

ANA Garrison at Farah Appeared Well Built Overall but Some Construction Issues Should Be Addressed



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OFFICE OF THE SPECIAL INSPECTOR GENERAL FOR AFGHANISTAN RECONSTRUCTION

July 30, 2010

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This report discusses the results of a performance audit of two firm fixed-price contracts currently valued at \$68.1 million for the construction of the Afghanistan National Army garrison in Farah Province. It includes three recommendations to the Commanding General of the U.S. Army Corps of Engineers (USACE) to address some construction issues observed at the site.

A summary of this report is on page ii. This performance audit was conducted by the Office of the Special Inspector General for Afghanistan Reconstruction under the authority of Public Law No. 110-181 and the Inspector General Act of 1978, as amended. We considered comments from USACE, U.S. Forces-Afghanistan (USFOR-A), and Combined Security Transition Command-Afghanistan (CSTC-A). In its comments, USACE concurred with all three recommendations. USFOR-A and CSTC-A both concurred with the information provided in this report. Copies of the comments are included in appendices II, III, IV of this report.

A handwritten signature in black ink that reads "John Brummet".

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SIGAR

Special Inspector General for Afghanistan Reconstruction

SIGAR Audit-10-14

July 2010

ANA Garrison at Farah Appeared Well Built Overall but Some Construction Issues Should Be Addressed

What SIGAR Reviewed

One objective of coalition efforts in Afghanistan is to build the country's capacity to provide for its own security by training and equipping the Afghan National Security Forces (ANSF). Current plans call for the Afghanistan National Army (ANA) to grow to 171,600 by October 2011. As a result, additional facilities will be needed to train and base the ANA. Combined Security Transition Command-Afghanistan (CSTC-A) is funding contracts totaling \$68.1 million through the Afghanistan Security Forces Fund to establish an ANA garrison in Farah, located in south-western Afghanistan and bordering Iran. The ANA began occupying the garrison in October 2009. Built to house 2,000 personnel, the garrison is almost complete and was built in two phases by FCEC-UI Projects JV, an Afghan-owned construction firm. The U.S. Army Corps of Engineers (USACE) Afghanistan Engineer District (AED)-South provides program management and oversight of construction. This report addresses the contracts' outcomes, USACE oversight, and sustainment of and overall justification for the Farah garrison. To accomplish these objectives, SIGAR reviewed all contracts, statements of work, and modifications, and other selected files for the garrison; and examined guidance in the Federal Acquisition Regulation (FAR) and the AED District Level Quality Assurance Plan for Construction. SIGAR interviewed officials from CSTC-A and the contractor and also performed a site inspection of the garrison in January 2010. SIGAR conducted this work in Afghanistan from November 2009 to June 2010, in accordance with generally accepted government auditing standards.

What SIGAR Found

Although the Farah garrison project is nearly complete, Phase I was completed about 16 months past its original completion date and Phase II is scheduled to be completed on July 31, 2010, pending acceptance by the ANA. This is almost 12 months past its original completion date. The cost of Phase I to CSTC-A, awarded for \$29.4 million, increased by almost \$10 million largely due to contract options exercised by AED-South and changes to the scope of work. In addition, issues with security of ground transportation led to an increase of \$100,000 to fly in building materials. The cost of Phase II, awarded for \$34.6 million, decreased by more than \$5.7 million due to the removal of line items that duplicated Phase I. The garrison overall appeared well constructed; however, we observed some construction issues related to site grading, asphalt roads, and drainage ditch maintenance that should be addressed.

SIGAR found that overall contract management and oversight met contract requirements. Progress payments were documented properly, and quality assurance reports met USACE requirements. However, we noted that the Resident Management System reports and two modifications for Phase I contained some incorrect information.

According to CSTC-A, the government of Afghanistan does not have the financial or technical capacity to sustain all ANSF facilities; AED is in the process of awarding two contracts to provide operations and maintenance for ANSF facilities. The contracts as planned total \$800 million over 5 years and will cover 663 ANSF sites.

CSTC-A did not provide SIGAR with an overall justification for the Farah garrison, such as a rationale for the location of the garrison. Various documents we reviewed addressed certain other ANSF facilities, but none addressed garrisons. Rather than make a recommendation regarding facility planning, SIGAR is conducting a separate audit of ANSF facilities planning.

What SIGAR Recommends

To ensure that the Farah ANA garrison is completed in accordance with the contract and that sustainability issues are minimized, SIGAR recommends that the Commanding General, USACE, direct AED-South to:

1. Ensure that the site is properly graded around buildings to prevent the pooling of water,
2. Ensure that the asphalt roads and parking lots are properly compacted to minimize deterioration, and
3. Consider mitigating silt accumulation in the unlined drainage ditches around the garrison to minimize maintenance.

USACE concurred with all three recommendations and outlined its plans for addressing them. USFOR-A and CSTC-A both concurred with the information provided in this report.

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ACRONYMS

AED-South	Afghanistan Engineer District-South
ANA	Afghanistan National Army
ANSF	Afghanistan National Security Forces
COR	Contracting Officer's Representative
FAR	Federal Acquisition Regulation
MOD	Ministry of Defense
CSTC-A	Combined Security Transition Command-Afghanistan
SIGAR	Special Inspector General for Afghanistan Reconstruction
USACE	U.S. Army Corps of Engineers



ANA Garrison at Farah Appeared Well Built Overall but Some Construction Issues Should Be Addressed

One objective of coalition efforts in Afghanistan is to build the country's capacity to provide for its own security by training and equipping the Afghanistan National Security Forces (ANSF).¹ In 2001, the Bonn Agreement initially set troop levels for the Afghanistan National Army (ANA) at 50,000. New requirements call for the ANA to grow to 171,600 by October 2011. As a result of these increases, additional facilities are needed to train and base the Afghan forces. From fiscal years 2005 to 2010, about \$25 billion has been appropriated for the Afghanistan Security Forces Fund, which provides the funding to train and equip the ANSF.

The garrison at Farah, located in Farah Province, will house approximately 2,000 personnel. The ANA began occupying the garrison in October 2009. The Combined Security Transition Command-Afghanistan (CSTC-A)² is funding two contracts for a total of \$68.1 million to construct the garrison in two phases. The U.S. Army Corps of Engineers (USACE) Afghanistan Engineer District (AED)-South³ awarded two firm fixed-price contracts⁴ for program management and oversight of Phases I and II to FCEC UI Projects JV.⁵ This report addresses (1) whether the Farah garrison was constructed within the terms of the contract, including schedule and cost;⁶ (2) whether USACE oversight of the Farah garrison construction was conducted in accordance with the Federal Acquisition Regulation (FAR), USACE requirements, and oversight provisions of the contract; (3) what the plans are for sustaining ANSF facilities; and (4) what CSTC-A's overall justification for the garrison was.

¹ ANSF includes the Afghan National Army and the Afghan National Police.

² The NATO Training Mission-Afghanistan and CSTC-A is a joint command under a single commander. Because CSTC-A distributes and manages all U.S.-provided funding to support ANSF, this report refers to CSTC-A.

³ AED officially divided into two sections on August 3, 2009. AED-South is in charge of construction in Regional Commands South and West, and AED-North manages construction in Regional Commands North and East.

⁴ Firm fixed-price contracts provide for a price that is not subject to any adjustment on the basis of the contractor's cost experience in performing the contract. This contract type places upon the contractor maximum risk and full responsibility for all costs and resulting profit or loss. Firm fixed-price contracts require the contractor to deliver services within an agreed-upon schedule and cost to the United States.

⁵ FCEC UI Projects JV is a registered Afghanistan corporation formed by the Fazlullah Construction and Engineering Co., an Afghan firm, and United Infrastructure Projects, an American firm.

⁶ Throughout this report, we refer to "cost" as the cost to CSTC-A to provide this garrison.

To accomplish these objectives, we reviewed all contracts, statements of work, modifications, and selected contract files for the Farah garrison.⁷ We examined criteria and guidance in the FAR and in the AED District Level Quality Assurance Plan (DLQAP) for Construction, dated December 15, 2008, and updated in August 2009.⁸ We interviewed officials from CSTC-A, AED-South, USACE, and FCEC UI Projects JV, and conducted a site inspection of the Farah ANA garrison on January 11 to 14, 2010. We conducted our work in Afghanistan, from November 2009 to June 2010, in accordance with generally accepted government auditing standards. Appendix I presents a more detailed discussion of our scope and methodology. This report is one in a series of Special Inspector General for Afghanistan Reconstruction (SIGAR) performance audits that examine contract cost, schedule, and outcome; oversight; and sustainment of ANSF facilities.

BACKGROUND

CTSC-A, in partnership with the government of the Islamic Republic of Afghanistan and the international community, plans and implements reforms of the ANSF to develop a stable Afghanistan, strengthen rule of law, and defeat terrorism within its borders. CSTC-A is providing \$68.1 million in funding for the construction of the Farah ANA garrison in Farah province. See figure 1 for a map of the provinces in Afghanistan.

⁷ The FAR defines a contract modification as a minor change in the details of a provision or clause that is specifically authorized by the FAR and does not alter the substance of the provision or clause.

⁸ We examined both documents and determined that for all intents and purposes the criteria found in the December 2008 document did not change significantly from the August 2009 document.

Figure 1: Map of Provinces in Afghanistan



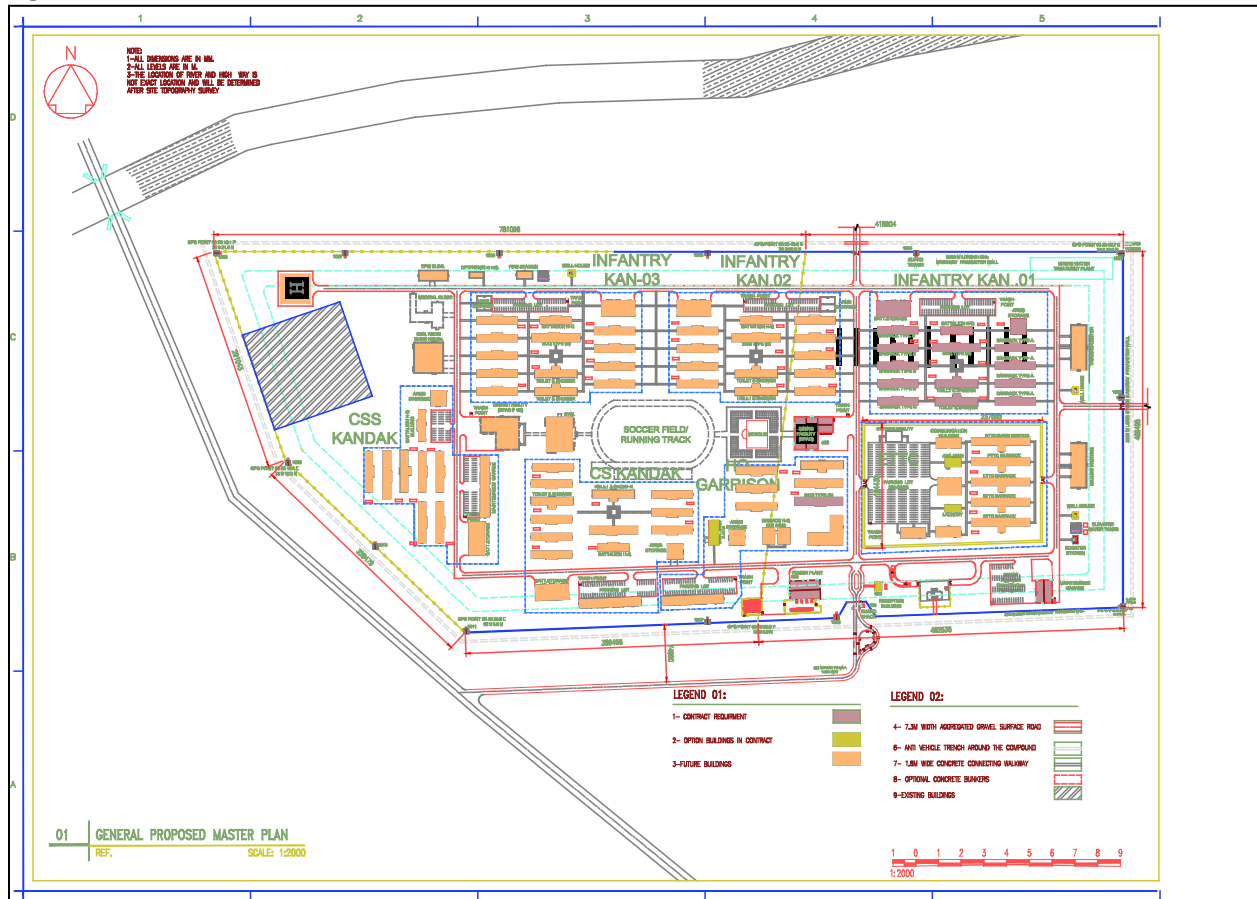
Source: SIGAR, April 23, 2010.

When completed, the Farah ANA garrison will house approximately 2,000 personnel, in addition to embedded trainers at the garrison. The project construction was divided into two phases, which included:

- **Phase I** – barracks, shower/latrine buildings, storage facilities, an embedded training team compound for U.S. soldiers; interpreter barracks; and electrical, communications, water supply, and sanitation systems;
- **Phase II** – barracks, a multi-purpose athletic field and gymnasium, helipad, medical clinic, central receiving warehouse, training center, ammunition storage/arms storage, detention facility, and a fire station.

Figure 2 presents the master plan of the garrison.

Figure 2: Master Plan of Farah ANA Garrison



Source: USACE, AED, July 2008.

CONSTRUCTION OF THE ANA GARRISON AT FARAH IS NOT WITHIN THE ORIGINAL SCHEDULE AND COSTS INCREASED LARGELY BECAUSE AED EXERCISED CONTRACT OPTIONS

Phase I of the Farah ANA garrison was completed about 16 months behind the original completion date. The cost of Phase I, awarded for more than \$29.4 million, increased by almost \$10 million. AED-South exercised contract options totaling \$8.9 million,⁹ made changes to the contract’s scope totaling \$965,000, and incurred additional security costs of about \$100,000. Phase II is about 12 months behind schedule but is expected to be completed by July 2010. The cost of Phase II, awarded for more than \$34.6 million, was reduced to a final award amount of \$28.9 million after AED removed duplicate line items in the contract. Government delays in reviewing project designs, the construction of an additional access road, and security issues added time to both phases. Overall, the garrison appeared well built;

⁹ Options are line items identified in the original contract as additions that may be included in the contract at the request of the contracting authority. The options are exercised with a contract modification. In commenting on a draft of this report, USACE noted it uses contract options as part of its acquisition strategy and that modifications to a construction contract in any location are expected.

however, we observed some construction issues that should be addressed. Table 1 shows the status of the schedule and cost for the garrison’s two phases.

Table 1: Completion Dates and Award Amounts for the Farah ANA Garrison

Phase	Original Completion Date	Current Completion Date	Original Award Amount	Current Award Amount	Percentage Complete ^a
I	Dec. 31, 2008	Apr. 1, 2010	\$29.4 million	\$39.2 million	100
II	June 22, 2009	July 1, 2010	\$34.6 million	\$28.9 million ^b	92

Source: SIGAR analysis of contract, modifications, notices to proceed, and Resident Management System reports.

Notes:

^a Percentages are as of May 11, 2010.

^b Award amount reduced due to removal of duplicate line items for the Phase II contract.

Phase I Is Complete and Costs Increased Largely because AED Exercised Options in the Contract

The completion date of Phase I was originally December 31, 2008, and was extended to January 5, 2010. According to the May 11 RMS, construction was complete as of April 2010, about 16 months behind schedule. AED-South awarded Phase I to the FCEC UI Projects JV on February 12, 2008, for \$29.4 million. AED-South issued ten modifications to the Phase I contract, which expanded the scope of work, exercised 15 options listed in the original contract, and provided airlift for materials due to security issues limiting ground transportation. These modifications resulted in cost increases of almost \$10 million. Table 2 summarizes the contract modifications.

Table 2: Modifications to Contract W917PM-08-C-0027, Phase I

Modification	Date	Purpose	Cost/Schedule Change
P00001	Mar. 4, 2008	Exercised options for three contract line items: construction of a brigade headquarters building, barracks, and two bachelor officer quarters	Cost increased by almost \$2.1 million
P00002	Mar. 23, 2008	Increased the size of the embedded training team compound	Cost increased by almost \$297,000
P00003	May 21, 2008	Exercised options for 12 contract line items: a garrison building; a communications building; barracks; bachelor officer quarters; morale, welfare, and recreation facility; laundry facility; anti-vehicle trench; paving of roads and parking area; and a reception building	Cost increased by more than \$6.8 million
P00004	May 22, 2008	Changed the bank where the contractor would receive electronic payments	No change
A00001	June 4, 2008	Changed the building installation requirement	No change
P00005	June 22, 2008	Changed the bank where the contractor would receive electronic payments	No change
P00006	Aug. 6, 2008	Provided for the design and construction of a bread-making facility	Cost increased by \$115,000
P00007	Sept. 9, 2008	Added three bachelor officer quarters and three arms storage buildings, provided for the design and construction of an additional access road	Cost increased by \$450,000
P00008	Oct. 28, 2008	Due to poor security, materials to the job site were airlifted	Cost increased by \$100,000
P00009	Jan. 16, 2010	Added a time extension to the contract	Completion date extended to January 5, 2010

Source: SIGAR analysis of contract, modifications, notices to proceed, and Resident Management System reports.

In addition to modifications to the contract, AED-South issued two basic change documents for Phase I.¹⁰ The first basic change document, dated August 29, 2009, stated that the contractor was to delete the demolition and removal of facilities from the contractor’s mobilization camp that were initially called for in the contract. Instead, the contractor was to provide all necessary materials, equipment, and labor to upgrade the electrical systems. The document showed that the estimate for this was \$50,000. The second basic change document, dated January 4, 2010, extended the contract for 201 calendar days with a new completion date of January 5, 2010. AED attributed 155 days to its review of the Phase I design plans and 46 days for road work outside of the Farah garrison.

According to AED-South documentation, as of May 11, 2010, Phase I was 100 percent complete; however, the contractor is still addressing some minor construction issues. Additionally, AED-South had made payments of more than \$39.2 million toward the total cost of Phase I.

Phase II is Nearing Completion; Costs Decreased When Duplicate Items Were Deleted

Although Phase II’s completion date was originally June 22, 2009, and was extended to December 27, 2009, the garrison should be completed by July 31, 2010, pending acceptance by the ANA. AED-South awarded Phase II to FCEC UI Projects JV on June 18, 2008, for \$34.6 million. AED-South issued two modifications to the Phase II contract that did not result in cost increases. One modification removed duplicate line items that were in the contract for Phase I, which reduced the original award amount by more than \$5.7 million to about \$28.9 million. Table 3 summarizes the modifications to the contract.

Table 3: Modifications to Contract W917PM-08-C-0057, Phase II

Modification	Date	Purpose	Cost/Schedule Change
P00001	Aug. 26, 2008	Changed terms in administrative system	No change
P00002	Nov. 6, 2008	Administrative correction to delete 11 contract line items previously listed as options under Phase I, including bachelor officer quarters, garrison headquarters, barracks, latrines, laundry, and morale, welfare, and recreation building	Cost decreased by more than \$5.7 million

Source: SIGAR analysis of contract, modifications, notices to proceed, and Resident Management System reports.

Phase II had one basic change document. This document, dated January 4, 2010, extended the contract for 188 days. AED attributed 98 days to delays in its design reviews for Phase II and an additional 90 days for roadwork outside of the Farah garrison. As a result, the contract was extended to December 27, 2009.

¹⁰ USACE’s Resident Management System generates what is known as a basic change document, which describes the scope of the change, changes to plans and specifications, the necessity and reason for the change, and the estimated impact on cost and schedule.

According to AED-South documentation, as of May 11, 2010, AED-South had made payments of more than \$28.5 million toward the total cost of Phase II.

Security Issues Affected both Phases

According to the project manager of FCEC UI Projects, the contractor experienced serious security issues that affected both phases of construction. Convoys were ambushed, vehicles were destroyed, and construction materials were stolen. During these incidents, the contractors' guards and personnel were injured, and several guards and insurgents were killed. In one incident, more than 50 trucks transporting material for the project were attacked and delayed for 27 days while the road between Kandahar and Farah was secured by the Afghanistan National Police. As a result, \$100,000 in security costs were added to the Phase I contract to airlift materials to the site. In another incident, more than 150 of the contractor's workers were kidnapped, creating serious concerns for their safety until they were released. Although some were released in a matter of days, others were held for up to 2 months. According to an Afghan general we interviewed, the kidnapped workers were released after agreeing to discontinue their work at the garrison.

The Garrison Appeared Well Built although Some Construction Issues Should be Addressed

We conducted a site inspection of the Farah garrison from January 11 to 14, 2010, and found that the garrison appeared to be well built. See photo 1 for a view of the garrison. However, we found some problems with construction quality, including inadequate grading, improper compaction of asphalt in certain areas, and difficult-to-maintain drainage ditches. According to quality assurance reports, the problems with the asphalt were being addressed prior to our site inspection.

Proper Quality Control Methods Were Used at the Garrison

Based on the criteria described in the contract's statement of work and related technical specifications, we inspected the garrison and found it to be well constructed overall. The buildings we inspected had interior and exterior finishes properly applied and windows and doors installed as specified by the contract. Electrical conduits and fixtures were installed in most areas and appeared to conform to the contract requirements.

Photo 1: View of Farah ANA Garrison



Source: SIGAR, January 11-14, 2010.

We also inspected barracks at the facility and found them to be well constructed (see photo 2). Further, we inspected a gymnasium, a pre-engineered steel structure that had been installed and painted, and found it to be complete and well built. The gymnasium's insulation and interior finishes were in place and installed in accordance with the contract.

Photo 2: Barracks at Farah ANA Garrison



Source: SIGAR, January 11-14, 2010.

The wastewater treatment facility shown in photo 3 was complete and in operation during our site inspection. The facility was designed to accommodate 2,000 occupants. The plant consists of a manually cleaned bar screen, an aeration basin, settling tanks, and sludge drying beds. We observed chlorine and chemical feed equipment in a small control building that will clean waste. The facility appears to be well built and is comprised of the proper treatment components.

Photo 3: Wastewater Treatment Plant at Farah ANA Garrison



Source: SIGAR, January 11-14, 2010.

Some Construction Issues Should Be Addressed

We found three construction issues at the Farah ANA garrison: the grading around buildings was not sloped to carry water away, asphalt in certain areas was not compacted properly, and unlined drainage ditches will likely be difficult to maintain.

The contract calls for a minimum slope of 5 percent from buildings toward ditches or other drainage points. At other locations, the contract calls for a minimum slope of 1 percent. We observed that, although the finish grading around the facilities at the garrison was not yet complete, it did not appear to be sloped as required to move water away from the buildings (see photo 4). In addition, we observed low areas near the buildings and sidewalks that should be removed to prevent the pooling or standing of water.

Photo 4: Incomplete Grading around Facilities at Farah ANA Garrison



Source: SIGAR, January 11-14, 2010.

Further, we observed that the asphalt paving in certain areas on the site seemed to have been compacted improperly. The paving had rough or ragged edges and uneven surfaces (see photo 5). Since our site inspection, AED-South officials stated that additional testing was being performed on the asphalt to verify its thickness and compaction quality. If the asphalt is not compacted correctly, craters could form and the asphalt may deteriorate rapidly. In addition, in our review of quality assurance reports, we found reports that indicated prior problems with the compaction of asphalt roads at the garrison.

Photo 5: Improperly Compacted Asphalt Paving at Farah ANA Garrison



Source: SIGAR, January 11-14, 2010.

Throughout the site, we observed unlined drainage ditches along the roads, as shown in photo 6. The ditches appear to conform to design information in the contract documents but are susceptible to erosion and silt formation that will block the flow of water after a heavy rainfall. These ditches will need to be cleaned frequently to prevent flooding. We estimate the site has approximately 24,000 feet (4.5 miles) of unlined ditches.

Photo 6: Unlined Ditches at Farah ANA Garrison



Source: SIGAR, January 11-14, 2010.

OVERALL CONTRACT MANAGEMENT AND OVERSIGHT MET REQUIREMENTS

The progress payments were documented properly and the quality assurance and quality control reports met USACE requirements. However, the Resident Management System reports and two modifications for Phase I contained incorrect information and contract files were not in a single location.

Progress payments made to the contractor for the two contracts were documented properly. According to the FAR, the Contracting Officer's Representative (COR) is responsible for reviewing payment vouchers submitted by the contractor and for approving the payments. For example, AED-South personnel met monthly with the contractor to agree upon the percentage of completed work that would be acceptable by the contractor and the COR for that month. According to USACE requirements, the contractor then submits the request for payment to the COR for processing. The alternate contracting officer reviews and approves the payment request. The contracting officer authorizes the final payment when the garrison is complete.

Quality assurance reports for Phases I and II generally met USACE criteria. According to USACE guidance, the Quality Assurance Representative is to complete daily quality assurance reports, and each site visit must be documented with a quality assurance report. These reports include information on the construction completed, tests performed, security and safety issues, progress, and problems. For example, a November 24, 2009, quality assurance report for Phase II noted that the contractor was given instructions to fix the uneven asphalt layer on the road. Our review of quality control reports for

Phases I and II indicated that most quality control procedures were well documented, although no three-phase inspections were listed for either phase of the garrison.¹¹

The Resident Management System report for Phase I, dated May 11, 2010, that AED-South provided to us had some incorrect information. The report indicated the original completion date of Phase I was March 17, 2009. However, according to the March 6, 2008, notice to proceed, the project was to be completed 300 days from the date of the letter making the original completion date December 31, 2008. Additionally, the report showed an award amount of more than \$38.2 million, which was not the amount shown in the contract dated February 12, 2008.

In addition, two of the Phase I modifications were incorrect. Although Phase I was extended to January 5, 2010, modification P0006 reported that the contract completion date of March 19, 2009, remained the same. However, none of the previous modifications refers to this date. Further, modification P0009 extended the contract from June 18, 2009, to a new completion date of January 5, 2010. None of the previous modifications mentions that the project was extended to June 18, 2009.

Moreover, contract files were located in multiple locations, which hampered locating specific documents. We found required documents at the AED-South headquarters in Kandahar, on the Resident Engineer's hard drive, and in the AED field office at the Farah garrison. Additionally, some of the files were located in Kabul at AED-North. According to AED officials, the contract files were held in multiple locations due to the split of AED into AED-North and AED-South, which affected the management of the Farah garrison. AED-South officials also stated that connecting to the Resident Management System to update the system on the Farah project was problematic, and consequently some of the records were incomplete. Adequate documentation of contract management and contractor performance is essential for adequate monitoring and management of projects.

THE GOVERNMENT OF AFGHANISTAN DOES NOT HAVE THE CAPACITY TO SUSTAIN ANSF FACILITIES, BUT NEW CONTRACTS ARE TO PROVIDE FOR SUSTAINMENT AND TRAINING

CSTC-A officials stated that the government of Afghanistan does not have the financial or technical capacity to sustain the Farah garrison or other ANSF facilities once they are completed. Since 2002, the United States and the international community have provided funding for sustainment of the ANA. According to the CSTC-A 2008 campaign plan, future costs of sustainment may continue through 2025. In September 2006, AED awarded an operations and maintenance contract for \$200 million to Contrack International Inc. to provide for the sustainment of ANSF facilities. When the current contract expired on October 15, 2009, AED exercised an option to extend the ANA contract with Contrack International Inc. until a new contract is awarded. As of March 18, 2010, cost of operations and maintenance at Farah was more than \$1 million.

According to the AED program manager for operations and maintenance, two new contracts for operations and maintenance for ANSF facilities will be awarded by July 29, 2010. These contracts will cover ANA and ANP facilities in northern and southern Afghanistan for \$450 million and \$350 million, respectively. According to the program manager, these contracts will be for 1 base year plus 4 optional

¹¹ The three-phase (preparatory, initial, and final) inspection process provides a means for ensuring that all construction activities, including those involving subcontractors, suppliers, and testing laboratories, comply with the latest applicable contract drawings, specifications, certified or approved submittals, and authorized changes to the contract.

years. These contracts will be indefinite delivery/indefinite quantity contracts¹² with task orders for operations and maintenance activities written against the contracts for specific locations. According to the program manager for operations and maintenance, a total of 663 sites will be covered over the life of these contracts. However, not all sites are completed and will be added with task orders as warranted.

According to the AED program manager for operations and maintenance, the new contracts will require a training program for Afghan workers in all aspects of operations and maintenance. The program will be expanded with each additional year to include all regions in Afghanistan. The MOD will begin taking responsibility in selected locations beginning in 2010 with all locations phased in over time. According to the program manager, CSTC-A plans to transfer responsibility for all operations and maintenance for the ANSF facilities to the government of Afghanistan by 2013. The additional optional years for the contract would be included if all the ANSF facilities are not turned over by 2013.

CSTC-A DID NOT PROVIDE AN OVERALL JUSTIFICATION FOR THE FARAH GARRISON

In the course of our audit, we attempted to document the U.S. plans and justification for the number and types of ANA facilities, including the Farah garrison. For example, the June 2008 *United States Plan for Sustaining the Afghanistan National Security Forces* provides details on how CSTC-A would work with MOD and Ministry of Interior to increase management and assessment procedures for the ANSF. Additionally, CSTC-A, in close coordination with the government of Afghanistan, developed the *Campaign Plan for the Development of Afghan National Security Forces* in September 2008. The goals of the plan are to build and develop ministerial institutional capability and to generate and develop the fielded forces. However, neither of these plans provided information on how current and future ANA troops will be deployed or the strategic and tactical rationale for the locations of ANA garrisons, including the one at Farah.

In February 2010, we asked CSTC-A officials for any additional documents or justification for the Farah garrison. CSTC-A provided us with the Office of the Secretary of Defense, *Fiscal Year 2008, Security Forces Fund Justification for Iraq Security Forces Fund (ISFF) and ASFF*. This funding document addressed several ANSF facilities, including the Farah garrison, and cited an “ANA Master Plan for Facilities Development, October 2005” as justification. CSTC-A officials were not aware of this document nor could they locate a copy.

Instead, CSTC-A officials provided us with three documents that they said addressed the Farah garrison and the overall plan for developing ANA facilities across Afghanistan. However, these documents did not provide an overall justification for the Farah garrison, such as a rationale for the garrison’s location.

- In April 2010, CSTC-A provided us the “Conceptual Master Plan for the ANA.” The document addresses the mission and facility requirements for a number of ANA command-level sustainment organizations—including the Kabul Military Training Center, a Ministry of Defense Compound, a Medical Command, an Acquisition Agency, and an Afghan National Army Training Command. The planning and analysis of these ANA facilities appeared detailed and

¹² Indefinite delivery/indefinite quantity contracts may be used to acquire supplies and/or services when the exact times and/or exact quantities of future deliveries are not known at the time of contract award.

comprehensive. However, the plan provided to us did not address ANA garrisons, was not signed or dated, and was missing numerous pages.

- In June 2010, CSTC-A provided another document, “ANSF Comprehensive Master Plan for Facilities Development.”¹³ According to the Executive Summary, the plan “is a living document that will be regularly updated as the plans for specific locations are updated or as new sites and missions are identified.” However, the Operational Analysis section refers to ANA force goals from April 2007, namely 70,000 troops by December 2008, as opposed to the currently planned ANA end-strength of 171,600 troops by October 2011. We also reviewed Book 1, which according to the Table of Contents addresses the ANA Corps and, specifically, 10 ANA garrisons. However, the garrison sections had not been completed; specifically, the Farah garrison section noted it would be completed at a later date. We also note that this plan was not signed or dated.
- Also in June 2010, CSTC-A provided us with Operations Order #01/2010 and a spreadsheet labeled “ANA Fielding Plan (Annex K), Version 20.”¹⁴ The Operations Order appears to be an overall statement of CSTC-A’s role and its relationship with other organizations. Although the order refers to Annex K as an attachment, it provides no additional information about the Farah garrison. Annex K is a spreadsheet listing numerous ANA kandaks (battalions) and when they are scheduled to attend training and then deploy to a garrison or other facility. Although several kandaks are listed for Farah, Annex K does not provide any further information about the justification for the Farah garrison.

In our prior reports on the ANA garrisons located at Gamberi and Kunduz, we stated that CSTC-A was not aware of any planning documents or justification for these garrisons.¹⁵ In its official comments to those reports, CSTC-A stated that we did not reflect the true state of CSTC-A’s operational planning. Although we understand CSTC-A’s position, namely, that the rapid operational pace and the ongoing changing requirements of the ANA are fluid, these same conditions reinforce the need for an overall planning document and justification for the garrisons and other ANA facilities. Such a document is important for CSTC-A and the MOD to ensure that, as requirements change, plans can be adapted as needed and resources can be prioritized and used effectively to achieve overall strategic goals. Without an ANA facilities plan that reflects current requirements, CSTC-A runs the risk of building facilities that do not meet MOD needs or are inadequate for the projected ANA force strength.¹⁶

¹³ This document was provided on two compact disks, both dated May 2010. One disk addressed the ANA and the other the ANP.

¹⁴ CSTC-A also provided us with a copy of the 2008 campaign plan, which we had already reviewed.

¹⁵ See *ANA Garrison at Kunduz Does Not Meet All Quality and Oversight Requirements; Serious Soil Issues Need to Be Addressed*, SIGAR-Audit-10-09 (Washington, D.C.: April 30, 2010) and *ANA Garrison at Gamberi Appears Well Built Overall but Some Construction Issues Need to Be Addressed*, SIGAR-Audit-10-10 (Washington, D.C.: April 30, 2010).

¹⁶ SIGAR is conducting a separate audit to more fully assess facility plans for the ANA and ANP, and determine whether they reflect current ANSF force goals and strategic, tactical, and operational plans.

CONCLUSION

The United States has provided over \$68 million to build this garrison in support of ANA operations in Farah Province. Although the garrison appears to be well constructed, some construction issues need to be addressed. Grading at the site was not sufficiently sloped, which will allow water to collect around buildings. The asphalt roads and parking lots were not all properly compacted and will deteriorate and need repair. The unlined drainage ditches at the site will need frequent maintenance. To protect the U.S. investment and provide a sustainable facility for ANA troops, the construction issues we observed should be addressed.

In addition, CSTC-A did not provide SIGAR with an overall justification for the Farah garrison, such as the rationale for the garrison's location. Various documents we reviewed addressed certain other ANSF facilities, but none addressed garrisons. However, rather than make a recommendation at this time, SIGAR is conducting a separate audit of ANSF facilities planning efforts.

RECOMMENDATIONS

To ensure that the Farah ANA garrison is completed in accordance with the contract and sustainability issues are minimized, SIGAR recommends that the Commanding General, USACE, direct AED-South to address the following construction issues:

1. Ensure that the site is properly graded around buildings to prevent the pooling of water,
2. Ensure that the asphalt roads and parking lots are properly compacted to minimize deterioration, and
3. Consider mitigating silt accumulation in the unlined drainage ditches around the garrison to minimize maintenance.

COMMENTS

USACE, USFOR-A, and CSTC-A provided written comments on a draft of this report. These comments are reproduced in appendices II, III, and IV, respectively.

USACE concurred with the three recommendations. USACE noted that it conducted a site evaluation to assess the construction issues we raised. As a result, USACE took steps to correct the grading and it determined that the asphalt areas are currently properly compacted. However, it will ensure that any subsequent pavement failures are addressed under the contract warranty. USACE also determined that the unlined drainage ditches are a low-cost solution for drainage, but plans to monitor the ditches for high amounts of erosion and will take corrective action, as necessary. Finally, USACE provided clarifying information about its use of contract options, which we incorporated into the report.

USFOR-A concurred with the information provided in the report. CSTC-A also concurred with the observations in the report and provided additional information about how ANSF force structure growth decisions are made and implemented.

APPENDIX I: SCOPE AND METHODOLOGY

This report provides the results of the Office of the Special Inspector General for Afghanistan Reconstruction's review of the Combined Security Transition Command-Afghanistan (CSTC-A) project to construct an Afghanistan National Army (ANA) garrison in Farah. This report addresses (1) whether the Farah garrison was constructed within the terms of the contract, including schedule and cost; (2) whether U.S. Corps of Engineers (USACE) oversight of the Farah garrison construction was conducted in accordance with the Federal Acquisition Regulation (FAR), USACE requirements, and oversight provisions of the contract; and (3) what the plans are for sustaining ANSF facilities; and (4) what CSTC-A's overall justification for the garrison was.

To examine contract outcomes, including schedule and cost, we met with officials from CSTC-A, Afghanistan Engineer District (AED) South, USACE, and the prime contractor Fazlullah Construction and Engineering Co. United Infrastructure Projects Joint Venture (FCEC UI Projects JV). We reviewed the contracts, statements of work, notices to proceed, and modifications for Phases I and II. We conducted a site inspection of the Farah ANA garrison from January 11 to 14, 2010, to observe the project and identify any quality assurance issues that AED-South would need to address. We used computer-processed data from the USACE's Resident Management System to determine the progress and payments made to date for each contract we reviewed. In addition, the Resident Management System provided information on issues and challenges for each contract. Although the Resident Management System had errors, we determined that these data were sufficient for the purposes of our review.

To examine the contracting process and oversight, we met with officials from CSTC-A, AED-South, and FCEC UI Projects JV. We reviewed criteria and guidance in the FAR and the AED District Level Quality Assurance Plan for Construction, dated December 15, 2008, and the one dated August 2009, to determine if oversight of the contract met requirements. We reviewed contract award documentation, solicitation paperwork, contracts, statement of work, notices to proceed, and modifications for the Farah garrison. We reviewed and analyzed quality assurance reports for Phases I and II for October through December 2009. We reviewed and analyzed quality control plans for each contract and quality control reports for selected months for Phase I (October 2008 and 2009) and Phase II (July 2009) to determine if the reports met USACE guidance. We reviewed progress payments obtained from AED-South to determine if payments on the contract were in accordance with the FAR and USACE guidance. In conducting the audit, we assessed the internal controls pertinent to our audit objectives and the administration and oversight of the project. Specifically, we identified and reviewed internal and management control procedures required by the FAR and the AED District Level Quality Assurance Plan for Construction. We relied on available documents in the contract files and analyzed these documents to determine if the internal controls for this project were adequate. The specific results of our review are contained in the findings sections of the report.

To determine U.S. government efforts to transfer the Farah garrison to the government of Afghanistan and provide for its sustainment, we met with officials from CSTC-A and AED to identify any sustainment plans the government of Afghanistan has in place. We reviewed the current operations and maintenance contract to determine the total cost to sustain the ANSF facilities.

To determine the strategic and tactical reasons why the Farah garrison is located where it is, as well as other ANA and ANP facilities, we reviewed CSTC-A's September 2008 *Campaign Plan for the Development of Afghan National Security Forces* and the June 2008 *United States Plan for Sustaining the*

Afghanistan National Security Forces. As noted in the text, we also reviewed other documents provided to us by CSTC-A.

This report is one in a series of Special Inspector General for Afghanistan Reconstruction performance audits that examines contract cost, schedule, and outcome; oversight; and sustainment. We conducted work in Kabul, Afghanistan, and Washington, D.C., from November 2009 to June 2010 in accordance with generally accepted government auditing standards. These standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. The audit was conducted by the Office of the Special Inspector General for Afghanistan Reconstruction under the authority of Public Law No. 110-181, and the Inspector General Act of 1978, as amended.

APPENDIX II: COMMENTS FROM U.S. ARMY CORPS OF ENGINEERS



REPLY TO
ATTENTION OF

DEPARTMENT OF THE ARMY
U.S. ARMY CORPS OF ENGINEERS
AFGHANISTAN ENGINEER DISTRICT-SOUTH
APO AE 09355

CETAS-DC

24 July 2010

MEMORANDUM THRU

Deputy Commanding General Transatlantic Division, ATTN: Internal Review Office,
255 Collier Road, Winchester, VA 22603-5776
Commanding General, Transatlantic Division, 255 Collier Road, Winchester, VA 22603-5776
Deputy Commanding General Military Programs (MG Jeffrey Dorko), 441 G Street
NW, Washington, D.C. 20314
USACE Commanding General, LTG Robert L. Van Antwerp

FOR Office of the Special Inspector General for Afghanistan Reconstruction, 400 Army Navy
Drive, Arlington, VA 22202

SUBJECT: US Army Corps of Engineers (USACE) Response to the Draft Report ANA
Garrison at Farah Appeared Well Built Overall but Some Construction Issues Should Be
Addressed (SIGAR Audit 10-14, Contract Performance and Oversight)

1. Reference:

Draft Report, dated July 2010, Special Inspector General for Afghanistan Reconstruction
(SIGAR), subject as above.

2. The purpose of this memorandum is to address the recommendations in the SIGAR's draft
report as well as to clarify that exercising contract options is used as a cost saving as well as cost
incentive vehicle.

3. Point of contact for this action is Ms. Denise K. Mason, Chief Internal Review, AES at DSN
(312) 265-6630, email: denise.k.mason@usace.army.mil.


ANTHONY C. FUNKHOUSER
COL, EN
Commanding

Enclosure 1

SIGAR DRAFT REPORT
SIGAR 10-14

“ANA Garrison at Farah Appeared Well Built Overall but Some Construction Issues Should Be Addressed” (SIGAR Audit 10-14, Contract Performance and Oversight)

USACE Response to SIGAR Recommendations’ in the Draft Report

SIGAR RECOMMENDATIONS:

- (1) Ensure that the site is properly graded around buildings to prevent the pooling of water.

AED-S Response: USACE concurs with this recommendation and has already taken steps to correct the grading. USACE completed a site evaluation of the Farah Afghanistan National Army (ANA) Garrison to determine if there were areas that did not meet the (5) five percent slope requirement to provide drainage away from the buildings. Some areas were identified as needing remedial repair to provide for better drainage or eliminate ponding.

USACE under the Operations and Maintenance (O&M) service contract will direct that remedial grading around the building be addressed.

Photo 1: Disturbed Grading around Facilities at Farah ANA Garrison



- (2) Ensure that the asphalt roads and parking lots are properly compacted to minimize deterioration, and

AED-S Response: USACE agrees and has assured the asphalt roads and parking lots are properly compacted to minimize deterioration. The USACE, ANA Department of Public Works (DPW), Mr. Yur Mohammad, and the O&M contractor representative conducted a site review of the roadways and parking lots on the Farah Garrison project to check for visible pavement distresses (sinkholes, sagging or cracking). The team observed no distress in the pavement requiring repairs. Any subsequent failures in the pavement would be addressed under the contract warranty.

- (3) Consider mitigating silt accumulation in the unlined drainage ditches around the garrison to minimize maintenance.

AED-S Response: USACE agrees and has considered mitigating silt accumulation in the unlined drainage ditches around the garrison to minimize maintenance. USACE has determined the construction of natural swales for providing drainage is common in USACE design and consistent with an austere methodology. Unlined channels provide for a low cost solution to sites for drainage.

Areas that may later exhibit a high amount of erosion, either due to unstable soils or continuous flows would be identified for potentially the addition of concrete lining, velocity reducing measures (rip-rap) or stabilizers to decrease the potential for erosion or scour.

USACE General Comments

1. "What SIGAR Found" (U) Page ii, Section. The report states:

The cost of Phase I to CSTC-A, awarded for \$29.4 million, increased by almost \$10 million largely due to contract options exercised by AED-South and changes to the scope of work.

AED-S Response: The total evaluated price of the Phase I contract is the base contract plus all options which equals \$31.5M. Thus, the price of the contract was increased by \$7.8M. This is the amount of modifications to the contracts. To provide the customer with a facility within its programmed amount USACE uses optional line items. Modifications to a construction contract, in any location, are expected, thus USACE's model of having Administrative Contracting Officers at our Area Offices. All modifications are necessary and within the scope of the original contract.

APPENDIX III: COMMENTS FROM U.S. FORCES-AFGHANISTAN

**SIGAR DRAFT REPORT – DATED July 2010
SIGAR Audit 10-14**

**ANA Garrison at Farah Appeared Well Built Overall but Some Construction Issues
Should Be Addressed**

**COMMENTS
TO THE DRAFT REPORT**

To ensure that the Farah ANA garrison is completed in accordance with the contract and sustainability issues are minimized, SIGAR recommends that the Commanding General, USACE, direct AED-South to:

RECOMMENDATION 1. (page 16, SIGAR Draft)

Ensure that the site is properly graded around buildings to prevent the pooling of water.

USFOR-A RESPONSE: USFOR-A concurs with information provided in this report. AED(S), Herat Area Office, is completing an assessment of the drainage and to determine where additional grading is required. It is the intent of AED(S) to have the ANSF O&M Contractor perform any grading work required to establish proper drainage.

RECOMMENDATION 2. (page 16, SIGAR Draft)

Ensure that the asphalt roads and parking lots are properly compacted to minimize deterioration.

USFOR-A RESPONSE: USFOR-A concurs with information provided in this report. AED(S), Herat Area Office, is completing an assessment of the asphalt paved areas to determine where repairs are required. AED(S) intends to have the asphalt repairs made by the construction contractor under the contract's warranty provisions.

RECOMMENDATION 3. (page 16, SIGAR Draft)

Consider mitigating silt accumulation in the unlined drainage ditches around the garrison to minimize maintenance.

USFOR-A RESPONSE: USFOR-A concurs with information provided in this report. AED(S) will study the cost comparison of routine silt cleanout's verse concrete lined ditches, estimate funds needed, and make a recommendation to CSTC-A for consideration.

APPROVED BY:
Mark T. McKenzie
Col. USAF
USFOR-A IG
318-237-1678

PREPARED BY:
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GS-15, DoD
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(540) 678-4200

**APPENDIX IV: COMMENTS FROM COMBINED SECURITY TRANSITION
COMMAND-AFGHANISTAN**



HEADQUARTERS
NATO TRAINING MISSION - AFGHANISTAN
COMBINED SECURITY TRANSITION COMMAND - AFGHANISTAN
KABUL, AFGHANISTAN

NTM-A/CSTC-A - DCOM-Programs

20 July 2010

MEMORANDUM THRU

United States Forces - Afghanistan (CJIG), APO AE 09356
United States Central Command (CCIG), MacDill AFB, FL 33621

FOR Office of the Special Inspector General for Afghanistan Reconstruction, 400 Army Navy Drive, Arlington, VA 22202

SUBJECT: NTM-A/CSTC-A Response to the Draft Report "ANA Garrison at Farah Appeared Well Built Overall but Some Construction Issues Should Be Addressed" (SIGAR Audit 10-14, Contract Performance and Oversight)

1. Reference: Draft Report, dated X July 2010, Special Inspector General for Afghanistan Reconstruction (SIGAR), subject as above.
2. We concur with your observations that the Afghan National Army (ANA) Garrison at Farah is well built, that contract management and oversight met contract requirements, and that CSTC-A exercised planned contract options along time lines that had been planned. Concerning the schedule and cost, when contract options are exercised, those additional facilities will take additional time.
3. As part of generating the force, CSTC-A implements force structure growth decisions made by the Joint Coordination and Monitoring Board and international community. For the Afghan Army, a garrison is where a unit lives and every unit we field must have a garrison. Each garrison must be located within the Corps Sector to which it is assigned. Within the Corps sector, units are garrisoned as follows:
 - a. **Timeline:** The Ministry of Defense (MoD) and our command translate growth decisions into a timeline for manning, equipping, training, and basing. The document which captures this is "Annex K", which is our base document for Force Integration.
 - b. **Facility Type:** Based on the timing of fielding and length of mission one of three basic facility options are implemented to ensure no delay to growing the ANSF force: upgrading existing permanent facilities, constructing permanent facilities, or constructing temporary facilities.

NTM-A/CSTC-A - DCOM-Programs

SUBJECT: NTM-A/CSTC-A Response to the Draft Report "ANA Garrison at Farah Appeared Well Built Overall but Some Construction Issues Should Be Addressed" (SIGAR Audit 10-14, Contract Performance and Oversight)

c. Location: Factors include land ownership (often contested throughout the process), the operational/tactical fight, terrain/site accessibility, site suitability for construction, and ultimately the MoD's decision on where to build. The MoD, ANA General Staff (GS), CSTC-A, and ISAF jointly coordinate on the location for the garrison. We also participate in monthly MoD initiated Facilities Shums, where the participants include MoD G3 and Installation Management Directorate, ANA General Staff, ISAF Joint Command, and the Joint Program Integration Office. This is another venue where the infrastructure planning and execution process takes place.

4. We thank you for the time you have taken to conduct this audit. We look forward to your future planned audit where we can go into more details concerning our planning process.

5. If you have any further questions, please contact COL Jeffrey L. Kent, Senior ANSF IG Advisor/Command IG at DSN (318) 237-1076, email: jeffrey.l.kent@afghan.swa.army.mil.


JOHN G. FERRARI
COL, US Army
Deputy Commander for Programs

This report was conducted under the audit project code SIGAR-014A).

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