursed to the Afghan government and multilateral trust funds.

TABLE 2.1

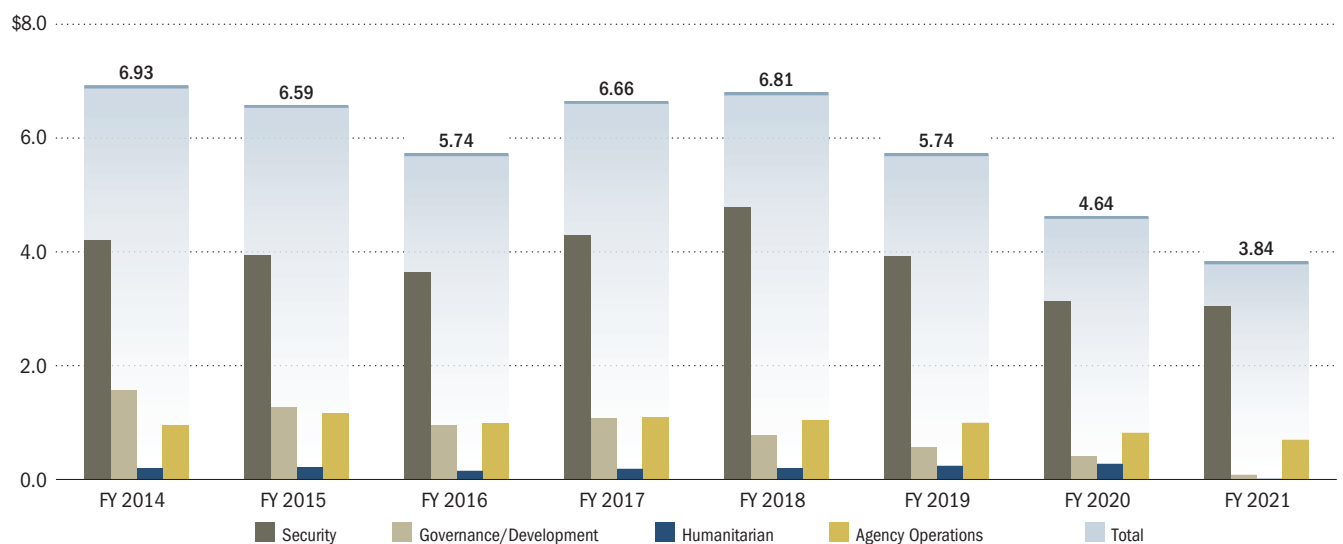
<b>U.S. ON-BUDGET ASSISTANCE TO AFGHANISTAN SINCE 2002 (\$ MILLIONS)</b>	
Disbursements	
<b>Total On-Budget Assistance</b>	<b>\$17,045.01</b>
<b>Government-to-Government</b>	<b>11,088.07</b>
DOD	10,230.43
USAID	772.46
State	85.19
<b>Multilateral Trust Funds</b>	<b>5,956.93</b>
ARTF	4,127.68
LOTFA	1,675.58
AITF	153.67

Note: Numbers have been rounded.

Source: USAID, response to SIGAR data call, 4/13/2021; State, response to SIGAR data call, 10/18/2018; DOD, response to SIGAR data call, 4/9/2021; World Bank, ARTF: Administrator's Report on Financial Status as of January 19, 2021 (end of 1st month of FY 1400), accessed 4/11/2021; UNDP LOTFA Receipts 2002–2021 (Combined Bilateral and MPTF), updated 3/31/2021, in response to SIGAR data call, 4/9/2021.

FIGURE 2.3

## 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

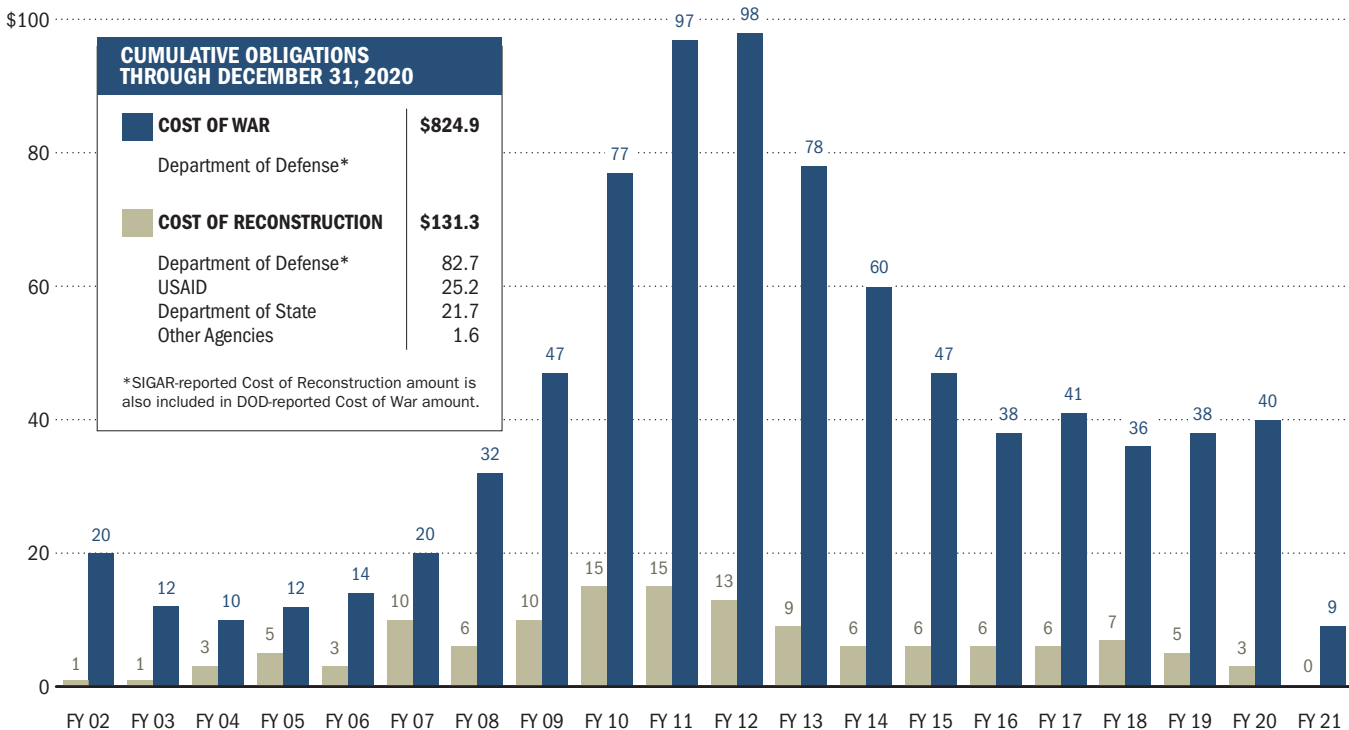
DOD's latest *Cost of War Report*, dated December 31, 2020, said its cumulative obligations for Operation Enduring Freedom and Operation Freedom's Sentinel in Afghanistan, including U.S. warfighting and reconstruction, had reached \$824.9 billion.<sup>1</sup> DOD and SIGAR jointly provide oversight for DOD security-related reconstruction funding amounting to \$82.7 billion of this amount. State, USAID, and other civilian agencies report cumulative obligations of \$48.5 billion for Afghanistan reconstruction, which when added to the DOD amount results in \$131.3 billion obligated for Afghanistan reconstruction through that date, as shown in Figure 2.4. These reconstruction costs equal approximately 16% of all funds obligated by DOD for Afghanistan since 2001.

### Costs of War Project Sees Higher Costs than DOD

A nongovernmental estimate of U.S. costs for the 20-year war in Afghanistan is more than double DOD's calculation.

FIGURE 2.4

AFGHANISTAN COST OF WAR AND RECONSTRUCTION, ANNUAL AND CUMULATIVE OBLIGATIONS FY 2002 TO FY 2021 Q1 (\$ BILLIONS)



Note: Numbers have been rounded. Cumulative obligations reported by DOD for the Cost of War through December 31, 2020, differ markedly from cumulative appropriations through March 31, 2021, 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, 2020. 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, 1/30/2021. Obligation data shown against year funds appropriated.



# STATUS OF FUNDS

The Costs of War Project sponsored by the Watson Institute at Brown University recently issued *U.S. Costs to Date for the War in Afghanistan, 2001–2021*, putting total costs at \$2.26 trillion.<sup>2</sup>

The Watson Institute's independently produced report builds on DOD's \$933 billion Overseas Contingency Operations (OCO) budgets and State's \$59 billion OCO budgets for Afghanistan and Pakistan. Unlike the DOD *Cost of War Report*, the Watson report adds what it considers to be Afghanistan-related costs of \$433 billion above DOD baseline costs, \$296 billion in medical and disability costs for veterans, and \$530 billion in interest costs on related Treasury borrowing.

SIGAR takes no position on the reasonableness of the Watson report's assumptions or the accuracy of its calculations.

## AFGHANISTAN RECONSTRUCTION FUNDING PIPELINE

Since 2002, Congress has appropriated nearly \$144.40 billion for reconstruction and related activities in Afghanistan, of which more than \$120.01 billion was appropriated to the eight largest active reconstruction accounts. As of March 31, 2021, approximately \$7.48 billion of the amount appropriated to these eight accounts remained for possible disbursement, as shown in Table 2.2 and Figure 2.5.

TABLE 2.2

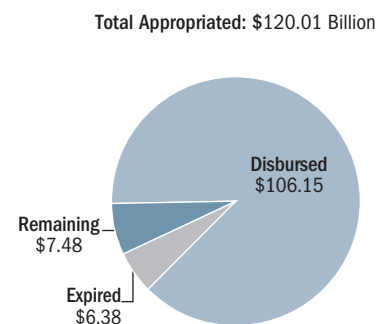
<b>CUMULATIVE AMOUNTS APPROPRIATED, OBLIGATED, DISBURSED, AND REMAINING FY 2002 TO MARCH 31, 2021 (\$ BILLIONS)</b>				
	<b>Appropriated</b>	<b>Obligated</b>	<b>Disbursed</b>	<b>Remaining</b>
Afghanistan Security Forces Fund (ASFF)	\$82.90	\$75.29	\$74.42	\$4.81
Economic Support Fund (ESF)	21.10	20.03	18.23	1.98
International Narcotics Control and Law Enforcement (INCLE)	5.45	5.16	4.67	0.55
Commanders' Emergency Response Program (CERP)	3.71	2.29	2.29	0.00
Drug Interdiction and Counter-Drug Activities (DICDA)	3.28	3.28	3.28	0.00
Migration and Refugee Assistance (MRA)	1.54	1.53	1.50	0.02
International Disaster Assistance (IDA)	1.15	1.12	1.01	0.11
Non-Proliferation, Antiterrorism, Demining, and Related (NADR)	0.88	0.74	0.74	0.00
<b>Total Eight Largest Active Accounts</b>	<b>120.01</b>	<b>109.45</b>	<b>106.15</b>	<b>7.48</b>
Other Reconstruction Funds	8.48			
Agency Operations	15.91			
<b>Total</b>	<b>\$144.40</b>			

Note: Numbers have been rounded. The amount remaining reflects the total disbursement potential of the eight largest active reconstruction accounts after deducting approximately \$6.38 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 is less than \$50 million; for Agency Operations the amount can not be determined but is most often less than the most recent annual appropriation.

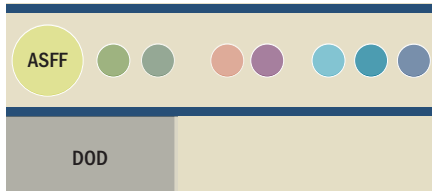
Source: SIGAR analysis of appropriation laws and obligation and disbursement data provided by DOD, State, and USAID, 4/19/2021.

FIGURE 2.5

**STATUS OF APPROPRIATED FUNDS, EIGHT LARGEST ACTIVE ACCOUNTS AS OF MARCH 31, 2021 (\$ BILLIONS)**



# STATUS OF FUNDS



## ASFF FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

**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.

## 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 Combined Security Transition Command-Afghanistan (CSTC-A).

President Donald J. Trump signed the Consolidated Appropriations Act, 2021, into law on December 27, 2020, which under Division C-Department of Defense Appropriations Act, 2021, provided an appropriation of \$3.05 billion for ASFF FY 2021 and a **rescission** of \$1.10 billion for ASFF FY 2020. This funding decrease for ASFF FY 2020 reduced the original appropriation from \$4.20 billion to an adjusted appropriation of \$3.10 billion, as shown in Figure 2.6.<sup>3</sup>

As of March 31, 2021, cumulative appropriations for ASFF stood at nearly \$82.90 billion, with more than \$75.29 billion having been obligated, and more than \$74.42 billion disbursed, as shown in Figure 2.7. DOD reported that cumulative obligations increased by nearly \$544.99 million during the quarter ending March 31, 2021, and that cumulative disbursements increased by nearly \$422.08 million.<sup>4</sup>

FIGURE 2.6

ASFF APPROPRIATED FUNDS BY FISCAL YEAR  
(\$ BILLIONS)

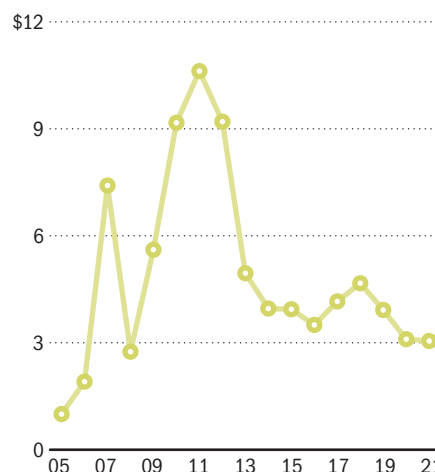
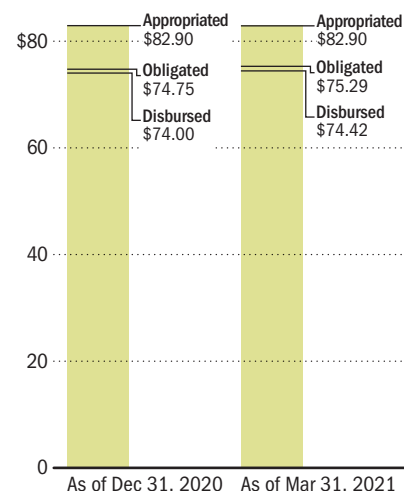


FIGURE 2.7

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, \$396 million from FY 2019 in Pub. L. No. 116-93, and \$1.10 billion from FY 2020 in Pub. L. No. 116-260.

Source: DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts March 2021," 4/16/2021; DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts December 2020," 1/19/2021; Pub. L. Nos. 116-260, 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.

## ASFF Budget Categories

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), and Related Activities (primarily Detainee Operations).

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 ANA and ANP 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 shown in Figure 2.8, ASFF disbursements for the new AAF and ASSF BAGs, amounting to \$1.43 billion and \$0.82 billion, respectively, over the FY 2019 to FY 2021 period through March 31, 2021, together account for \$2.25 billion or 46% of total disbursements of \$4.91 billion over this period.

Funds for each BAG are further allocated to four **subactivity groups** (SAGs): Sustainment, Infrastructure, Equipment and Transportation, and Training and Operations. As shown in Figure 2.9, ASFF disbursements of \$37.07 billion for ANDSF Sustainment constituted 50% of total cumulative ASFF expenditures of \$73.86 billion through March 31, 2021.

**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 2.8

**ASFF DISBURSEMENTS BY BUDGET ACTIVITY GROUP, OLD (FY 2005 TO FY 2018) AND NEW (FY 2019 TO FY 2021 Q2) (\$ BILLIONS)**

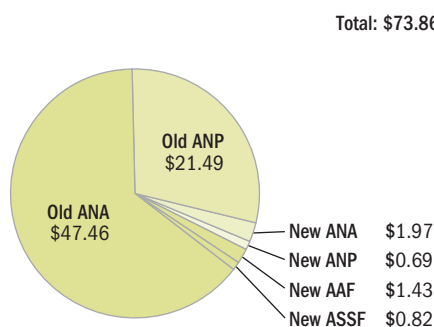
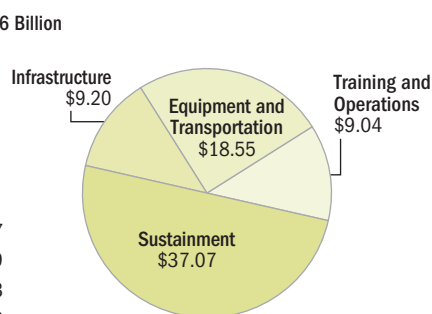


FIGURE 2.9

**ASFF DISBURSEMENTS BY SUBACTIVITY GROUP FY 2005 TO FY 2021 Q2 (\$ BILLIONS)**



Note: Numbers have been rounded. ASFF Disbursements by Budget Activity Group and Subactivity Group both exclude disbursements for Related Activities and undistributed disbursements, amounting to \$0.57 billion, that are included in total ASFF disbursements of \$74.42 billion as presented in Figure 2.7.

Source: DFAS, "AR(M) 1002 Appropriation Status by FY Program and Subaccounts March 2021," 4/16/2021.

# STATUS OF FUNDS

**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.

Source: DOD, response to SIGAR data call, 1/23/2020.

## ASFF Budgeting Requirements

The annual DOD appropriations act sets forth a number of ASFF budgeting requirements. Prior to the obligation of newly appropriated funds for ASFF, a **Financial and Activity Plan** (FAP) with details of proposed obligations must be approved by the DOD Afghanistan Resources Oversight Council (AROC), concurred by the Department of State, and notified to the Congressional defense committees. Thereafter, 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, the DOD is required to notify Congress prior to obligating funds for any new projects or transfer of funds between budget subactivity groups in excess of \$20 million.<sup>5</sup>

DOD notified Congress of its initial budget for the ASFF FY 2021 appropriation with FAP 21-1 in January 2021, and notified Congress of its proposed plans to modify the budget for the ASFF FY 2020 appropriation with FAP 20-3 in March 2021. The DOD's execution of its spending plans for the ASFF FY 2019 and ASFF FY 2020 appropriations is presented below in Table 2.3, and the details of its budgets for the ASFF FY 2019, ASFF FY 2020, and ASFF FY 2021 appropriations are presented on the opposite page in Table 2.4.

TABLE 2.3

<b>ASFF FY 2019 AND ASFF FY 2020 BUDGET EXECUTION THROUGH MARCH 31, 2021 (\$ MILLIONS)</b>						
<b>Budget Activity Groups</b>	<b>ASFF FY 2019</b>			<b>ASFF FY 2020</b>		
	<b>Budget (FAP 19-5)</b>	<b>Obligations</b>	<b>Disbursements</b>	<b>Budget (FAP 20-3)</b>	<b>Obligations</b>	<b>Disbursements</b>
Afghan National Army	\$1,528.99	\$1,443.34	\$1,388.70	\$1,257.18	\$939.12	\$581.28
Afghan National Police	665.00	542.13	512.68	439.25	311.83	173.64
Afghan Air Force	995.95	893.63	878.32	988.83	651.79	555.24
Afghan Spec. Sec. Forces	730.06	694.21	612.69	414.73	277.14	204.11
<b>Total</b>	<b>\$3,920.00</b>	<b>\$3,573.32</b>	<b>\$3,392.39</b>	<b>\$3,099.98</b>	<b>\$2,179.87</b>	<b>\$1,514.27</b>

Note: Numbers have been rounded. The ASFF FY 2020 budget reflects the \$1.10 billion rescinded from the account in the Department of Defense Appropriation Act, 2021, enacted on December 27, 2020. Disbursement totals exclude undistributed obligations and disbursements. The ASFF FY 2021 account has recorded obligations of \$29.90 million and no disbursements through March 31, 2021.

Source: DOD, AR(M) Appropriation Status by FY Program and Subaccounts March 2021, 4/16/2021; DOD, Afghanistan Security Forces Fund (ASFF), Financial and Activity Plan, Fiscal Year 2019, 19-5, July 2020, 10/13/2020; and Afghanistan Security Forces Fund (ASFF), Financial and Activity Plan, Fiscal Year 2020, 20-3, March 2021, 4/8/2021.

## NATO ANA Trust Fund

The NATO-managed Afghan National Army (ANA) Trust Fund (NATF) has contributed nearly \$1.70 billion to ASFF for specific projects funded by donor nations through March 31, 2021; ASFF has returned more than \$456.28 million of these funds following the cancellation or completion of these projects. DOD has obligated more than \$1.05 billion and disbursed more than \$956.06 million of NATF-contributed funds through ASFF through March 31, 2021.<sup>6</sup> These amounts are not reflected in the U.S. government-funded ASFF obligation and disbursement numbers presented in Figures 2.6 and 2.7.

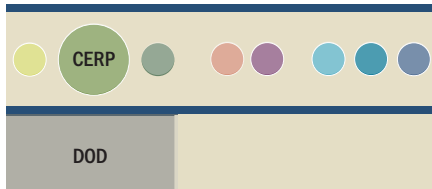
# STATUS OF FUNDS

TABLE 2.4

<b>BUDGETS FOR ASFF FY 2019, ASFF FY 2020, AND ASFF FY 2021 APPROPRIATIONS</b> (\$ MILLIONS)			
	<b>ASFF FY 2019 Budget (FAP 19-5, July 2020)</b>	<b>ASFF FY 2020 Budget (FAP 20-3, March 2021)</b>	<b>ASFF FY 2021 Budget (FAP 21-1, January 2021)</b>
<b>Afghanistan Security Forces Fund, Total</b>	<b>\$3,920.00</b>	<b>\$3,099.98</b>	<b>\$3,047.61</b>
<b>Afghan National Army, Total</b>	<b>1,528.99</b>	<b>1,257.18</b>	<b>994.15</b>
Sustainment, Total	1,358.52	1,132.53	963.57
Personnel	553.51	413.93	561.69
Ammunition	87.55	93.69	46.12
Communications and Intelligence	112.90	121.94	70.40
Petroleum, Oil, and Lubricants	275.96	146.24	76.59
All Other	328.61	356.73	208.77
Infrastructure, Total	34.69	37.91	0.22
Equipment and Transportation, Total	33.55	52.88	4.70
Training and Operations, Total	102.24	33.86	25.66
<b>Afghan National Police, Total</b>	<b>665.00</b>	<b>439.25</b>	<b>448.38</b>
Sustainment, Total	538.23	384.40	392.98
Petroleum, Oil, and Lubricants	152.67	80.00	57.05
All Other	385.56	304.40	335.93
Infrastructure, Total	0.59	6.13	0.45
Equipment and Transportation, Total	14.84	13.44	28.03
Training and Operations, Total	111.34	35.27	26.92
<b>Afghan Air Force, Total</b>	<b>995.95</b>	<b>988.83</b>	<b>818.05</b>
Sustainment, Total	694.13	555.86	537.76
Personnel	15.08	19.70	41.56
Ammunition	96.88	46.63	65.80
Petroleum, Oil, and Lubricants	56.86	48.23	37.83
Aircraft Contracted Support	511.26	425.77	370.00
All Other	14.06	15.53	22.59
Infrastructure, Total	1.66	3.44	0.00
Equipment and Transportation, Total	63.97	56.28	45.98
Aircraft	63.73	50.84	40.00
Other Equipment and Tools	0.24	5.44	5.98
Training and Operations, Total	236.19	373.25	234.30
<b>Afghan Special Security Forces, Total</b>	<b>730.06</b>	<b>414.73</b>	<b>787.03</b>
Sustainment, Total	371.29	305.68	597.90
Aircraft Sustainment	148.38	159.52	260.14
Personnel	113.14	68.61	132.30
All Other	109.77	77.55	205.46
Infrastructure, Total	18.83	9.91	1.53
Equipment and Transportation, Total	113.44	71.98	18.69
Training and Operations, Total	226.50	27.15	168.91

Source: DOD, ASFF FAP 19-5, response to SIGAR data call, 10/13/2020; and ASFF FAP 20-3 and ASFF FAP 21-1, response to SIGAR data call, 4/8/2021.





## CERP FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

## COMMANDERS' EMERGENCY RESPONSE PROGRAM

The Commanders' 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 restricted to small projects whose cost may not exceed \$500,000.<sup>7</sup>

The Department of Defense Appropriations Act, 2021, decreased the annual appropriation for CERP from \$5.0 million in FY 2020 to \$2.0 million in FY 2021, bringing total cumulative funding to more than \$3.71 billion. House Report 116-453 accompanying the Appropriations Act states that "the Committee believes that after nearly two decades the time has come to wind down this program [CERP]. The Committee directs the Secretary of Defense to transition activities to the Afghanistan Security Forces and other agencies of the United States government, as appropriate, and to phase out this program during fiscal year 2021."<sup>8</sup>

Notably, CERP annual appropriations had equaled or exceeded \$400.00 million per year during the FY 2008–FY 2012 period, as shown in Figure 2.10, 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 March 31, 2021, as shown in Figure 2.11.<sup>9</sup>

FIGURE 2.10

CERP APPROPRIATIONS BY FISCAL YEAR  
(\$ MILLIONS)

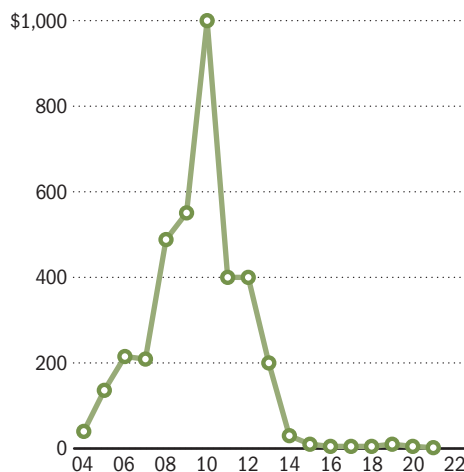
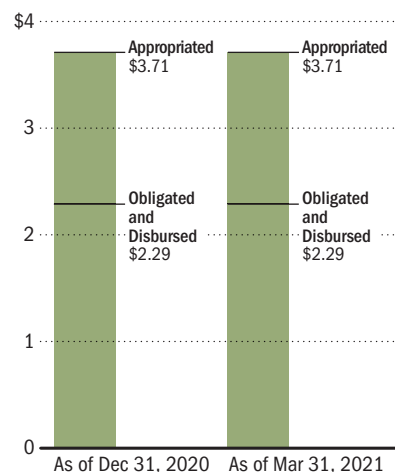


FIGURE 2.11

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.

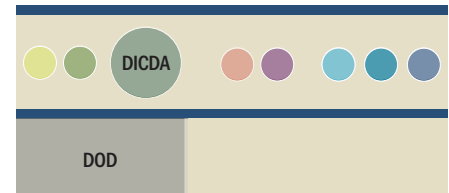
Source: DOD, response to SIGAR data call, 4/19/2021 and 1/15/2021; OMB, response to SIGAR data call, 1/4/2013; Pub. L. Nos. 115-141, 115-31, 114-113, 113-235, 113-76, 113-6, 112-74, and 112-10.

## DRUG INTERDICTION AND COUNTER-DRUG ACTIVITIES

The Drug Interdiction and Counter-Drug Activities (DICDA), Defense appropriation provided funding for efforts intended to stabilize Afghanistan by combating the drug trade and related activities. The DOD Counterdrug group allocated 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 was 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 operations in country.<sup>10</sup>

The DOD Counterdrug group allocated modest amounts of funding to Afghanistan programs in recent years as the number of counterdrug missions performed by the SMW decreased, falling from \$118.01 million in FY 2018 to \$10.18 million in FY 2019 and \$24.30 million in FY 2020.

The Department of Defense Appropriations Act, 2021, provided no DICDA Overseas Contingency Operations (OCO) funding for FY 2021, a departure from historical practice and a decrease of \$153.00 million from the FY 2020 enacted level. The DOD Counterdrug group has no plans to fund activities in Afghanistan in FY 2021, and the appropriation for FY 2021 stands at zero, as shown in Figure 2.12.<sup>11</sup> Cumulative amounts appropriated and transferred from the Central Transfer Account remain unchanged between December 31, 2020, and March 31, 2021, at \$3.28 billion, as shown in Figure 2.13.<sup>12</sup>



### DICDA FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

FIGURE 2.12

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

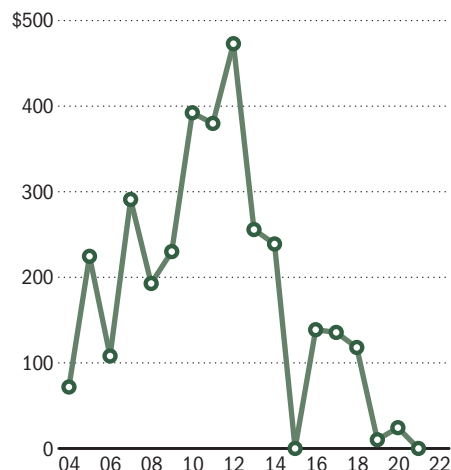
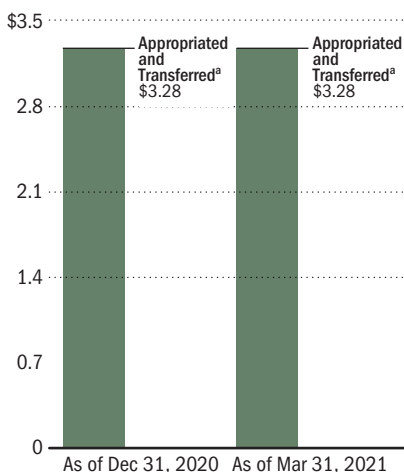


FIGURE 2.13

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

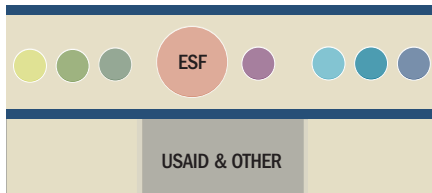


Note: Numbers have been rounded. DOD reprogrammed \$125.13 million out of FY 2015 DICDA and \$122.18 million out of FY 2019 DICDA due to requirements for the Afghanistan Special Mission Wing being funded from the ASFF instead of DICDA.

<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, 4/9/2021 and 1/15/2021; OSD Comptroller, 15-23 PA: Omnibus 15 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>13</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. In the following quarter, \$93.00 million in FY 2015 ESF-OCO funds were reprogrammed to Afghanistan, and obligated for Afghanistan programs. These two allocations, together amounting to \$293.00 million in resources, represent a 16% reduction from the Section 653(a) allocation to Afghanistan of \$350.00 million for FY 2019. Cumulative appropriations for the ESF now stand at more than \$21.10 billion, of which nearly \$20.03 billion had been obligated and more than \$18.23 billion had been disbursed as of March 31, 2021.<sup>14</sup> Figure 2.14 below shows ESF appropriations by fiscal year, and Figure 2.15 shows cumulative appropriations, obligations, and disbursements as of December 31, 2020 and March 31, 2021.

FIGURE 2.14

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

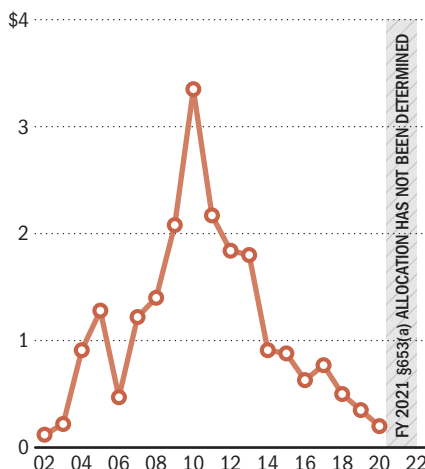
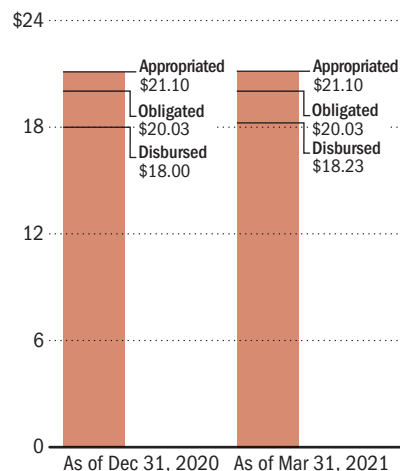


FIGURE 2.15

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



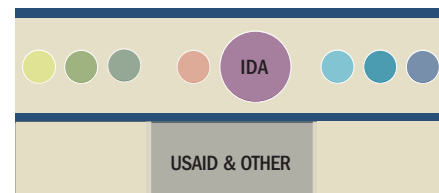
Note: Numbers have been rounded. Data reflects the following transfers from AIF to the ESF: \$101 million for FY 2011, \$179.5 million for FY 2013, and \$55 million for FY 2014. FY 2016 ESF for Afghanistan was reduced by \$179 million and put toward the U.S. commitment to the Green Climate Fund.

Source: USAID, response to SIGAR data call, 4/13/2021 and 1/19/2021; State, response to SIGAR data call, 4/13/2021, 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.

## INTERNATIONAL DISASTER ASSISTANCE

USAID's Bureau of Humanitarian Assistance (BHA), created through the combination of its Offices of U.S. Foreign Disaster Assistance (OFDA) and Food for Peace (FFP) in June 2020, administers International Disaster Assistance (IDA) funds. BHA is responsible for leading and coordinating the U.S. government response to disasters overseas, and obligates funding for emergency food-assistance projects when there is an identified need and local authorities do not have the capacity to respond. BHA works closely with international partners such as the United Nations Children's Fund (UNICEF), the UN's World Food Programme (WFP), and the UN's World Health Organization (WHO) to deliver goods and services to assist conflict- and disaster-affected populations in Afghanistan.<sup>15</sup>

USAID reported more than \$1.15 billion in IDA funds had been allocated to Afghanistan from 2002 through March 31, 2021, with obligations of nearly \$1.12 billion and disbursements of more than \$1.01 billion reported as of that date. USAID obligated more than \$178.61 million in IDA funds in FY 2020, the highest level of obligations that it has recorded in Afghanistan.<sup>16</sup> Figure 2.16 presents annual appropriations of IDA funds to Afghanistan. Figure 2.17 presents cumulative appropriations, obligations, and disbursements.



### IDA FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

FIGURE 2.16

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

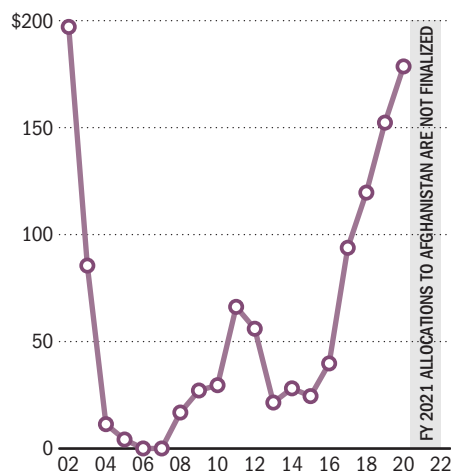
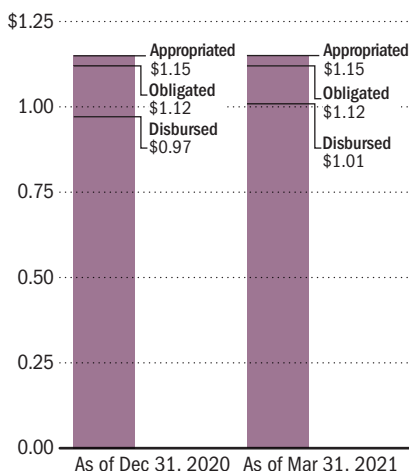


FIGURE 2.17

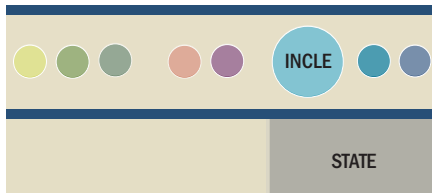
**IDA FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



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

Source: USAID, response to SIGAR data call, 4/13/2021 and 1/19/2021.

# STATUS OF FUNDS



## INCLE FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

## 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>17</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>18</sup> Cumulative funding for INCLE stands at nearly \$5.45 billion, of which more than \$5.16 billion has been obligated and nearly \$4.67 billion has been disbursed as of March 31, 2021. Figure 2.18 shows INCLE appropriations by fiscal year, and Figure 2.19 shows cumulative appropriations, obligations, and disbursements as of December 31, 2020, and March 31, 2021.<sup>19</sup>

FIGURE 2.18

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

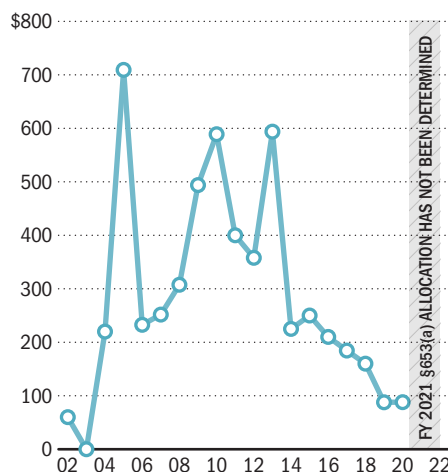
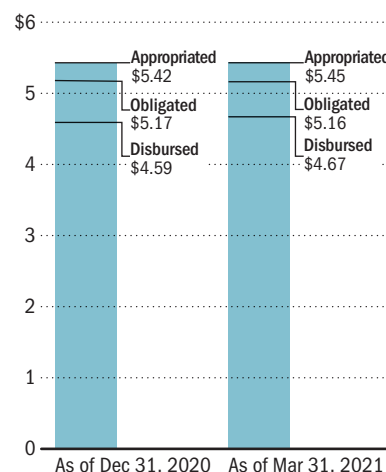


FIGURE 2.19

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



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

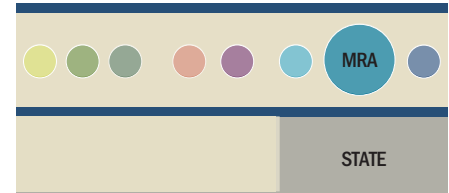
Source: State, response to SIGAR data call, 4/19/2021 and 1/7/2021.



## 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>20</sup>

The MRA allocation for Afghan refugees, internally displaced persons, and returnees has increased for the past two years, rising from nearly \$77.19 million in FY 2018 to more than \$86.69 million in FY 2019 and nearly \$100.53 million in FY 2020. Cumulative appropriations since FY 2002 have totaled nearly \$1.54 billion through March 31, 2021, with cumulative obligations and disbursements reaching more than \$1.53 billion and more than \$1.50 billion, respectively, on that date. Figure 2.20 shows MRA appropriations by fiscal year, and Figure 2.21 shows cumulative appropriations, obligations, and disbursements as of December 31, 2020, and March 31, 2021.<sup>21</sup>



### MRA FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

FIGURE 2.20

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

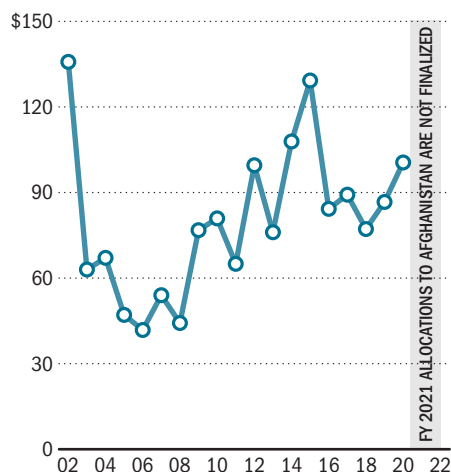
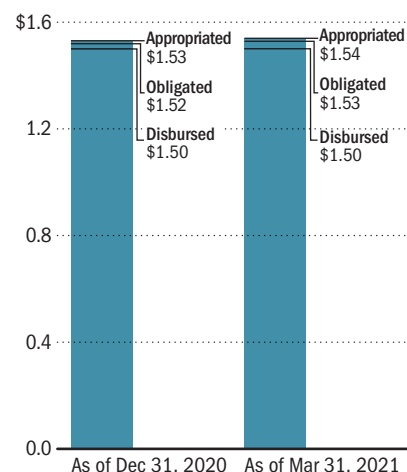


FIGURE 2.21

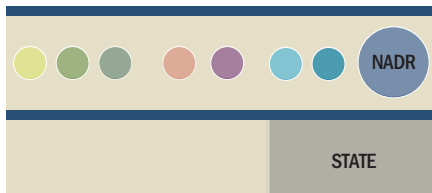
**MRA FUNDS, CUMULATIVE COMPARISON**  
(\$ BILLIONS)



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

Source: State, response to SIGAR data call, 4/9/2021 and 1/14/2021.

# STATUS OF FUNDS



## NADR FUNDS TERMINOLOGY

**Appropriations:** Total monies available for commitments

**Obligations:** Commitments to pay monies

**Disbursements:** Monies that have been expended

## 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>22</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>23</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 2.22 shows annual allocations to the NADR account, and Figure 2.23 shows that the cumulative total of NADR funds appropriated and transferred remained unchanged between December 31, 2020, and March 31, 2021, at \$881.34 million.<sup>24</sup>

FIGURE 2.22

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

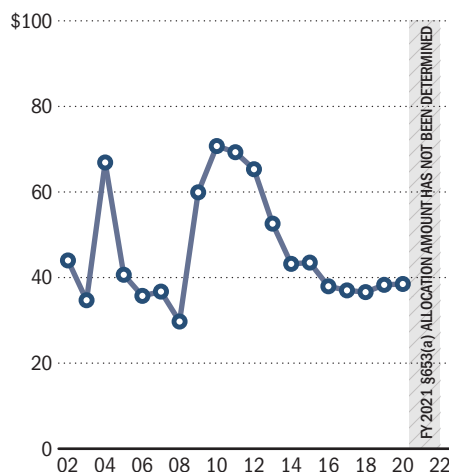
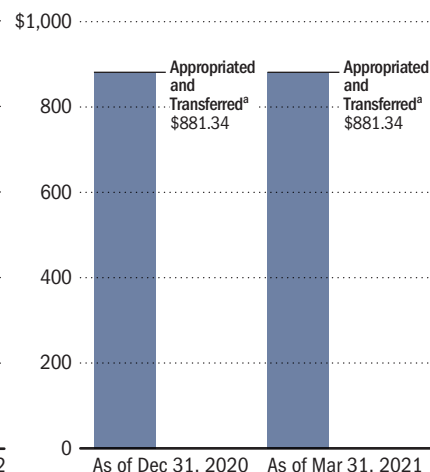


FIGURE 2.23

**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, 4/13/2021, 7/13/2020, 1/3/2020, and 10/5/2018.

## 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).

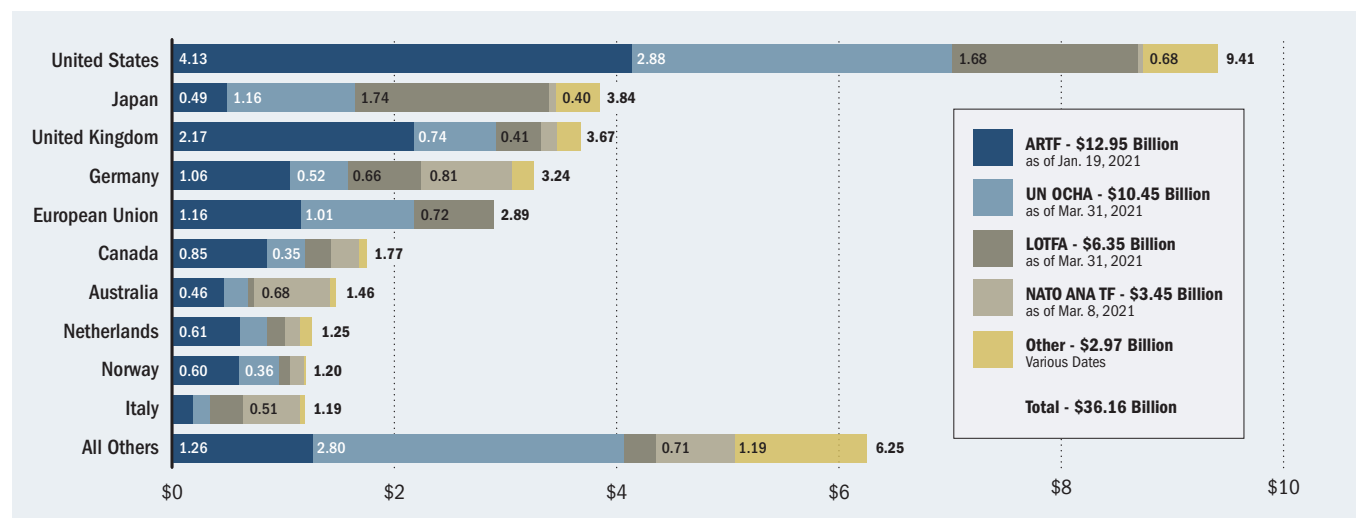
The four main multilateral trust funds are the World Bank-managed Afghanistan Reconstruction Trust Fund (ARTF), the UNDP-managed Law and Order Trust Fund for Afghanistan (LOTFA), the NATO-managed Afghan National Army (ANA) Trust Fund (NATF), and the ADB-managed Afghanistan Infrastructure Trust Fund (AITF).

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.

The four multilateral trust funds, ARTF, LOTFA, NATF, and AITF, as well as UNAMA and UN OCHA-coordinated humanitarian assistance

FIGURE 2.24

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



Note: Amounts under \$350 million are not labeled. Numbers may not add due to rounding. "Other" consists of UNAMA contributions of \$2.38 billion for 2007–2020 calendar year assessments, and AITF contributions of \$0.59 billion at 9/30/2020.

Source: World Bank, ARTF: Administrator's Report on Financial Status as of January 19, 2021 (end of 1st month of FY 1400) at [www.artf.af](http://www.artf.af), accessed 4/11/2021; UN OCHA, Financial Tracking Service at <https://fts.unocha.org>, accessed 3/31/2021; UNDP, LOTFA Receipts 2002–2021 (Combined Bilateral and MPTF), updated through 3/31/2021, in response to SIGAR data call, 4/9/2021; NATO, Afghan National Army (ANA) Trust Fund, Status of Contributions Made as of 8 March 2021, at [www.nato.int](http://www.nato.int), accessed 4/7/2021; ADB, AITF Quarterly Report (July–September 2020), p. 10, in response to SIGAR data call, 2/4/2021; State, UNAMA approved budgets and notified funding plans, in response to SIGAR data calls, 2/19/2021 and 7/13/2020; UN, Country Assessments, at [www.un.org/en/ga/contributions/scale](http://www.un.org/en/ga/contributions/scale), accessed 10/9/2020.

# STATUS OF FUNDS

organizations, all report donor contributions for their Afghanistan programs. Cumulative contributions to these six organizations since 2002 have amounted to \$36.16 billion, with the United States contributing \$9.41 billion of this amount, as shown on the previous page in Figure 2.24. 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 \$11.88 billion to Afghanistan since 2002, as discussed in the sections that follow.

TABLE 2.5

<b>2020 AFGHANISTAN CONFERENCE PLEDGES FOR 2021 (\$ MILLIONS)</b>	
<b>Donors</b>	<b>Pledges</b>
United States	\$600.00
Germany	511.70
European Union	357.00
World Bank Group	334.00
India	250.00
Asian Development Bank	221.00
United Kingdom	207.70
Japan	180.00
Sweden	95.10
Norway	69.31
Canada	67.50
Denmark	64.00
Netherlands	59.50
Italy	41.64
Australia	38.85
Turkey	37.50
Finland	35.70
Other	76.50
<b>Total</b>	<b>\$3,247.00</b>

Note: Pledges for civilian assistance made for 2021 or for an average year in a multiyear pledge that may be conditional. Donor pledge conditions are assumed to be met.

Source: Ministry of Finance, GIROA, response to SIGAR information request, 1/20/2021.

## Donor Pledges at the Afghanistan Conference in Geneva

The international donor community met virtually in Geneva for the 2020 Afghanistan Conference in November 2020 to pledge their support for civilian assistance to Afghanistan for the 2021 to 2024 period. The donors made one-, two-, three-, or four-year pledges at the conference; defined the scope of their pledged civilian development assistance (excluding emergency humanitarian assistance) in various ways; and many attached significant conditions to their pledges. The United States made a single-year pledge of \$300 million for 2021, with up to an additional \$300 million available in the near term depending on the Afghan government making “meaningful progress” in the peace process.<sup>25</sup> On April 21, State announced it would make \$300 million in civilian assistance available to demonstrate enduring support for the Afghan people and to advance a just and durable peace for Afghanistan. State said it would work with Congress to make these monies available for 2021 from State and USAID. Afghanistan’s Ministry of Finance estimates the pledges will result in nearly \$3.25 billion in contributions for 2021, with the U.S. providing \$600 million, assuming all donors’ pledge conditions are satisfactorily met as shown in Table 2.5.<sup>26</sup>

## 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 January 19, 2021, the World Bank reported that 34 donors had paid in more than \$12.95 billion. Figure 2.24 shows the three largest donors over this period as the United States, the United Kingdom, and the European Union. Figure 2.25 shows that these three were also the largest donors to the ARTF for Afghan FY 1399 (December 22, 2019–December 20, 2020). The ARTF received paid in contributions of \$718.63 million in Afghan FY 1399, which represents an 8% decrease from the \$780.38 million it received in Afghan FY 1398.<sup>27</sup>

Contributions to the ARTF are divided into two funding channels, the Recurrent Cost (RC) Window and the Investment Window. As of November 20, 2020, according to the World Bank, more than \$5.07 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>28</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>29</sup>

The Investment Window supports development programs. As of January 19, 2021, according to the World Bank, more than \$6.04 billion had been committed through the Investment Window, and more than \$5.17 billion had been disbursed. The Bank reported 32 active projects with a combined commitment value of more than \$2.36 billion, of which more than \$1.50 billion had been disbursed.<sup>30</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>31</sup> Beginning in 2015, UNDP divided LOTFA support between two projects: the Support to Payroll Management (SPM), and MOI and Police Development (MPD).

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.

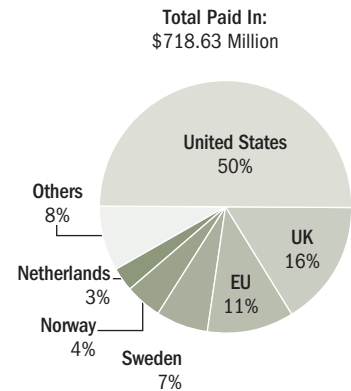
The MPD project focused on institutional development of the MOI and police professionalization of the ANP. The project concluded on June 30, 2018.

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, and donations of nearly \$310.04 million have been received from 12 donors, led by the United Kingdom, Canada, and the European Union (and without financial participation from the United States).<sup>32</sup>

Donors have paid in nearly \$6.35 billion to the two LOTFA funds from 2002 through March 31, 2021. Figure 2.24 shows the fund's two largest donors on a cumulative basis have been the United States and Japan. Figure 2.26 shows the largest donors to the LOTFA in 2020. The United States has significantly reduced its support to LOTFA in recent years, contributing \$1.04 million in 2018, \$0.95 million in 2019, and \$5.54 million in 2020.<sup>33</sup>

FIGURE 2.25

### ARTF CONTRIBUTIONS BY DONOR, AFGHAN FY 1399 (PERCENT)

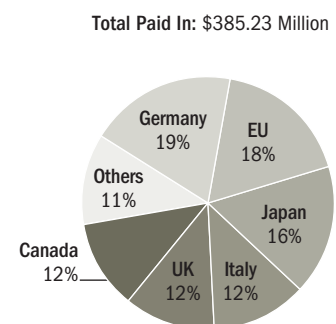


Note: Percentages may not add to 100% due to rounding. "Others" includes nine national government donors.

Source: World Bank, ARTF: Administrator's Report on Financial Status as of January 19, 2021 (end of 1st month of FY 1400) at [www.artf.af](http://www.artf.af), accessed 4/11/2021.

FIGURE 2.26

### LOTFA CONTRIBUTIONS BY DONOR, CALENDAR YEAR 2020 (PERCENT)



Note: Numbers may not add due to rounding. "Others" includes the United States, 10 other countries, and the UNDP that made contributions to the two LOTFA funds.

Source: UNDP, LOTFA Receipts 2002–2021 (Combined Bilateral and MPTF), updated 3/31/2021, in response to SIGAR data call, 4/9/2021.



# STATUS OF FUNDS

## 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 multiyear 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 \$10.45 billion to humanitarian-assistance organizations from 2002 through March 31, 2021, as reported by OCHA. OCHA-led annual humanitarian-response plans and emergency appeals for Afghanistan accounted for nearly \$6.87 billion, or 65.8%, 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 2.24 on p. 47; the United States, United Kingdom, and the European Union were the largest contributors in 2020, when the international community contributed \$725.62 million to these organizations,

TABLE 2.6

LARGEST RECIPIENTS OF HUMANITARIAN ASSISTANCE FOR AFGHANISTAN UN OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS (OCHA) CUMULATIVE RECEIPTS, 2002 TO MARCH 31, 2021 (\$ MILLIONS)	
Largest Recipients	Receipts
<b>United Nations Organizations</b>	
World Food Programme (WFP)	\$3,182.71
United Nations High Commissioner for Refugees (UNHCR)	1,258.72
United Nations Children's Fund (UNICEF)	562.17
United Nations Mine Action Service (UNMAS)	337.22
International Organization for Migration (IOM)	284.20
Food and Agricultural Organization (FAO)	232.29
Office for the Coordination of Humanitarian Affairs (UN OCHA)	145.09
World Health Organization (WHO)	148.15
<b>Nongovernmental Organizations</b>	
International Committee of the Red Cross	777.22
Norwegian Refugee Council	194.59
HALO Trust	119.16
Save the Children	111.87
ACTED (formerly Agency for Technical Cooperation and Development)	102.77
<b>All Other and Unallocated</b>	<b>2,989.69</b>
<b>Total Humanitarian Assistance Reported by OCHA</b>	<b>\$10,445.87</b>

Note: Numbers may not add due to rounding.

Source: UN OCHA, Financial Tracking Service at <https://fts.unocha.org>, accessed 3/31/2021.

as shown in Figure 2.27. 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 2.6 on the previous page.<sup>34</sup>

## Contributions to the NATO ANA Trust Fund

The NATO-managed Afghan National Army (ANA) Trust Fund (NATF) supports the Afghan National Army and other elements of the Afghan National Defense and Security Forces through procurements by the Afghanistan Security Forces Fund (ASFF) and the NATO Support and Procurement Agency (NSPA).<sup>35</sup> The Fund has received contributions from 24 NATO members, including the United States, and from 12 other Coalition partners totaling nearly \$3.45 billion through March 8, 2021.<sup>36</sup> Figure 2.24 on p. 47 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>37</sup>

## World Bank Group in Afghanistan

The World Bank’s International Development Association (IDA) has committed nearly \$5.11 billion for development, emergency reconstruction projects, and eight budget support operations in Afghanistan from 2002 through August 2020 (latest data provided). This support consists of over \$4.67 billion in grants and \$434 million in no-interest loans known as “credits.” The Bank, as of August 2020, has 11 active IDA-only projects and 18 active projects jointly funded with the ARTF and other global trust funds with a combined commitment value of over \$2.24 billion from IDA.

In addition, as of August 2020, the International Finance Corporation (IFC) maintains a committed portfolio valued at nearly \$300 million and its Multilateral Investment Guarantee Agency (MIGA) has a gross exposure of nearly \$114 million on projects in Afghanistan.<sup>38</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>39</sup>

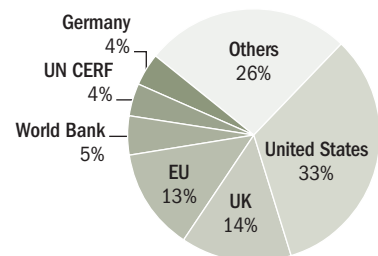
## Asian Development Bank in Afghanistan

The Asian Development Bank (ADB) has committed over \$6.36 billion for 167 development projects and technical-assistance programs in Afghanistan from 2002 through December 2020. This support has consisted of \$5.38 billion in grants (of which the Asian Development Fund, or ADF, provided \$4.28 billion, and the ADB provided \$1.10 billion in cofinancing), \$0.872 billion in concessional loans, and \$111.2 million in technical assistance. ADB

FIGURE 2.27

### UN OCHA-COORDINATED CONTRIBUTIONS BY DONOR, CALENDAR YEAR 2020 (PERCENT)

Total Paid In: \$725.62 Million



Note: Percentages may not add to 100% due to rounding. “Others” includes 22 national governments and 14 other entities. UN CERF refers to the UN’s Central Emergency Response Fund.

Source: UN OCHA, Financial Tracking Service at <https://fts.unocha.org>, accessed 3/31/2021.

has provided \$2.66 billion for 20 key road projects, \$2.12 billion to support energy infrastructure, and \$1.08 billion 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>40</sup>

The ADB manages 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 had disbursed \$318.33 million through September 30, 2020.<sup>41</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. contribution to UNAMA, based on its fixed 22.0% share of UN budgets and funded through the Contribution to International Organizations (CIO) account, has totaled \$523.45 million from FY 2008 through FY 2021. Other UN member governments have funded the remainder of UNAMA's budget of \$2.38 billion over this period.<sup>42</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 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, and the Afghanistan Security Forces Fund (ASFF) is the primary vehicle for funding reconstruction-related multilateral security assistance programs.

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 2.7 matches the multilateral assistance programs and organizations active in Afghanistan with their sources of U.S. funding.

# STATUS OF FUNDS

TABLE 2.7

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)	GHP, 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)	GHP, ESF, and IDA
Nongovernmental Organizations (NGOs)*	ESF, IDA, MRA, and NADR
The Asia Foundation (TAF)	SFOPS TAF and ESF
UN Development Programme (UNDP)	ESF
UN Assistance Mission in Afghanistan (UNAMA)	CIO
World Bank Group (IBRD, IDA, IFC, and MIGA)	Treasury IP
Asian Development Bank (ADB and ADF)	Treasury IP

\* State and USAID have requested that SIGAR not disclose the names of NGOs with whom they contract in Afghanistan, and have cited various authorities that underlie their requests. State has cited OMB Bulletin 12-01, Collection of U.S. Foreign Assistance Data (2012), which provides an exemption to federal agency foreign assistance reporting requirements "when public disclosure is likely to jeopardize the personal safety of U.S. personnel or recipients of U.S. resources." USAID has cited the Federal Funding Accountability and Transparency Act (FFATA) of 2006, (Pub. L. No. 109-282), which provides a waiver to federal agency contractor and grantee reporting requirements when necessary "to avoid jeopardizing the personal safety of the applicant or recipient's staff or clients." The so-called FFATA "masking waiver" is not available for Public International Organizations (PIOs). Both State and USAID provide "branding waivers" to NGOs with whom they contract in Afghanistan.

Note: SFOPS TAF refers to The Asia Foundation account in the Department of State, Foreign Operations, and Related Programs (SFOPS) appropriation; Treasury IP refers to the International Programs account in the Department of the Treasury appropriation.

Source: DOD, response to SIGAR data call, 1/18/2019; State, responses to SIGAR data call, 1/13/2021, 4/17/2020, 4/9/2020, and 8/21/2019; SFOPS Congressional Budget Justification, FY 2021, at [www.state.gov/cj](http://www.state.gov/cj), accessed 1/15/2021; Treasury, response to SIGAR data call, 4/20/2020; UNDP, response to SIGAR data call, 4/5/2020; USAID, response to SIGAR data calls, 1/10/2021, 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.

