

SIGAR

**Special Inspector General
for Afghanistan
Reconstruction**

OFFICE OF SPECIAL PROJECTS

The Human Cost of Reconstruction in
Afghanistan



February, 2020

SIGAR 20-25-SP



SIGAR

Office of the Special Inspector General
for Afghanistan Reconstruction

February 5, 2020

The Honorable Michael Pompeo
Secretary of State

The Honorable Mark T. Esper
Secretary of Defense

The Honorable Mark Green
Administrator, United States Agency for International Development

Lieutenant General Todd T. Semonite
Commanding General and Chief of Engineers
U.S. Army Corps of Engineers

For years, SIGAR has spent considerable effort to track the financial costs of reconstruction and stabilization activities in Afghanistan. However, little effort has been made up to now to track the human costs – the number of people killed, wounded, or kidnapped – to accomplish these activities. This has left policy makers with an incomplete picture of the true cost of our efforts in Afghanistan. This report is, as far as we know, the first official government effort by an independent Inspector General to do so.

To provide the most comprehensive estimate as to the number of casualties that occurred on reconstruction and stabilization-related missions, we reviewed multiple casualty-related sources, including information provided by the Departments of Defense, State, and Labor, the U.S. Agency for International Development (USAID), the U.S. Army Corps of Engineers (USACE), U.S. Central Command (CENTCOM), the Joint Improvised-Threat Defeat Organization (JIDO), the University of Maryland's Global Terrorism Database, and several open sources. In addition, we reviewed data in the Synchronized Pre-deployment and Operational Tracker (SPOT) database, which is the database DOD, State and USAID agreed to use to track all contractors working on U.S. funded contracts. However, that data was incomplete.¹ We also reviewed information provided to the Department of Labor for insurance claims under the Defense Base Act but our analysis showed this data was also incomplete.

For this review, we counted a casualty as reconstruction- or stabilization-related if: (1) the casualty's primary mission at the time was specifically related to conducting reconstruction or stabilization activities; or (2) the casualty was a bystander at the site of these activities.

We conservatively identified 5,135 casualties in Afghanistan associated with reconstruction or stabilization missions, from then-President Bush's formal announcement of the beginning of our reconstruction mission in Afghanistan on April 17, 2002 to December 31, 2018. This total includes 2,214 killed and 2,921 wounded. We also identified 1,182 individuals that were kidnapped or missing.

- At least 284 Americans were killed in Afghanistan while performing reconstruction or stabilization missions. This includes 216 U.S. service members and 68 U.S. civilians (government employees,

¹ The SPOT database listed only 127 contractor deaths in Afghanistan recorded from April 17, 2002 to December 31, 2018.



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contractors, and those with unknown statuses). An additional 245 service members and 76 civilians were wounded.²

- 100 other Coalition service members were killed and 105 wounded;³
- An additional 124 third country nationals (TCNs) were killed, another 87 wounded and 59 kidnapped; and,
- 1,578 Afghans (local nationals) were killed, 2,246 were wounded, and 1,004 kidnapped.

These casualty figures do not include:

- Casualties that occurred during combat and counter-terrorism missions, such as patrols, raids, and ambushes;
- Casualties that occurred during combat support missions unrelated to reconstruction;
- Military and civilian logistics resupply missions unless the casualty occurred during missions where the convoys were specifically carrying reconstruction materials;
- Enemy attacks on Afghan government or military sites;⁴
- Casualties that occurred from accidents;
- Suicides or homicides;
- Deaths from natural causes;
- Enemy casualties, including suicide bombers;
- Attacks at locations unrelated to reconstruction activities such as private homes, businesses, bazaars, banks, mosques or other public gathering places;
- Casualties that occurred before April 17, 2002 and after December 31, 2018.

We received technical comments on a draft of this report from USACE on January 2, 2020; from DOS on January 3, 2020; from DOD on January 9, 2020; from the Combined Security Transition Command-Afghanistan (CSTC-A) on January 10, 2020; from U.S. Central Command on January 23, 2020; and from the Defense Manpower Data Center (DMDC) on 28 January which were all incorporated in the final report as appropriate. We also received written comments from USAID on January 9, 2020. USAID commented that they take “very seriously any casualty incidents involving its implementing partners” and thanked SIGAR for exploring this important topic (USAID’s written comments are reproduced in Appendix I).

² The 216 service members are included in the total 1,861 military deaths between April 17, 2002 and December 31, 2018 with a hostile incident code and an incident country of Afghanistan.

³ We included Coalition members’ casualties when those were available from publicly accessible sources. The British, Canadian, and Australian Governments, in particular, provide details of their service members who were killed in Afghanistan through publicly available websites. These descriptions, often combined with other sources, allowed SIGAR to identify these casualties as reconstruction-related.

⁴ We did include U.S. or third-country nationals contracted as mentors if they were casualties during these attacks.



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We conducted our work in Washington, D.C. from November 2018 through January 2020, under the authority of Public Law No. 110-181, as amended, and the Inspector General Act of 1978, as amended; and in accordance with the Council of Inspectors General on Integrity and Efficiency (CIGIE) *Quality Standards for Inspection and Evaluation*. Should you or your staff have any questions about this project, please contact Mr. Benjamin Piccolo, Director of Special Projects, at (703) 545-2192 or benjamin.j.piccolo.civ@mail.mil.

Sincerely,

John F. Sopko
Special Inspector General
for Afghanistan Reconstruction

An authoritative, comprehensive list of military and civilian casualties in Afghanistan related to reconstruction or stabilization activities does not exist. Detailed casualty information – especially concerning civilians – is scattered among several government agencies, non-governmental organizations, and private entities.

To conduct our analysis of casualties related to reconstruction and stabilization activities in Afghanistan, we relied primarily on official casualty and significant incident reports from the U.S. military services and U.S. agencies involved in reconstruction. We focused on the number of deaths because information on deaths was more comprehensive; we collected the number of wounded and kidnapped/missing as the result of hostile action when that data was available.⁵

We chose April 17, 2002 as the start of reconstruction in Afghanistan because this was when then-President George W. Bush formally announced the commitment to rebuild Afghanistan at a speech at the Virginia Military Institute.⁶ Prior to that date most if not all military operations focused on combat and counterterrorism operations. We concluded our data collection on December 31, 2018. This time period covered reconstruction-related deaths during Operation Enduring Freedom (OEF) through December 31, 2014 and Operations Freedom’s Sentinel (OFS) and Resolute Support (ORS) from January 1, 2015 until December 31, 2018.⁷

To obtain our data, we contacted the Department of Defense (DOD); the Departments of the Army, Air Force, and Navy; the Department of State (State); the U.S. Agency for International Development (USAID); the Department of Labor (DOL); the U.S. Army Corps of Engineers (USACE); the Joint Improvised-Threat Defeat Organization (JIDO); (a subordinate unit under the Defense Threat Reduction Agency) and several private companies and organizations for casualty information. We also used open sources, in particular the Global Terrorism Database maintained by the University of Maryland.

Appendix V provides details on the sources we consulted.

BACKGROUND

To determine what constituted reconstruction activities in Afghanistan, we referred to SIGAR enabling legislation. In this legislation, reconstruction includes funding for all direct or indirect U.S. Government assistance to Afghanistan other than combat operations. Under the NDAA for 2008, as amended, SIGAR is required to oversee “. . . the treatment, handling, and expenditure of amounts appropriated or otherwise made available for the reconstruction of Afghanistan and of the programs, operations, and contracts carried out utilizing such funds . . .”⁸ This includes all reconstruction funding appropriated or otherwise made available since 2002. The statute goes on to explain that this includes, but is not limited to, funding for efforts: (1) to build or rebuild physical infrastructure in Afghanistan; (2) to establish or reestablish a political or societal institution of Afghanistan; and (3) to provide products or services to the people of Afghanistan.

To determine what constituted stabilization activities, we relied on DOD Directive 3000.05 which defines stabilization as “A political endeavor involving an integrated civilian-military process to create conditions where

⁵ Those reported as missing as the result of hostile actions will be considered kidnapped and reported under this category for the remainder of the report.

⁶ Some excerpts include “Peace will be achieved by helping Afghanistan develop its own stable government. Peace will be achieved by helping Afghanistan train and develop its own national army, and peace will be achieved through an education system for boys and girls which works. We’re working hard in Afghanistan: we’re clearing mine fields. We’re rebuilding roads. We’re improving medical care. And we will work to help Afghanistan feed its people without feeding the world’s demand for drugs....And that is why we’re helping to rebuild Afghanistan...” For a full transcript see: <https://georgewbush-whitehouse.archives.gov/news/releases/2002/04/20020417-1.html>.

⁷ Operation Enduring Freedom lasted from October 7, 2001- December 31, 2014. Operation Resolute Support (ORS) is a NATO-led mission to train, advise and assist the Afghan National Defense and Security Forces (ANDSF) and institutions.

⁸ National Defense Authorization Act for Fiscal Year 2008, Pub. L. No. 110-181, § 1229, 122 Stat. 3, 378-85 (2009).

locally legitimate authorities and systems can peaceably manage conflict and prevent a resurgence of violence.”

We define “casualties” as anyone killed or wounded.⁹ Although kidnappings are not included in official DOD casualty lists, we also reported them because getting kidnapped is a very real threat for civilians working on reconstruction or stabilization activities in Afghanistan, especially Afghans. For this review, we counted a casualty as reconstruction or stabilization related if: (1) the casualty’s primary mission at the time was specifically related to conducting reconstruction or stabilization activities. Examples include service members and civilians deployed to train Afghan National Defense Security Forces, USAID employees or contractors, and local nationals working on road construction projects or election activities; or, (2) the casualty was a bystander at the site of these activities.

CATEGORIZING CASUALTIES

To determine whether some reconstruction or stabilization activities were more dangerous than others, we grouped them into three major categories of reconstruction or stabilization activities: Security, Governance and Development, and Humanitarian. We also grouped them by national origin— U.S. service member, U.S. civilian, Afghan, Coalition Forces, Third Country National (TCN), and unknown.¹⁰

The Security category covers all military and civilian assistance to the Afghan National Defense Security Forces (ANDSF), and the ministries of Defense and Interior. This includes soldiers and civilians assigned to mentor and teach ANDSF personnel of all types, such as Embedded Training Teams (ETTs), Police Mentor Teams (PMTs), Security Force Advise and Assist Teams (SFAATs) and Security Force Assistance Brigade personnel (SFABs), as well as soldiers and civilian contractors tasked to be their force protection. It also includes military and civilian personnel whose primary mission at the time they became casualties was training the ANDSF.

The Governance and Development category includes all military and civilian assistance to Afghan governmental agencies other than the Ministries of Defense and Interior, and includes activities involved with the rebuilding of the Afghan infrastructure, clearing unexploded ordnance, and conducting the counter narcotics mission. Given the large number of casualties we found in this category, we broke out the data into six sub-categories:

- **Governance.** This includes all military and civilian assistance to the Afghan government at all levels, including Provincial Reconstruction Teams (PRTs) and their force protection.¹¹
- **Construction.** This includes construction activities such as building and refurbishing clinics, schools, ANDSF facilities, and their force protection while building these facilities.
- **Road Construction.** This includes road, bridge and culvert projects and their force protection.
- **Demining.** This includes activities to clear unexploded ordnance (UXO) and their force protection.¹²
- **Election Activities.** This includes voter registration, manning polling sites, Independent Election Commission (IEC) activities, and transporting ballots.¹³
- **Counter-narcotics.** These were activities to counter the Afghan drug trade.

⁹ This category includes casualties listed as “Died of Wounds” (DOW).

¹⁰ Third Country Nationals include individuals of all nationalities except Americans or Afghans; casualties were only listed in one category and one national origin to avoid duplication.

¹¹ Governance also served as an umbrella for all activities that could be confirmed as reconstruction, but that either did not fit into one of the more specific subtypes or whose specific subtype could not be confirmed.

¹² Demining missions did not include U.S. military Explosive Ordnance Disposal (EOD) casualties. We considered EOD casualties to have occurred on combat support missions as these units were normally in support of Coalition combat units.

¹³ Election activities did not include attacks on Afghans running for office or their campaign staff.

The Humanitarian category includes activities to alleviate suffering such as disaster and refugee assistance, vaccination campaigns and most health care activities.

QUANTIFYING CASUALTIES RELATED TO RECONSTRUCTION AND STABILIZATION ACTIVITIES

To determine the number of reconstruction and stabilization casualties, we used multiple sources, including:

- The Defense Casualty Analysis System maintained by the Defense Manpower Data Center, a DOD organization responsible for tracking military casualties
- Serious incident reports maintained by the Joint Improvised-Threat Defeat Organization, a directorate under the DOD's Defense Threat Reduction Agency
- Official casualty records maintained by the Army's Human Resources Command
- U.S. Army Corps of Engineers records of casualties on contracts it executed
- Investigation files maintained by the U.S. Marine Corps casualty section at Quantico, Virginia
- Casualty lists provided by the U.S. Navy and U.S. Air Force
- Casualty information provided by USAID
- Defense Base Act claims received by the U.S. Department of Labor (for limitations on this data see Appendix IV)
- Global Terrorism Database maintained by the University of Maryland's National Consortium for the Study of Terrorism and Responding to Terrorism (START)¹⁴
- The research organization Humanitarian Outcomes¹⁵
- Various open source sites

For more details on the sources we used to determine the reconstruction and stabilization casualties see Appendix V.

Based on a review of casualty information available to us, we identified a total of 5,135 casualties in Afghanistan associated with reconstruction or stabilization activities from April 17, 2002 to December 31, 2018. The casualty total includes 2,214 killed and 2,921 wounded. We also identified 1,182 individuals that were kidnapped or missing. We further broke down casualties and kidnappings into six major groups: Americans (military and civilian); other Coalition members (military); Third Country Nationals (civilians other than Americans or Afghans); Local Nationals (Afghans); and Afghan National Defense Security Forces (ANDSF). Our analysis identified:

- 284 Americans that were killed in Afghanistan while performing reconstruction or stabilization missions. This includes 216 U.S. service members¹⁶ and 68 American civilians (government employees, contractors, and Americans of unknown status). An additional 245 U.S. service members and 76 civilians were wounded.
- 100 Coalition members that were killed while performing reconstruction or stabilization missions; another 105 were wounded.

¹⁴ The Global Terrorism Database is maintained by the National Consortium for the Study of Terrorism and Responses to Terrorism (START) at the University of Maryland. The database is the product of several phases of data collection efforts, each relying on publicly available, unclassified source materials. These include media articles and electronic news archives, and to a lesser extent, existing data sets, secondary source materials such as books and journals, and legal documents.

¹⁵ Humanitarian Outcomes is a team of specialist consultants providing research and policy advice for humanitarian aid agencies and donor governments. The research organization maintains the "Aid Worker Security Database" that lists major incidents of violence against aid workers in Afghanistan.

¹⁶ The 216 service members are included in the total 1,861 military deaths between April 17, 2002 and December 31, 2018 with a hostile incident code and an incident country of Afghanistan.

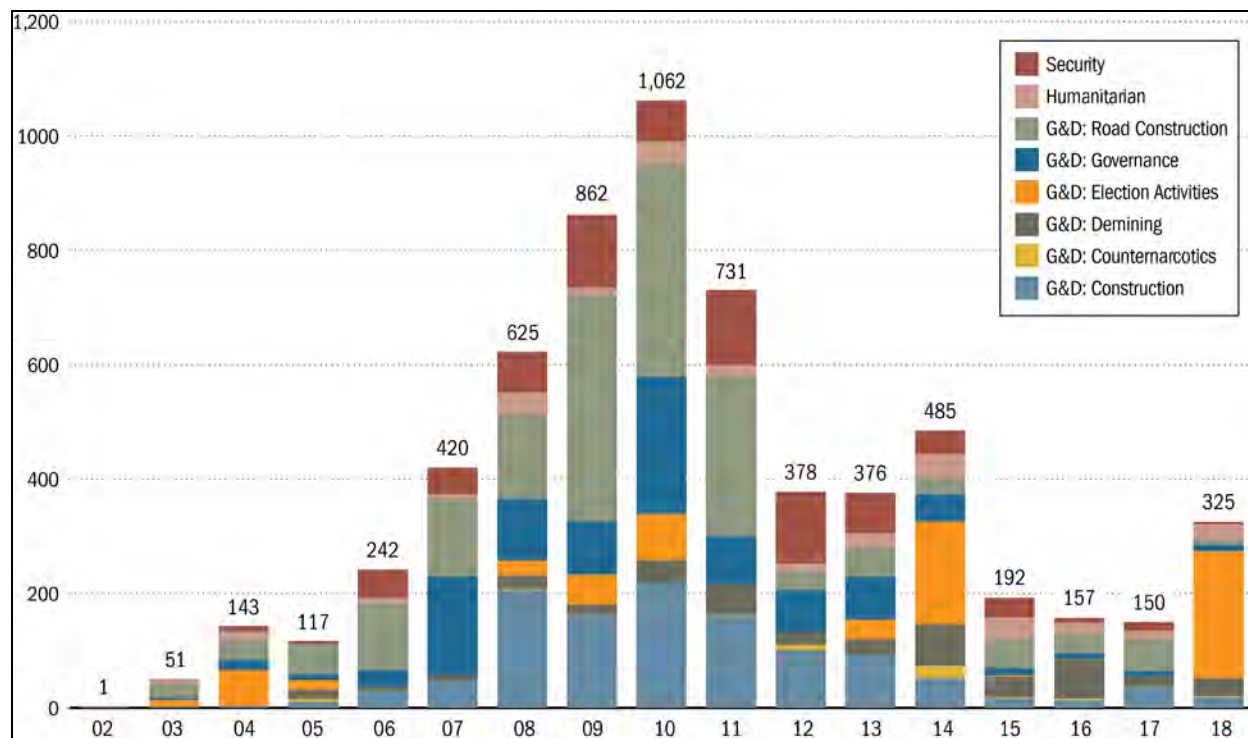
- An additional 124 third country nationals were killed, another 87 wounded and 59 kidnapped while performing reconstruction or stabilization missions.
- 131 ANDSF members were killed and another 238 were wounded and one kidnapped while performing reconstruction or stabilization missions, the majority of them while providing force protection for project sites or reconstruction convoys.
- 1,447 Afghan civilians were killed, 2,008 wounded, and 1,003 kidnapped while performing reconstruction or stabilization missions. Of the number of Afghans killed, 65 were bystanders killed during attacks on reconstruction or stabilization projects.

Of the total number of casualties and kidnappings, at least 2,989 occurred while working on American funded reconstruction projects.¹⁷ Of the 1,181 civilians kidnapped, at least 1,003 were Afghans (see Figure 3).

Casualties and Kidnappings by Reconstruction Category and National Origin

Figure 1 below depicts the casualties and kidnappings by year and mission category. The data shows that the majority of casualties occurred during the height of the reconstruction efforts between 2008 and 2011.

Figure 1 –Casualties and kidnappings by reconstruction category over time (yearly; 2002-2018).

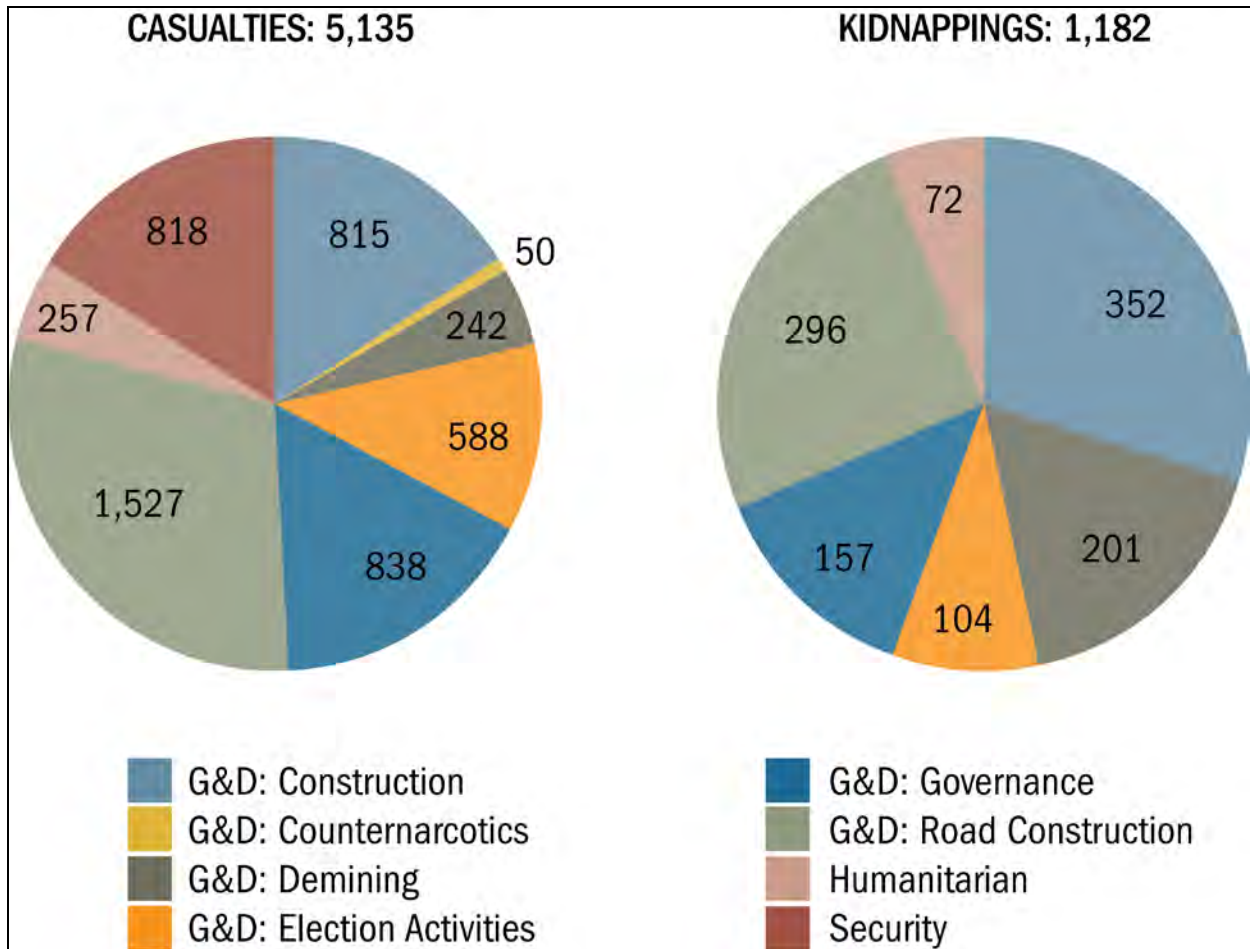


Source: SIGAR Analysis of Casualty Data

Figure 2 shows a breakout of casualties and kidnappings by reconstruction category and Figure 3 shows a breakout by national origin. Road construction projects were the most dangerous reconstruction activity, accounting for 30% of all casualties. For a more detailed breakout of casualty data see Appendices II and III.

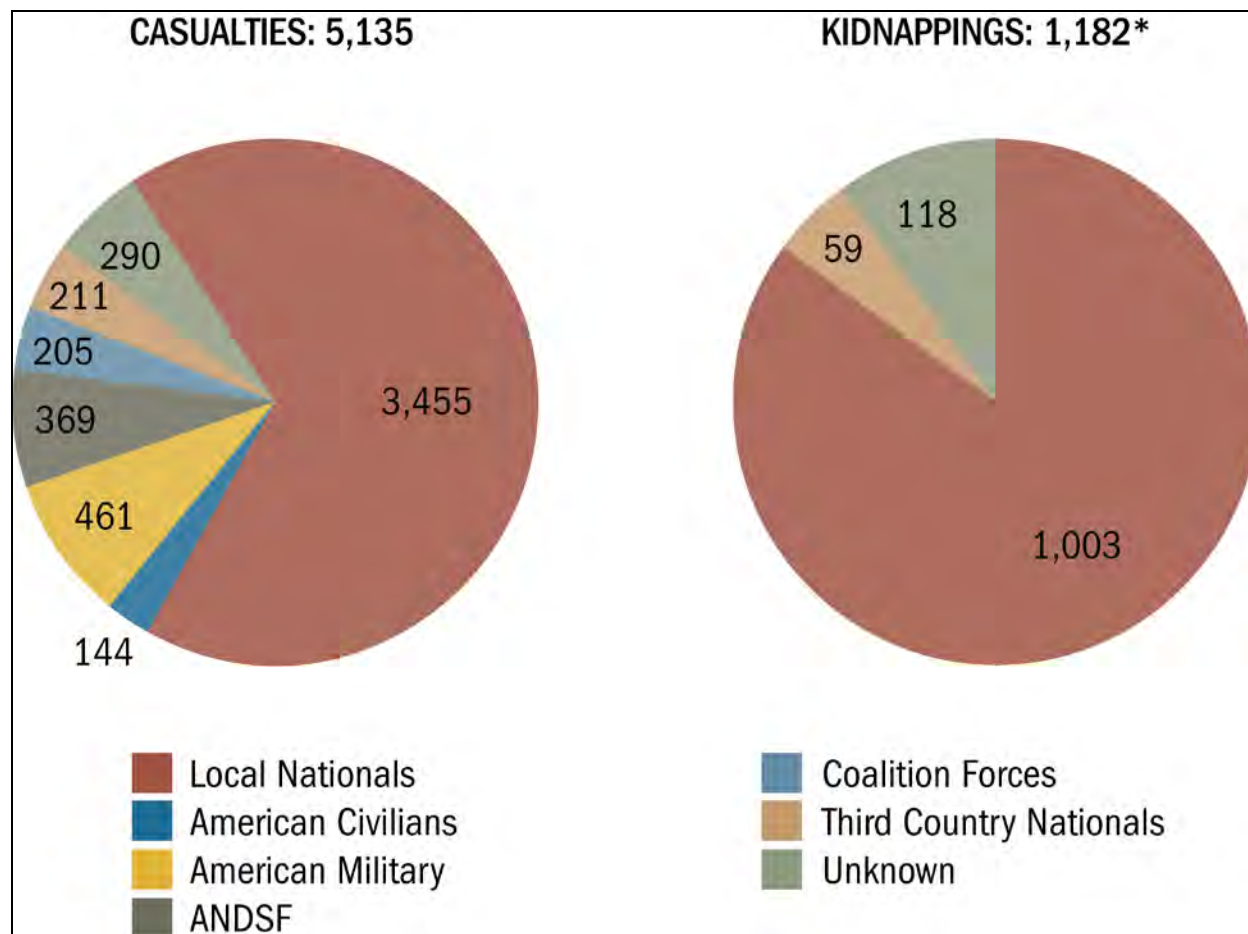
¹⁷ In many cases the incident did not identify the funding source so we distinguished between projects specifically identified as U.S. funded and those where the funding source was not identified.

Figure 2: Total Casualties and Kidnappings by Reconstruction Activity (2002-2018)



Source: SIGAR Analysis of Casualty Data

Figure 3: Total Casualties and Kidnappings by National Origin (2002-2018)



*Total kidnappings (1,182) include 1 American civilian and 1 ANDSF not shown in Figure 3.

Source: SIGAR Analysis of Casualty Data

Casualties incurred performing Security related activities

There were 818 casualties related to security activities: 346 killed and 472 wounded. This was the most dangerous activity for Americans. Of the 346 killed, 195 were Americans (154 U.S. service members and 41 U.S. civilians). Casualties in this category were assigned to train and mentor members of the ANDSF or provided their force protection. We identified a total of 276 casualties associated with insider attacks related to reconstruction or stabilization.¹⁸ This includes 59 American service members killed and another 49 wounded. One of the worst insider attacks in Afghanistan occurred in 2011 when an Afghan Air Force colonel killed eight U.S. Air Force members and one American contractor serving as advisors.

Casualties incurred performing Governance and Development related activities

There were 4,060 casualties related to governance and development activities: 1,721 killed and 2,339 wounded. Another 1,110 were kidnapped. Of the 284 Americans killed while performing reconstruction

¹⁸ Insider attacks or “green-on-blue” attacks are characterized by incidents in which ANDSF members knowingly attack and/or help facilitate an attack against the Coalition with the intent to maim or kill Coalition personnel; incidents in which insurgents portray themselves as ANDSF members with the intent to target Coalition Force (CF) personnel; and incidents in which previously friendly third-country nationals and local nationals, for whatever reason, seek to attack CF personnel.

activities, 73 were in this category (61 American service members and 12 American civilians); another 134 Americans were wounded. A further breakdown of this category follows:

Governance

There were a total of 838 casualties related to governance activities: 341 killed and 497 wounded, plus 157 kidnapped. Fifty-two Americans were killed and 100 were wounded performing this activity. This activity included efforts to improve provincial and national Afghan governance, such as Provincial Reconstruction Teams (PRTs).¹⁹ Many of the service members killed in this activity were detailed to provide force protection for PRTs. One of the most deadly incidents related to governance activities was the 2013 attack on a patrol to donate books to an Afghan school. The suicide attack resulted in the deaths of three U.S. soldiers, one State U.S. civilian, and one DOD-contracted Afghan interpreter, as well as wounding seven American service members and nine Afghan civilians.

Construction

There were a total of 815 casualties related to construction activities (395 killed and 420 wounded) along with 352 kidnapped. Five Americans were killed and 13 wounded performing this activity. By far the majority of casualties suffered in this activity were Afghans (644, or 79%). Casualties in this activity were related to building physical infrastructure or providing force protection for such projects as dams, power lines, ANDSF outposts, and government facilities (everything except roads).²⁰ For example, a 2010 attack on a USAID-funded canal construction project resulted in one contractor killed, three wounded, and eight others kidnapped. Another example was an event in 2008 when militants stopped three buses to kidnap a reported 128 Afghan construction workers contracted by a U.S. firm.

Road construction

There were 663 people killed performing road construction activities (road, bridge, and culvert construction and repair), plus another 864 wounded and 296 kidnapped. There were 15 American casualties in this activity (5 killed, 10 wounded). Road construction was the most dangerous reconstruction activity for Afghans: of the 1,397 Afghans killed in the governance and development category, 560 (40%) were performing road construction missions. Indeed, the deadliest two casualty-producing events related to reconstruction that we found were attacks in 2011 on a U.S.-funded road construction contractor compound that killed 35 and wounded 20 Afghans, and a suicide bomber on a USACE awarded road construction project that left 28 members of a construction crew dead and 35 wounded.

Demining

A total of 114 people were killed while on demining operations, along with 128 wounded. Another 201 were kidnapped. Eighty-seven percent of the casualties in demining operations were Afghans and at least 97% of those kidnapped were Afghans. One particularly deadly demining incident occurred in 2014 when deminers conducting clearance operations in eastern Afghanistan were attacked, leaving 8 dead and 3 wounded.

Election Activities

There were 189 people killed performing election activities, plus another 399 wounded and 104 kidnapped. Eleven Americans were killed and eight wounded while assisting with election activities. Ninety-five percent of the casualties related to election activities were Afghans, and all but three of those kidnapped were Afghans. For example, in 2004 a vehicle transporting ballot boxes was attacked by suspected insurgents, killing three

¹⁹ Per the *Afghanistan PRT Handbook* written by the Center for Army Lessons Learned “A provincial reconstruction team (PRT) is an interim civil-military organization designed to operate in semipermissive environments usually following open hostilities. The PRT is intended to improve stability in a given area by helping build the host nation's capacity; reinforcing the host nation's legitimacy and effectiveness; and bolstering that the host nation can provide security to its citizens and deliver essential government services.”

²⁰ This category may capture road construction incidents in cases where available data did not specify the type of construction being conducted.

Afghans and wounding two others. The majority of casualties related to election activities occurred in three years: 2004, 2014, and 2018, the first two being presidential election years, and the latter coinciding with the most recent parliamentary elections (See Figure 1).

Counter-narcotics

A total of 19 people were killed while on counter-narcotics missions, plus another 31 wounded. One incident within this category included an attack on the headquarters of the Afghan counternarcotics compound where U.S. Drug Enforcement Agency advisors were stationed. This 2014 attack resulted in the deaths of several TCNs who were providing force protection for the reconstruction initiative.

Humanitarian

There were 257 casualties related to humanitarian activities: 147 killed and 110 wounded. Another 72 were kidnapped. Sixteen Americans were killed and five wounded in this activity. This category include casualties and kidnappings that occurred while providing health and education services to local communities, providing food aid, supporting displaced populations, and other activities aimed at alleviating the suffering of the Afghan people. One of the worst incidents occurred in 2010 when 10 medical aid workers (including 6 Americans) were killed while attempting to deliver free medical care to impoverished communities.

Other Breakouts of Casualty Data

National Guard and Reserve casualties

Of the 216 service members killed performing reconstruction or stabilization missions in Afghanistan, 86 (40%) were in the U.S. Army National Guard (ARNG) or in the Army, Navy, or USMC Reserve.

Force Protection

We found 516 people that were killed while performing force protection for reconstruction activities of all types.²¹ This includes 146 military and force protection members (U.S., Coalition and Afghan) and 370 contractors and directly hired civilians, including Americans, TCNs, and LNs.

Interpreters

At least 25 interpreters were killed while performing reconstruction or stabilization missions; 38 interpreters were wounded. All but four were confirmed to be Afghans.

CONCLUSION

One measure of the cost of our reconstruction and stabilization projects in Afghanistan is the number of casualties suffered. While considerable effort is made to track the amount of U.S. dollars spent, this review shows that we do not adequately capture the human cost of conducting reconstruction and stabilization projects while combat operations are still ongoing, especially third country nationals and Afghans. Unless the U.S. Government considers the human costs, the true costs of reconstruction and stabilization efforts in Afghanistan are not accurately captured.

²¹ Those tasked with force protection missions are intended to prevent or combat hostile action initiated against reconstruction or stabilization operations, as opposed to implementing those efforts themselves. This mission typically falls to privately hired security contractors or guards, though military forces often fill this role.

USAID Comments



USAID | AFGHANISTAN

MEMORANDUM

January 9, 2020

TO: John F. Sopko, Special Inspector General for Afghanistan Reconstruction (SIGAR)

FROM: Elizabeth A. Chambers, Acting Mission Director *E.A. Chambers*

SUBJECT: Mission Response to Draft SIGAR Special Project Report titled: "Casualties Related to Reconstruction and Stabilization Activities in Afghanistan" (SIGAR 20-XX-SP/SP-213)

REF: SIGAR Transmittal Email dated December 13, 2019

USAID would like to thank SIGAR for the opportunity to comment on the draft "Casualties Related to Reconstruction and Stabilization Activities in Afghanistan" report.

USAID takes very seriously any casualty incidents involving its implementing partners and thanks SIGAR for this "first attempt to quantify the number of people killed, wounded, and kidnapped while performing reconstruction and stabilization activities in Afghanistan." SIGAR recognizes that indeed "An authoritative, comprehensive list of military, civilian, and contractor casualties in Afghanistan related to reconstruction or stabilization activities does not exist."

Throughout this engagement, USAID worked closely with SIGAR to find available information on the number of casualties. USAID does not have historical data on USAID implementing partners killed, wounded in action, or kidnapped prior to 2003. For the period 2003 through 2018, USAID provided a summary of the total number of casualties identifying 467 implementing partners who were killed, and an additional 838 who were wounded.

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However, detailed listings and accompanying incident reports were not available for the entire period that SIGAR focused on (2002 - 2018). For example, USAID provided the listing of incident reports between 2003 to 2014, identifying 1,981 incidents, including 792 Serious Incident Reports (SIRs). Additionally, listings and SIRs did not capture some of the metrics that SIGAR sought to enable its further analyses.

USAID thanks SIGAR for exploring this important topic.

cc: Markham Isom, Acting Controller, USAID/Afghanistan
U.S. Embassy/Kabul
OAPA Audit
David Ramos, Senior Safety Security Officer, USAID/Afghanistan

APPENDIX II – CASUALTY AND KIDNAPPING DETAIL BROKEN OUT BY NATIONAL ORIGIN AND RECONSTRUCTION CATEGORY

Security

Table 1: Security casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	85	195	62	4	346
Civilian	20	3	1	-	24
Contractor	20	38	7	1	66
Military/Security Forces	45	154	54	3	256
Wounded	235	182	43	12	472
Civilian	121	16	3	-	140
Contractor	30	12	4	1	47
Military/Security Forces	83	151	36	11	281
Unknown	1	3	-	-	4
Grand Total	320	377	105	16	818

Source: SIGAR Analysis of Casualty Data

Governance and Development

Table 2: Governance and Development casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	1397	73	150	101	1721
Civilian	312	5	3	-	320
Contractor	941	7	99	97	1144
Military/Security Forces	76	61	43	-	180
Unknown	68	-	5	4	77
Wounded	1918	134	143	144	2339
Civilian	546	9	5	11	571
Contractor	1145	26	71	122	1364
Military/Security Forces	138	94	66	6	304
Unknown	89	5	1	5	100
Kidnapped/Missing	949	1	56	104	1110
Civilian	249	-	4	4	257
Contractor	697	1	52	81	831
Military/Security Forces	1	-	-	-	1
Unknown	2	-	-	19	21
Grand Total	4264	208	349	349	5170

Source: SIGAR Analysis of Casualty Data

Governance

Table 3: Governance casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	234	52	48	7	341
Civilian	155	5	3	-	163
Contractor	51	1	11	4	67
Military/Security Forces	11	46	32	-	89
Unknown	17	-	2	3	22
Wounded	327	100	56	14	497
Civilian	169	6	1	7	183
Contractor	119	17	3	3	142
Military/Security Forces	12	72	51	4	139
Unknown	27	5	1	-	33
Kidnapped/Missing	119	-	3	35	157
Civilian	53	-	1	3	57
Contractor	64	-	2	24	90
Unknown	2	-	-	8	10
Grand Total	680	152	107	56	995

Source: SIGAR Analysis of Casualty Data

Construction

Table 4: Construction casualties and kidnappings by national origin.

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	305	5	47	38	395
Civilian	11	-	-	-	11
Contractor	286	4	41	38	369
Military/Security Forces	7	1	5	-	13
Unknown	1	-	1	-	2
Wounded	339	13	35	33	420
Civilian	50	-	1	-	51
Contractor	268	8	26	33	335
Military/Security Forces	17	5	8	-	30
Unknown	4	-	-	-	4
Kidnapped/Missing	291	1	27	33	352
Civilian	7	-	-	-	7
Contractor	283	1	27	29	340
Military/Security Forces	1	-	-	-	1
Unknown	-	-	-	4	4
Grand Total	935	19	109	104	1167

Source: SIGAR Analysis of Casualty Data

Road construction

Table 5: Road construction casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	560	5	45	53	663
Civilian	2	-	-	-	2
Contractor	503	2	39	52	596
Military/Security Forces	30	3	6	-	39
Unknown	25	-	-	1	26
Wounded	748	10	39	67	864
Civilian	20	-	-	1	21
Contractor	647	1	32	63	743
Military/Security Forces	58	9	7	2	76
Unknown	23	-	-	1	24
Kidnapped/Missing	243	-	23	30	296
Civilian	7	-	-	-	7
Contractor	236	-	23	23	282
Unknown	-	-	-	7	7
Grand Total	1551	15	107	150	1823

Source: SIGAR Analysis of Casualty Data

Demining

Table 6: Demining casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	109	2	3	114
Civilian	28	-	-	28
Contractor	79	2	3	84
Military/Security Forces	1	-	-	1
Unknown	1	-	-	1
Wounded	101	-	27	128
Civilian	18	-	3	21
Contractor	77	-	23	100
Unknown	6	-	1	7
Kidnapped/Missing	195	-	6	201
Civilian	81	-	1	82
Contractor	114	-	5	119
Grand Total	405	2	36	443

Source: SIGAR Analysis of Casualty Data

Election Activities

Table 7: Election casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	175	11	3	-	189
Civilian	114	-	-	-	114
Contractor	11	-	1	-	12
Military/Security Forces	27	11	-	-	38
Unknown	23	-	2	-	25
Wounded	385	8	3	3	399
Civilian	286	-	3	-	289
Contractor	28	-	-	-	28
Military/Security Forces	48	8	-	-	56
Unknown	23	-	-	3	26
Kidnapped/Missing	101	-	3	-	104
Civilian	101	-	3	-	104
Grand Total	661	19	9	3	692

Source: SIGAR Analysis of Casualty Data

Counter-narcotics

Table 8: Counter-narcotics casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Grand Total
Killed	14	-	5	19
Civilian	2	-	-	2
Contractor	11	-	5	16
Unknown	1	-	-	1
Wounded	18	3	10	31
Civilian	3	3	-	6
Contractor	6	-	10	16
Military/Security Forces	3	-	-	3
Unknown	6	-	-	6
Grand Total	32	3	15	50

Source: SIGAR Analysis of Casualty Data

Humanitarian

Table 9: Humanitarian casualties and kidnappings by national origin

Casualty Categories	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
Killed	96	16	12	23	147
Civilian	69	15	7	14	105
Contractor	13	-	2	8	23
Military/Security Forces	10	1	3	1	15
Unknown	4	-	-	-	4
Wounded	93	5	6	6	110
Civilian	27	4	2	-	33
Contractor	14	1	1	-	16
Military/Security Forces	17	-	3	-	20
Unknown	35	-	-	6	41
Kidnapped/Missing	55	-	3	14	72
Civilian	44	-	3	8	55
Contractor	11	-	-	6	17
Grand Total	244	21	21	43	329

Source: SIGAR Analysis of Casualty Data

APPENDIX III - MILITARY AND CIVILIAN CASUALTIES AND KIDNAPPINGS BROKEN OUT BY RECONSTRUCTION CATEGORY

Military Casualties

For U.S. military casualties, SIGAR focused on the 1,861 hostile deaths that occurred in Afghanistan from April 17, 2002 to December 31, 2018. This number does not include non-hostile deaths (those who died because of accident, suicide, or natural causes). Official U.S. casualty investigations provided the best information, but in many cases an official investigation was not available (See Appendix V “Casualty Sources” for further details). The official U.S. casualty investigations that were available noted specifically the mission service members were performing when they were killed. In some cases units conducted multiple missions on the same patrol, of which a reconstruction mission was one.

U.S. service members who became casualties while partnered with Afghan National Defense Security Forces (ANDSF) were not considered to have died while on a reconstruction-related mission unless the mission itself was reconstruction or stabilization-related. For example, a soldier assigned to an infantry battalion partnered with an Afghan unit on a reconnaissance mission would not be considered reconstruction-related; a soldier partnered with an Afghan unit to attend a school project grand opening would be.

To speed the development of the ANDSF at lower unit levels, small groups of experienced officers and non-commissioned officers embedded with various types of ANDSF units and provided hands-on assistance. The Combined Security Transition Command-Afghanistan (CSTC-A) is responsible for the mission of providing training, advising, and assistance (TAA) to the ANDSF at the ministerial level. Headquarters, Resolute Support is - and its predecessor International Security Assistance Forces (ISAF) was - responsible for the command and control of the Police Mentor Teams (PMTs), Security Force Assistance Teams (SFATs) and Security Force Assistance Brigades (SFABs). Unlike maneuver units, these teams’ primary purpose was development of the ANDSF. For this reason, casualties among this group were considered reconstruction and stabilization-related.

We excluded some U.S. service members based on the type of unit or the Military Occupational Specialty of the service member, the summary description provided to the public, and/or the date of the casualty. Some examples of military casualties we did not count include the following:

- a Navy petty officer assigned to an Explosive Ordnance Disposal (EOD) unit;
- a soldier assigned to a transportation unit on a logistics convoy killed on a supply mission not specifically carrying reconstruction materials;
- a soldier assigned to a Ranger battalion.

Table 10: U.S. Military Casualties by Branch of Service and Reconstruction Category

Service Component	G&D: Construction	G&D: Election Activities	G&D: Governance	G&D: Road Construction	Humanitarian	Security	Grand Total
Air Force- Regular	-	-	6	-	-	14	20
Killed	-	-	6	-	-	13	19
Wounded	-	-	-	-	-	1	1
Army- Regular	3	19	73	12	1	155	263
Killed	-	11	13	3	1	51	79
Wounded	3	8	60	9	-	104	184
Army- Reserves	-	-	9	-	-	4	13
Killed	-	-	8	-	-	4	12
Wounded	-	-	1	-	-	-	1
Army-National Guard	3	-	16	-	-	74	93
Killed	1	-	12	-	-	58	71
Wounded	2	-	4	-	-	16	22
Navy- Regular	-	-	7	-	-	5	12
Killed	-	-	4	-	-	5	9
Wounded	-	-	3	-	-	-	3
Navy- Reserves	-	-	1	-	-	1	2
Killed	-	-	1	-	-	1	2
USMC- Regular	-	-	1	-	-	41	42
Killed	-	-	1	-	-	22	23
Wounded	-	-	-	-	-	19	19
USMC- Reserves	-	-	1	-	-	-	1
Killed	-	-	1	-	-	-	1
Service Component Undeterminable	-	-	4	-	-	11	15
Wounded	-	-	4	-	-	11	15
Grand Total	6	19	118	12	1	305	461

Source: SIGAR Analysis of Casualty Data

Civilian Casualties and Kidnappings

We found a total of 1,763 civilians (including contractors) killed in Afghanistan while working on reconstruction or stabilization-related missions, plus 2,316 wounded and 1,181 kidnapped. By far the most civilian casualties were Afghans.

In many cases it was possible to determine the duty the contractor was performing based on the type of contract. For example, a civilian hired to provide food service to American forces would not be considered killed while working on reconstruction, whereas a civilian hired to advise the Afghan government or build a facility would be considered killed while working on a reconstruction mission.

Table 11: Total casualties and kidnappings by reconstruction category and national origin

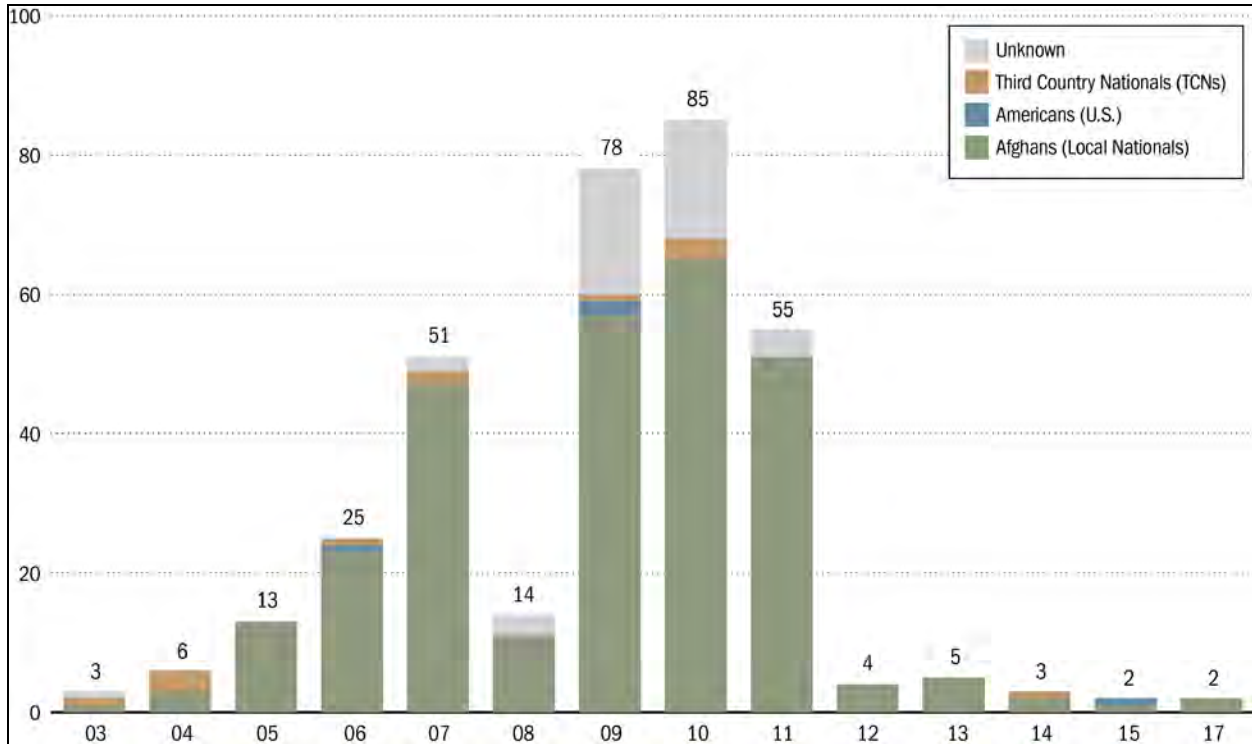
Reconstruction Types	Afghans (Local Nationals)	Americans (U.S.)	Third Country Nationals (TCNs)	Unknown	Grand Total
G&D: Construction	935	19	109	104	1167
G&D: Counternarcotics	32	3	15	-	50
G&D: Demining	405	-	2	36	443
G&D: Election Activities	661	19	9	3	692
G&D: Governance	680	152	107	56	995
G&D: Road Construction	1551	15	107	150	1823
Humanitarian	244	21	21	43	329
Security	320	377	105	16	818
Grand Total	4828	606	475	408	6317

Source: SIGAR Analysis of Casualty Data

APPENDIX IV – ANALYSIS OF DEATHS THAT WERE NOT REPORTED TO DEPARTMENT OF LABOR BY YEAR AND NATIONAL ORIGIN

We were able to determine from our analysis that at least 346 contractors (including 4 Americans and 342 Afghans, third country nationals, and those of unknown nationality) that were killed on U.S. funded contracts did not appear on DOL’s list of insurance claims submitted for contractor deaths in Afghanistan. We did not assess as part of our review whether the unreported contractor deaths occurred because the contractor did not provide insurance coverage to these employees or the insurance company did not submit their casualty claims to the DOL. Both actions are required by the Defense Base Act.

Figure 4: Total Unreported Contractor Deaths on U.S. Funded Projects by Year and National Origin



Source: SIGAR Analysis of Casualty Data

APPENDIX V – CASUALTY SOURCES

The U.S. government agencies involved in reconstruction activities in Afghanistan, notably DOD, State, and USAID, maintain separate casualty databases and statistics. DOD tracks the numbers of contractors of all nationalities killed in Afghanistan who worked for U.S.-based companies or were insured through U.S. insurance carriers as required by the Defense Base Act.

DOD. DOD tracks casualties by service and classifies them in several categories. These statistics are updated periodically and available in the Defense Casualty Analysis System (DCAS) maintained by the Defense Manpower Data Center (DMDC). <https://dcas.dmdc.osd.mil/dcas/pages/casualties.xhtml>.

DMDC casualty statistics do not identify the mission that an individual was engaged in when he or she was killed. This level of detail is frequently located at the service level, most often in the official casualty investigations maintained at the respective service's human resource commands.

The casualty information that DOD releases publicly includes when and where the death occurred and to what city, state, unit, or agency a service member or civilian belonged to. Usually it did not give enough details for us to determine what mission the person was performing when he or she was killed.

DOD also provided data from its Synchronized Pre-Deployment and Operational Tracker (SPOT). The data included the dates, employer, insurer (if known), agency that contracted the work, nationality, and cause of death for contractors serving in Afghanistan. When used with other information, this data helped to identify U.S., Afghan and TCN civilians killed performing reconstruction and stabilization missions in Afghanistan. DOD did not provide personally identifying information (PII) from SPOT because of privacy concerns.

Joint Improvised-Threat Defeat Organization (JIDO). This directorate, under DOD's Defense Threat Reduction Agency, gave us copies of Serious Incident Reports from Afghanistan from 2004 through 2018. We reviewed over 548,000 of these individual reports. These reports had information on reported enemy action in Afghanistan, and they included U.S., Afghan and TCN casualties and kidnappings.

Central Command (CENTCOM). The information CENTCOM gave us included brief mission descriptions. It also tracks the number of contractors in the CENTCOM's area of responsibility, including Afghanistan, by nationality and mission. However, CENTCOM does not track contractor casualties in theater.

We also reviewed CENTCOM press releases available online from December 2007 through December 2018 as well as Operation Resolute Support press releases issued between 2015 and 2018.

Army. SIGAR reviewed more than 1,100 official casualty records at the Army Human Resources Command, Ft. Knox, KY. These official casualty reports – formal investigations conducted according to guidance contained in Army Regulation 15-6 - usually contained details that confirmed the mission a soldier or Department of the Army civilian was performing at the time of his or her death. Many of these reports also contained information on soldiers and civilians that were wounded in the incident.

U.S. Army Corps of Engineers (USACE). USACE tracks contractors who became casualties while on projects it manages in Afghanistan. However, a 2013 server failure led to the loss of data on contractor casualties prior to 2013. USACE provided SIGAR with the serious incident reports and casualty data it still had on file.

Marines. The U.S. Marine Corps Casualty Section at Quantico, VA, gave us a list of Marines killed in Afghanistan and access to investigations on file. The Marines investigate hostile deaths differently than the Army. The commander of a Marine killed in combat conducts a "Preliminary Inquiry" as soon as possible after a casualty has occurred. If the commander determines that the cause of death was clearly the result of enemy contact and there was nothing suspicious about the death (such as, for example, suicide or fratricide), the inquiry is considered complete. A very small number of hostile deaths ever received a more rigorous "Command Investigation." In most cases, a preliminary inquiry does not contain enough detail to determine what specific mission a Marine was conducting when killed.

Navy and Air Force. The Navy and Air Force gave us lists of their casualties suffered in Afghanistan. The Air Force's Civil Engineering Center provided information on contractors who died while working on its projects.

Department of State. State provided data on their employees and contractors who were killed in Afghanistan. We also reviewed press releases concerning Afghanistan from April, 2002 through December, 2018 that were available online. We did not include State employees or contractors killed while performing normal consular duties that were not considered to be reconstruction or stabilization-related casualties (this includes the nineteen Afghans killed working for State's Diplomatic Security Service).

USAID. As of December 30, 2018, USAID counted 467 "implementing partners" (contractors working on USAID-funded projects) killed in action in Afghanistan and 838 wounded. We could not consistently breakdown casualties by nationality and activity because the Agency could only provide serious incident reports describing the circumstances from 2010 through 2014.

Department of Labor (DOL). DOL gave SIGAR a list of 1,758 contractors by date, employer and insurer who died in Afghanistan for all reasons through December 31, 2018, but it did not include the cause of death or identify the mission a contractor was working on when he or she was killed. DOL did not provide names or other personally identifying information (PII) because of privacy concerns.

Contractors. Several companies that sent civilian contractors to Afghanistan gave us information on casualties they suffered while working on reconstruction or stabilization projects in Afghanistan.

Global Terrorism Database, National Consortium for the Study of Terrorism and Responses to Terrorism at the University of Maryland. We used the Global Terrorism Database to identify a number of reconstruction-related incidents. The database primarily served to detect or verify incidents related to Afghans and TCNs. From 2012 to 2018 the database served as State's primary supplier of open-source data for terror-related incidents. An editorial board reviews and verifies each incident and at least one supporting source must be designated as high quality and unbiased for any incident to be included in the database. The database's codebook provides a broader explanation of its inclusion criteria and can be found at: <https://www.start.umd.edu/gtd/downloads/Codebook.pdf>. The database is currently used by the departments of Defense, Homeland Security, State, Justice, and members of the U.S. Intelligence Community.

Humanitarian Outcomes. The research organization Humanitarian Outcomes maintains the "Aid Worker Security Database" that lists major incidents of violence against aid workers in Afghanistan. <https://aidworkersecurity.org>.

Other Open-Source Casualty Sites. Open-source documents were used only if details of a casualty were not available through official investigations or in serious incident reports. Obituaries and unit memorials available online provided useful information when combined with other sources.

Previous SIGAR Reports. SIGAR documented cases of violence directed at contractors and Americans in previous inspections and reports.

This project was conducted
under project code SP-213

SIGAR's Mission

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

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

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