Report on Progress toward Security and Stability in Afghanistan

This report to Congress is submitted consistent with Section 1230 of the National Defense Authorization Act for Fiscal Year 2008 (Public Law 110-181). It includes a description of the comprehensive strategy of the United States for security and stability in Afghanistan. This report is the second in a series of reports required every 180 days through fiscal year 2010 and has been prepared in coordination with the Secretary of State, the Director of National Intelligence, the Attorney General, the Administrator of the Drug Enforcement Administration, the Administrator of the United States Agency for International Development, and the Secretary of Agriculture. This assessment complements other reports and information about Afghanistan provided to the Congress; however, it is not intended as a single source of all information about the combined efforts or the future strategy of the United States, its Coalition Partners, or Afghanistan. The information contained in this report is current as of August 29, 2008.

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Executive Summary[1]

Against a backdrop of reinstated safe havens in Pakistan for al-Qaida, and increasing violence, the U.S. continues to work with the Government of the Islamic Republic of Afghanstian (GIRoA) and our international partners towards building an Afghanistan that is 1) never again a safe haven for terrorists and is a reliable, stable ally in the War on Terror; 2) moderate and democratic, with a thriving private sector economy; 3) capable of governing its territory and borders; and 4) respectful of the rights of all its citizens. The U.S. continues to pursue a comprehensive counterinsurgency (COIN) campaign which utilizes the military, government, and economic expertise of the U.S. and the international community to diminish insurgent capacity, maintain security, and build the infrastructure and human capital necessary to achieve the Afghanistan envisioned in the strategic goals listed above. The current COIN strategy is often referred to as "clear, hold, and build."

Security

The security situation in Afghanistan has deteriorated in several areas of the country since the last report. The spring and summer of 2008 saw the highest levels of violence since the U.S. and the North Atlantic Treaty Organization (NATO)-led International Security Assistance Force (ISAF) began their involvement in Afghanistan. Violence is concentrated in the south of the country (the historic heartland of the Taliban) and the east of the country, the area most vulnerable to cross-border activity from neighboring Pakistan. The Taliban regrouped after its fall from power and has coalesced into a resilient and evolving insurgency. The insurgents are challenging the control of the GIRoA in areas of the south and the east, and increasingly in the west. Between January and December 10 2008, 132 U.S. personnel died as the result of hostile action, up from 82 in 2007. In 2007, 199 international personnel were killed. Between January and October of 2008 insurgent action resulted in the deaths of 265 coalition forces. Insurgent violence increased in the spring and summer of 2008 by 40 percent, most visibly in the form of asymmetric attacks as Afghan and international forces' pressure forced the insurgents to shift the majority of their effort to targeting police and civilians, resulting in an increasing sense of personal insecurity among the populace. According to ISAF, insurgent-initiated attacks increased 33 percent for the whole of 2008. The 2008 ISAF and Afghan National Security Forces (ANSF) military campaign has caused setbacks to the Afghan insurgency, including leadership losses and the loss of some key safe havens in Afghanistan. Despite these setbacks, the insurgency has maintained and in some areas increased the scope and pace of its terrorist attacks and bombings. The

Security: Significant Events June 2008-September 2008

- **July:** France sends a battalion to RC-East.
- **August 28:** Afghan National Security Forces Take command of security Kabul.
- **August:** UNODC reports a 19 percent decrease in poppy production.
- **September 10:** Joint Coordination and Monitoring Board Approved expansion of the Afghan National Army to 134.000 soldiers.

[1] This second submission of the *Report on Progress toward Security and Stability in Afghanistan* principally covers the period between April and September of 2008. Whenever possible, more current information has been included. The April-August "fighting season" typically includes the year's highest levels of insurgent activity; an increase in reconstruction and development and governance extension efforts; and the opium harvest and subsequent trafficking operations.

increase in insurgent-initiated violence in Afghanistan relates directly to the perceived ineffectiveness of the government, the availability of safe havens in western Pakistan, and increased ISAF presence in former insurgent-controlled areas

Our COIN approach is effective in areas such as Regional Command (RC) – East where the U.S. and ISAF are able to concentrate sufficient forces (partnered with the ANSF), development resources, and civilian expertise. This successful COIN approach integrates military and civilian resources to create a stable and secure environment. In areas such as RC-South, where resources are not sufficiently concentrated, security cannot be established or maintained. In such areas the full military, governance, and economic spectrum of the COIN strategy cannot be implemented and the insurgents retain their hold on the local Afghan population[2]. The U.S. and our Allies are sharing lessons learned and best practices; however, the overall capacity of international and Afghan forces, along with other COIN resources, remains limited relative to that of the U.S.

Shortfalls in the ISAF Combined Joints Statement of Requirement (CJSOR) remain. Shortfalls limit the Allies' capacity to fulfill all aspects of the COIN strategy. ISAF partners have, as of December 2008, provided only 42 OMLTs, out of an original requirement for 103. Further shortfalls remain for maneuver forces; rotary wing aircraft; airborne intelligence, surveillance and reconnaissance platforms; airborne electronic warfare platforms; and two additional PRTs. Many ISAF troop-contributing countries maintain caveats on their forces in the field. The shortfalls and caveats hinder operational flexibility. The U.S. is planning the deployment of additional forces and pursuing efforts to encourage NATO Allies and the international community at large to also contribute more to the efforts in Afghanistan. The spring and summer saw some improvements in these areas; several countries announced new deployments of forces and reduced or removed caveats. ISAF currently stands at approximately 50,000 forces, of which approximately 13,000 are U.S. personnel. In November 2008, a U.S. Marine Corps Air Ground Task Force of approximately 1,000 Marines deployed as part of ISAF. In January 2009, a U.S. Army combat brigade of approximately 3.500 soldiers, the 3rd Brigade Combat Team, 10th Mountain Division, will deploy. Operation Enduring Freedom is a multinational force of approximately 19,000 forces, of which 18,000 are U.S. personnel.

On September 10, 2008, the international community's Joint Coordination and Monitoring Board (JCMB) approved a proposal to expand the authorized end strength of the Afghan National Army (ANA) from 80,000 to 134,000 personnel (inclusive of an additional authorization for a 12,000 soldier trainee account). The Combined Security Transition Command–Afghanistan (CSTC-A) is scheduled to field the force of 134,000 not later than October 2013. The U.S. is examining ways to accelerate this timeline. ANA units continue to progress and to work closely with U.S. and international forces in Afghanistan. In 2007 the ANA led 45 percent of all operations. During the spring and summer of 2008 the ANA led over 60 percent of operations. As of December 2008, the ANA stood at approximately 79,000 soldiers, 52,000 of which were leading or engaged in operations side-by-side with ISAF forces. In the last report, only two ANA units were rated at Capability Milestone (CM) 1, in November 2008, there were 16 units rated at CM1. The ANA continues to demonstrate increasing competence, effectiveness, and professionalism. The five ANA Commando battalions, mentored and trained by U.S. Army Special Forces deployed in Afghanistan, are feared by the insurgents and respected by the Afghan people. In August 2008, the ANSF took over responsibility for security in the capital city of Kabul and will take charge of the Kabul Province

[2] An exception in RC-South is Oruzgan Province, where Dutch forces have had significant success in implementing the COIN strategy.

in early 2009. However, a shortage of training and mentoring personnel is a challenge to the continued development of the ANA, particularly in the context of a larger force. As of November 2008, U.S. Embedded Training Teams required a total of 2,225 personnel. However, only 1,138 are currently assigned. As mentioned above, ISAF member countries have not provided the required number of OMLTs.

The Afghanistan National Police (ANP) is improving slowly but still lags behind the ANA in capability. The ANP is hampered by a lack of reform, corruption, a lack of trainers and advisors, and a lack of unity of effort among the international community. The Focused District Development (FDD) program is beginning to show results in improving district Afghan Uniformed Police (AUP) units. In the fall and winter of 2008-2009, CSTC-A will implement new initiatives that will boost the capability of the Ministry of Interior (MoI) and the Afghan Border Police (ABP). However, the current lack of police mentor teams, force protection for these teams, and police training infrastructure, coupled with a large number of districts make this police reform and training strategy a five-year program. Full PMT manning requires 2,375 total U.S. military personnel. As of November 2008, 886 personnel were assigned. Thirty-one of the total 365 police districts have been trained via the FDD program since its inception at the end of 2007. Districts undergoing FDD are concentrated in the east and south, near the Ring Road. In April 2008, there were no ANP units rated at CM1; as of November 2008, there were 18 ANP units rated at CM1. CM1-rated ANP units include district-level Afghan Uniformed Police units, which have between 50 and 200 police officers depending on size of the district and threat level, and Afghan National Civil Order Police units, which have between 200 and 300 police officers, depending on the type of mission. As of November 2008 there were over 75,000 assigned ANP. Currently, the focus is on developing capacity in assigned police forces. When sufficient progress has been made in building assigned capacity, the GIRoA and the international community will assess the security requirements of the country to determine what the final end-strength of the ANP will be.

The August 2008 Shindand incident in Helmand province, in which 33 civilians were killed by an air strike to defend U.S. ground forces under fire from the Taliban, has resulted in a change in operating procedures to prevent civilian casualties whenever possible and to mitigate the impact of such incidents when they do occur. Revised tactical procedures put the ANSF in front of all combined ISAF operations, put restrictions on any uninvited entry into Afghan homes, and restrict unobserved indirect fire except in cases of self-defense. In the event of alleged civilian casualties, U.S. and international forces will investigate the allegations in collaboration with Afghan authorities, acknowledge the casualties, take responsibility, apologize, and pay compensation to relatives of the deceased.

Narcotics remain a significant challenge for Afghanistan and the international community. The flourishing narcotics trade erodes the legitimacy of the GIRoA and provides financial means to the insurgency. Widespread poppy cultivation in the country calls into question the GIRoA's resolve in tackling this criminal behavior. Afghanistan supplied 82 percent of the world's opium in 2007, but uneven progress in reducing the amount of opium produced has been made in 2008. According to the United Nations Office of Drug Control (UNODC), the total area under poppy cultivation fell by 19 percent compared to 2007, though some of this decrease may be attributable to drought conditions in much of the country. Eighteen out of 34 provinces are poppy-free, with 98 percent of the cultivation occurring in seven provinces in the south and west of the country. The province of Helmand alone accounts for 66 percent of cultivation.

The battle against drug traffickers is ongoing, and will be for some time. In conjunction with the Afghan Ministry of Defense (MoD) and the MoI, the U.S. has assisted the fielding of a

new counternarcotics (CN) infantry kandak (CNIK) to provide force protection for CN activities. Between January and September 2008, the GIRoA seized approximately 61,500 kg of opium, 944 kg of heroin and 265,326 kg of hashish. As cultivation moves to less secure areas in the south of the country, eradication and other CN efforts will become more hazardous. Security incidents related to eradication efforts resulted in the death of 78 people in 2008, up from 19 in 2007. The international forces present in the country provide operational support to the GIRoA in fighting the narcotics trade. At the NATO Defense Ministerial in October 2008, it was agreed that ISAF, with the GIRoA in the lead, can take a more active role in combating drug producers and traffickers.

Governance

The GIRoA is one of the weakest governments in the world. It is hampered by pervasive corruption and a lack of sufficient leadership and human capital. Afghan Ministries lack resources and are all too often permeated by corruption, entrenched bureaucracy, and weak leadership. The lack of educated staff with experience in project management constrains the ministries' abilities to implement plans and deliver public services at all levels. Donor assistance to Afghan ministries provides invaluable support in delivering public services but inhibits the development of indigenous ministry staff. However, bright spots such as the Ministry of Public Health, the Minstry of Finance (MoF), and the Minstry of Education serve as models for the direction in which other Ministries need to go.

Afghan courts suffer from corruption, a lack of trained judges, a lack of competent staff and a lack of resources. Security is another key issue for the Justice system in Afghanistan. In September 2008 the Chief Judge of the Central Narcotics Tribunal (CNT), a national level narcotics court, was murdered. The U.S. continues to support the judicial system in Afghanistan by training judges and staff, providing material support, and educating the Afghan populace as to its rights under the constitution. Progress has been made in the Afghan Courts. From January to June 2008, the CNT ruled on 125 cases, finding a total of 151 people guilty and acquitting 52. The Appeals court ruled on 118 cases, finding 160 people guilty and acquitting 29. In June 2008, the National Justice Program, the strategy to build Afghanistan's Judicial System, was approved by the Attorney General's Office, the Ministry of Justice (MoJ), and the Supreme Court.

To date, the U.S. has built or renovated 40 provincial courthouses, trained 744 sitting judges, and published all the laws passed in Afghanistan since 1964 in both Dari and Pashto and made them widely available. In July 2008, the Provincial Justice Coordination Mechanism, a sub national justice sector-effort coordinating body, became operational. U.S. assistance to the Justice sector has gradually grown over the years, with an FY2007 budget of $67.35 million ($55 million in International Narcotics Control and Law Enforcement (INCLE) funding and $12.35 million in USAID funding) and an FY2008 budget of $92 million ($68 million in INCLE funding and $24 million in USAID funding). This level of funding, not including the substantial contributions made by DoD to establishing the rule of law, makes the U.S. the largest donor to the Afghan justice sector.

Governance: Significant Events June 2008-September 2008

- **June**: National Justice Program approved.
- **June:** Delegation of members of the National Assembly and Afghan Ministries visits Washington D.C.
- **July:** Provincial Justice Coordination Mechanism became operational.

The National Assembly is an increasingly independent legislative body. In September 2008, the Assembly overturned a Presidential veto for the first time. Unfortunately, the veto was overturned in passing a law that could restrict media rights in the country. In June 2008, a delegation of National Assembly members and Afghan Ministry representatives visited Washington, D.C. The delegation met with counterparts in the U.S. Congress and executive branch departments and was able to sit in on Department of Defense (DoD) testimony to the House Appropriations committee.

Corruption remains a problem in Afghanistan and corrodes the GIRoA's legitimacy. Between April and September, 2008, the Afghan government announced measures to fight corruption. Following the recommendations of a high-level government commission, two new anti-corruption entities were established, the High Office of Oversight, an independent oversight unit, and a special anti-corruption investigative unit within the Office of the Attorney General. The National Assembly also passed a new law on monitoring and corruption. However, public corruption remains pervasive in Afghanistan and the GIRoA is widely viewed as extremely corrupt among the Afghan populace. Furthermore, this corruption undermines international reconstruction and development efforts.

Afghanistan's human rights record remains poor and human rights abuses continue. Most abuse is committed by the insurgents but under-trained and inexperienced government elements have also committed abuses. Insurgents often attack international and Afghan forces from within populated villages or towns, increasing the potential for civilian casualties. A recent law passed by the National Assembly, mentioned above, could potentially restrict media freedom. In January 2008, a student journalist was sentenced to death for distributing printed materials related to the treatment of women under Islam. In October 2008 his appeal was adjudicated and his death sentence was commuted to 20 years imprisonment. An appeal to the Supreme Court is pending. When efforts are made to integrate women into public life by U.S. or international programs, they tend to be marginalized after foreigners leave. Improving human rights in Afghanistan remains a focus for U.S. efforts in Afghanistan. Through education programs and leadership engagement, U.S. officials stress the importance of human rights to Afghan officials and to the population at large.

Reconstruction and Development

Afghanistan remains one of the poorest countries in the world. GIRoA estimates put unemployment rates at 40 percent with over 50 percent of the population living below the poverty line. Between 2007 and 2008, real economic growth reached an estimated 11 percent. However between 2008 and 2009 growth is expected to slow to just over seven percent. Afghanistan continues to have one of the world's lowest domestic revenue to GDP ratios, at about 7 percent of GDP (compared to 20 percent of GDP in similar low-income countries). While the GIRoA has increased its revenue collection, it cannot keep pace with increased expenditures, largely driven by security sector costs, civil servant wage increases, and subsidies for more expensive food and fuel. It is estimated that the GIRoA will cover less than 20 percent of its total recurrent expenditures, including core and external budgets, in fiscal year (FY) 2009. Inflation is high by historical standards at more than 30 percent year-on-year, attributed almost entirely to the international increase in food prices.

Reconstruction and Development: Significant Events June 2008-September 2008

- **June 12:** Paris Conference donors pledge over $20 billion in aid.
- **August 31:** Final Turbine delivered to Kajaki Dam.

The GIRoA, the U.S., and the international community continue to work together towards achieving the reconstruction and development goals set forth in the Afghanistan National Development Strategy (ANDS). The ANDS contains the strategy, with benchmarks, by which the Afghan people and the GIRoA, with the support of the international community, will address the major challenges facing the country. In June 2008, representatives from over 80 countries attended the International Conference in Support of Afghanistan in Paris and pledged over $20 billion in support to Afghanistan and the ANDS. The U.S. alone pledged over $10 billion. In comparison, attendees at the 2006 London support conference, at which representatives of the international community established the Afghanistan Compact, which set out the guidelines general and objectives of the ANDS, pledged $10 billion in total. The Afghan-led ANDS office is responsible for measuring progress towards ANDS benchmarks. The ANDS office is still developing robust procedures for measuring progress towards meeting the benchmarks. In general, slow progress is being made, with more progress in some areas than in others. For example, there has been significant progress in developing the ANA, but little progress in fighting corruption. The MoF is responsible for tracking international community assistance pledged and dispersed to Afghanistan. However, there is currently no reliable data on the total amount of international assistance that has been pledged or dispersed to the country. Since 2001, the U.S. has pledged over $32 billion and dispersed approximately $22 billion.

Afghanistan faces formidable challenges to macroeconomic growth and stability, including limited government revenue, dependence on foreign aid, inflation, and limited access to credit for most Afghans. Political will to address these issues through sound economic policymaking and structural reform has been lacking within the GIRoA. To support the ANDS and the Reconstruction and Development lines of operation of the overall COIN strategy, the U.S. will concentrate on encouraging senior GIRoA officials to embrace free market economic policies, take measures to enhance government resources, address inflation, and implement structural reforms. U.S. and international community efforts are intended to encourage the Afghan government to move towards a sustainable fiscal policy capable of generating revenue, managing resources, and operating without foreign financial support.

In 2008, global economic and climatic conditions severely strained Afghanistan's food supply. Worldwide demand pushed prices for wheat to record highs while a drought pushed Afghan production of wheat to its lowest level since 2000. For the 2008-2009 growing season, the U.S. Department of Agriculture (USDA) forecasts wheat production in Afghanistan at 1.5 million tons, the same amount produced in 2000, down 2.3 million tons (60 percent) from last year. Swift response by the U.S. and the international community prevented what would have been a humanitarian crisis. In July 2008, the United Nations made a request for 200,000 metric tons (mt) of wheat. By October the U.S. alone had supplied 155,000 mt of wheat. Since October 2007, the U.S. Government has contributed 192,000 mt of food and commodities worth $205 million to improve food security in Afghanistan. USAID is planning on shipping a further 50,000 mt of food aid in FY2009.

Progress has been made in the energy, transport, communication, health, and education sectors. At the end of August, 2008 a coalition-led operation hauled an electricity generation turbine over 100 miles to the USAID Kajaki dam project in Helmand. When installed, the new turbine will increase the generation capacity of the dam by 50 percent and eventually provide electricity to over two million Afghans. As of September 2008, USAID had constructed or rehabilitated over 2,700 kilometers (km) of road and the international community as a whole has constructed or rebuilt 73 percent of the Ring Road, reducing transport time and costs and increasing the mobility of security forces. However, the Taliban are increasingly targeting the

Ring Road, attacking bridges and setting up checkpoints at which they rob and kidnap or kill Afghans whom are seen to be collaborating with the GIRoA and international forces. The Chinese won a competitive bid to develop the Aynak copper field. To support the mining operation, the Chinese government has said that it will install a significant amount of infrastructure that will benefit the region as whole, including power generation and transport infrastructure. The GIRoA estimates that the Aynak development will produce 10,000 new jobs and over $400 million in government revenue per year. Communications in Afghanistan have grown significantly. As of November 2008, over 6.5 million Afghans had cellular telephones. There were no domestic cellular services under the Taliban. Today there are over 45,000 phone lines installed, up from only 15,000 in 2001.The Ministry of Communications and Information Technology has issued four mobile telephone service and 18 internet service provider licenses. These licenses bring the GIRoA a significant amount of much-needed revenue.

More than 80 percent of the Afghanistan population has access to basic healthcare, reducing morbidity and mortality rates, and USAID has built or rehabilitated 670 clinics throughout the country and trained over 10,000 healthcare workers. In 2008, more than six million children attended school in Afghanistan, including almost 2 million girls.

Provincial Reconstruction Teams (PRTs) continue to assist the GIRoA to extend its authority in order to facilitate the development of a stable and secure environment and enable security sector reform and reconstruction efforts. The U.S. leads 12 PRTs, located in Parwan/Kapisa, Panjshir, Nuristan, Konar, Laghman, Nangarhar, Khowst, Paktya, Paktika, Ghazni, Zabol, and Farah. PRT funding in FY2008 from DoD, USAID, and international contributions was $273 million. Additional Commanders Emergency Response Program funds were $642,000.

Looking Ahead

Building a fully competent and independent Afghan government will be a lengthy process that will last, at a minimum, decades. Throughout this process, as the competence of the GIRoA grows, the U.S. and the international community will turn over responsibility for securing and building Afghanistan to the Afghans themselves. International and Afghan security forces will increasingly share information and the Afghans will take the lead in planning and executing more operations. Security responsibilities will increasingly fall to the ANA and the ANP. Reconstruction and development activities will fall to GIRoA ministries.

Looking Ahead:

- **Afghanisation**
- **Parliamentary Engagement**
- **Joint Military Operation Center at the MoD**
- **Institutional Development at the National Level**
- **Agribusiness Development Teams**
- **Regional Economic Coordination Conference**
- **Presidential Elections**
- **The Netherlands take command of RC-South**

The U.S. commitment to Afghanistan is strong. In September, President Bush announced the deployment of additional U.S. forces. As of December 2008, the U.S. is undertaking a comprehensive assessment of our strategy in Afghanistan to ensure that our efforts there have effective leadership, planning, resources, and execution. It is of vital national interest to never again allow the country to become a safe haven for terrorists and to promote stability in an increasingly volatile region. Success will never be achieved through military means alone, but rather through a comprehensive approach involving all elements of U.S. and international military, diplomatic, and economic power. Where the U.S. and its Allies robustly resource COIN efforts, real

progress is being made. Above all, achieving our strategic goals in Afghanistan will require a sustained effort to develop the capacity of the Afghans themselves.

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Section 1: Comprehensive Strategy for Afghanistan

1.1 Counterinsurgency

The U.S. and its international and Afghan allies are prosecuting a counterinsurgency (COIN) campaign in Afghanistan. An insurgency is an organized, protracted, politico-military struggle designed to weaken the control and legitimacy of an established government while increasing insurgent control. Insurgents use all available tools to build their own political power and weaken that of the established government or political authority. The insurgents use political (including diplomatic); informational (e.g., appeals to religious, ethnic, or ideological beliefs); military; and economic instruments to pursue their agenda.

A COIN campaign includes all military, paramilitary, political, economic, psychological, and civic actions taken by a government to defeat an insurgency. Counterinsurgents use all instruments of national power to sustain the established or emerging government. Long-term success in COIN requires that the challenged government take charge of its own affairs and persuade the populace of its legitimacy to govern. COIN involves diminishing the capacity of insurgent organizations to undertake operations and enabling the country to provide for its own security, social services, and economic growth. Effective COIN requires diverse expertise and abilities and cannot be accomplished by military means alone. COIN is successful when the populace consents to the legitimacy of the established government and ceases to actively or passively support the insurgents.

1.2: Strategic Goals

The strategic goals of the U.S. are that Afghanistan is: 1) never again a safe haven for terrorists and is a reliable, stable ally in the War on Terror; 2) moderate and democratic, with a thriving private sector economy; 3) capable of governing its territory and borders; and 4) respectful of the rights of all its citizens.

1.3: "Clear, Hold, and Build"

In pursuit of the strategic goals, the U.S. and its Allies and partners are pursuing a comprehensive COIN strategy that brings together military, diplomatic, and economic assets of the U.S. and the international community. The key elements of the COIN strategy are sometimes described as "clear, hold, and build." The objective of these elements is to:

- Remove insurgent and anti-government elements from a given area or region, thereby creating space between the insurgents and the population;
- Maintain security, denying the insurgents access and freedom of movement within the given space; and,
- Exploit the security space to deliver humanitarian relief and implement reconstruction and development initiatives that will connect the Afghan population to its government and build and sustain the Afghanistan envisioned in the strategic goals.

Before initiating a COIN campaign, the U.S. and its Allies and partners must understand where to clear, how to hold, and what to build. Before starting the "clear" phase, The United States and its Allies and partners conduct reconnaissance to identify the key leaders, key infrastructure, tribal dynamics and the tribes' relationship with the Government of the Islamic Republic of Afghanistan (GIRoA), and the economic status of a given area.

In the "clear" phase, military operations create an initial secure environment in which a stable and prosperous Afghanistan can begin to grow. Carefully coordinated international forces and Afghan National Security Forces (ANSF) eliminate, detain, or expel insurgents and anti-government entities from a given area or region, separating these elements from the general Afghan population.

In the "hold" phase, the U.S., its Allies and partners, and the GIRoA seek to maintain the secure environment and take advantage of the separation created between the insurgents and the population to connect the population to the government in Kabul. International and Afghan military and police forces need to maintain a strong presence, denying anti-government elements the opportunity to return. Afghan National Police (ANP) must enforce the law according to the Afghan Constitution, including counternarcotics laws and gain the confidence and trust of the local population. Meanwhile, military and civilian agencies should work with local and tribal leaders, deliver humanitarian relief, and provide initial government services.

In the "build" phase, the U.S., members of the international community, and Afghans take advantage of the security and stability established in the "clear" and "hold" phases to build the human capital, institutions, and infrastructure necessary to achieve a stable, secure, and prosperous Afghanistan. The U.S. and other members of the international community provide advisory services and training to the leaders and lawmakers who govern the country. International trainers and mentors help build the capacity of the Afghan National Police (ANP) and Afghan National Army (ANA). The Afghan citizens who will staff the courtrooms, government offices, and private enterprise of the country receive aid, education, and training. The international community works to build schools, clinics, roads, bridges, and other infrastructure.

1.4: International Engagement

The COIN campaign in Afghanistan is conducted by the North Atlantic Treaty Organization (NATO)-led International Security Assistance Force (ISAF). Continual engagement with the GIRoA and our international allies in every aspect of the strategy in Afghanistan is intended to ensure that each actor is integrated into the overarching effort in the most efficient and productive manner possible. U.S. engagement with international partners focuses on:

- Coordinating ongoing operations, programs, and aid; and,
- Ensuring that international partners are fulfilling their commitments to the efforts in Afghanistan.

The U.S. engages its partners on the ground in Afghanistan, in their home capitals; and in international forums such as the United Nations (UN) and NATO. The Afghan National Development Strategy (ANDS) also promotes international engagement and coordination. The ANDS is a GIRoA-developed comprehensive five year plan for reconstruction and development in Afghanistan. The U.S. and international community COIN strategy lines of operation align closely with the goals and priorities of the ANDS.

1.5: Lines of Operation

The four lines of operation that comprise the COIN strategy include:

- Security;
- Governance;
- Reconstruction and Development; and,
- Counternarcotics.

Together, the lines of operation form the building blocks of the "clear, hold, and build" COIN strategy.

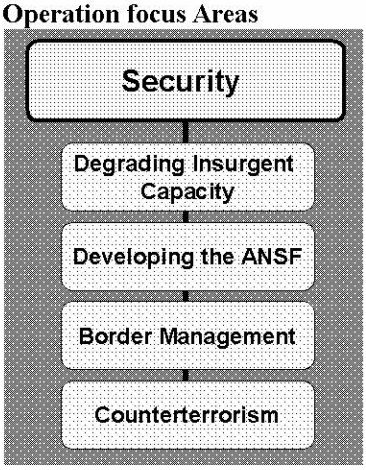
Figure 1: Components of the Comprehensive COIN Strategy

1.5.1: Security

Establishing security in Afghanistan is a prerequisite for achieving our strategic goals. An unstable security environment degrades public faith in the government and rule-of-law, discourages investment and other economic enterprise, and diverts resources that could otherwise be devoted to more constructive purpose. To establish security, the U.S. and its partners focus on:

- Degrading insurgent capacity;
- Developing the ANSF;
- Border management; and,
- Counterterrorism.

Figure 2 – Security Line of Operation focus Areas



Maintaining long-term security requires success in the other lines of operation. Strong governance and rule of law is required to support the security forces and to discourage public support of anti-government elements. It is important to work with the GIRoA to decrease trade in illegal narcotics in order to deny criminals and insurgents an important source of revenue. Successful reconstruction and economic development is required to inspire confidence in the Afghan people and give them a stake in a long-term peaceful environment. A strong economy will also provide the GIRoA with the revenues that it needs to sustain itself and the security forces.

Degrading Insurgent Capacity

A requirement for establishing security in Afghanistan is degrading and eventually destroying the capacity of insurgents and anti-government elements to attack and/or intimidate the general population, to attack international and GIRoA forces and assets, and to retain and recruit new members into their organizations. The COIN strategy in Afghanistan seeks to accomplish this in three ways:

- Kinetic military operations;
- Reconciliation; and,
- Denial of popular support.

Military kinetic operations by Afghan and international forces directly diminish insurgent capacity by killing and capturing insurgents, destroying their equipment, supplies, and infrastructure, and denying insurgents access to and mobility within a given area, and physically separating them from the general population. Kinetic operations demonstrate the insurgents' inability to control territory and the potential cost of joining the insurgent ranks to the general population, weakening their ability to replenish their forces and hence their long-term capacity. Kinetic operations have to be carefully executed to avoid civilian casualties and collateral damage that weaken popular support for International forces and the GIRoA.

Reconciliation programs provide incentives for insurgents to lay down their weapons and pursue peaceful means of political engagement, further diminishing insurgent capacity. The U.S. supports GIRoA-led efforts to reconcile insurgents who cease fighting, accept the Afghan Constitution, break with al-Qaida, and receive no power-sharing, government jobs, or protected territory in return. The offer of reconciliation can sow internal division within the insurgency between moderates and hardliners, erode insurgent morale, and degrade insurgent capabilities by depriving the insurgency of the manpower and leadership of insurgents who reconcile.

Good governance, reconstruction and development, and humanitarian relief demonstrate the efficacy of the GIRoA to the Afghan public. These measures demonstrate the inability of the Taliban or insurgents to provide meaningful public services, further discouraging popular support for the insurgents and diminishing their capacity to achieve their goals.

Developing the ANSF

To establish and maintain the security and independence of Afghanistan and to enforce the rule of law within the country, the Afghan government requires capable security forces. The long-term goal is to build a police force and military that is nationally respected; professional; ethnically balanced; democratically accountable; organized, trained, and equipped to meet the security needs of the country; and funded from the GIRoA budget. U.S. efforts to accomplish these goals focus on:

- Training and mentoring ANP and ANA personnel;
- Equipping ANP and ANA personnel; and,
- Ministerial advisory and capacity building.

The U.S. long-term goal is for the ANSF to be capable of defending Afghanistan's borders and providing internal security. ANSF development efforts provide training, mentoring, and equipment to the ANA and the ANP so that those forces can protect the people of Afghanistan and enforce the law. They also ensure that the responsible government ministries and offices at all levels have the training, education, institutions, and supporting legislation to sustain and lead those forces. During the development process, the ANSF lead operations and

provide a force multiplier to international forces in diminishing insurgent capacity and demonstrate the strength of the GIRoA to the general public.

Border Management

A sovereign nation must be able to control the traffic of people and goods across its border. Afghanistan, with a large illegal narcotics trade and long and porous boundaries, must control its borders to achieve long-term security. The COIN strategy seeks to help the GIRoA secure its borders and deny cross-border mobility to insurgents, anti-government elements, and narco-traffickers, while allowing for the free flow of legitimate goods and individuals. To accomplish this objective, border efforts focus on two areas:

- Building the capacity of the Afghan Border Police (ABP) and ANA; and,
- Regional engagement.

Securing Afghanistan's borders will directly support security in the country by denying the insurgents access to and from sanctuary in Pakistan. Securing the borders will also promote security by limiting or preventing the flow of illegal narcotics across the border, thereby denying criminals and insurgents alike an important source of revenue. U.S. efforts build the capacity of the Afghan Government to control its own borders by training and mentoring the ABP and the ANA, including each organization's respective leadership. Regional engagement increases the effectiveness of security efforts on both sides of the border by promoting information sharing and operational coordination between international and Afghan security forces in Afghanistan on the one hand, and the security forces of neighboring countries on the other.

Counterterrorism

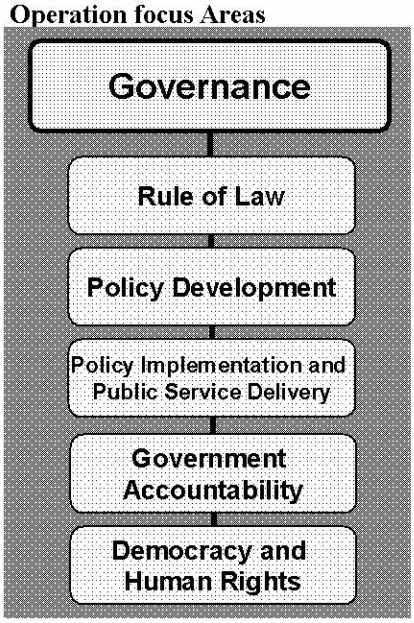
Agents of international Islamic terrorism have an explicit interest in an unstable, undemocratic, extremist regime in Afghanistan. Al-Qaeda and other like-minded organizations provide financing, training, and personnel to the Taliban and other entities who attempt to destabilize the constitutional government in Kabul. Establishing and maintaining long-term security in Afghanistan therefore depends on dismantling the Islamic terrorist networks and their influence in Afghanistan and the region and denying them the means to support anti-government elements. U.S. counterterrorism efforts include:

- Military and police operations;
- Building Afghan counterterrorist capacity; and,
- International engagement.

The U.S., the Afghans and the international community as a whole use military assets and police forces to detect and eliminate terrorist networks in Afghanistan, in the region, and worldwide. The U.S. is working to build Afghan counterterrorist capacity by developing the ANSF and other intelligence-gathering, judicial, and law-enforcement capacity. International engagement is critical to diminishing the influence of international terrorist networks in Afghanistan. The U.S. works with the GIRoA and other members of the international community to coordinate counterterrorism policy and operations and to share information.

1.5.2: Governance

Figure 3 – Governance Line of Operation focus Areas



Building an effective Afghan government is an integral part of the "clear, hold, and build" COIN strategy because it is the Afghan government that is ultimately responsible for protecting the population, delivering public services, and enabling economic growth. Improving governance consists of making key institutions and policy-making processes at all levels of the Afghan government more effective, transparent, responsive, and accountable to the people they serve, while promoting a positive relationship between citizens and their government.

Within the governance line of operation, U.S. efforts focus on the following areas:

- Rule of Law;
- Policy Development;
- Policy Implementation and Public Service Delivery;
- Government Accountability; and,
- Democracy and Human Rights.

An effective and competent government in Afghanistan will be a productive partner in fighting the insurgency and will secure the confidence and loyalty of the Afghan people. Good governance will discourage support of the insurgents and encourage investment and participation in the licit economy. The U.S. governance assistance strategy focuses on building capacity in the executive, legislative, and judicial branches; supporting sub-national governance; and fighting corruption. The U.S. is attempting to build this capacity by providing training, technical assistance, and resources.

Establishing good governance relies on success in the other lines of operation. If Afghans are to have confidence in the judicial system and to submit to the authority of the courts, security must be established. To decrease the potential rewards from public corruption, the trade in illegal narcotics must be diminished. Successful reconstruction and economic development is necessary to provide the tax revenue that will enable the GIRoA to sustain itself.

Rule of Law

For a constitutional and democratic society to thrive in Afghanistan, citizens and leaders must submit to the rule of law. To ensure that Afghans want and expect justice, that officials and individuals in power submit to justice, and that the proper infrastructure to provide justice exists, U.S. Government efforts to establish the rule of law focus on creating:

- Demand for rule of law;
- Respect for rule of law;
- Access to justice;
- Increased capacity of the judicial sector; and,
- Strengthened formal and informal justice systems.

Strong rule of law will encourage investment and commerce, support counternarcotics efforts, and discourage corruption. It will build confidence and loyalty in the Afghan population and support government accountability. Currently, low salaries, poor infrastructure, inefficient

organizational structures, untrained professionals, and a lack of equipment and supplies hamper the justice system and the rule of law. Afghan citizens are often not aware of their rights. Widespread corruption alienates the population from the government and discourages participation in the democratic process.

The U.S. Government works to educate members of the Afghan population of their rights under the law. The U.S. helps to educate and train judges, attorneys, and judicial staff and implement civil service reform and salary increases. The U.S. provides assistance to the National Assembly to increase its capacity to represent citizens' interest and serve as a check on executive and judicial powers. Finally, U.S. diplomats and advisors are trying to work to build the political will necessary to discipline and/or prosecute corrupt public officials. However, their efforts to build this political will have thus far met with limited success.

Policy Development

The GIRoA must have the ability to develop policy sufficient to address the economic, social, and security needs of Afghan citizens. U.S. efforts focus on aiding two primary aspects of policy development:

- Policy-making; and,
- Legislative process.

The GIRoA needs to improve its capacity to identify critical policy issues, determine policy priorities, develop and design effective policy solutions, and monitor and assess the results. U.S. programs provide assistance to the Office of the President and other executive branch agencies to facilitate more effective policy processes. The U.S. provides training, equipment, and resources to assist members and staff of the National Assembly and the Ministry of Justice (MoJ) in legislative drafting and legislative processes and procedures.

Policy Implementation and Public Service Delivery

The GIRoA must be able to provide laws, policy, leadership, and public services to its people, an objective of the governance line of operation. U.S. expert advisors work to:

- Build human and institutional capacity in national and sub-national Afghan government entities; and,
- Create and empower institutions and define their roles.

The U.S. works with legislative, executive, and judicial government agencies responsible for the provision of public services at the national and sub-national levels to build capacity to meet the needs of the population.

Government Accountability

In order to enjoy effective democratic government, the Afghan people must be able and willing to hold their officials accountable. An objective of the U.S. governance strategy is to assist the GIRoA in establishing and enforcing international standards of accountability and transparency for its government, including fighting corruption. To encourage accountability the U.S. focuses on improving capacity in three principal areas:

- Leadership;
- Legislative oversight and budgeting; and,
- Corruption prevention and anti-corruption enforcement.

Accountability promotes better governance on the part of government officials and more confidence and participation in the democratic process on the part of the general population. True government accountability requires officials who understand and are willing to enforce the law. A great deal of work remains to be done in this area. Accountability also requires a population that is willing and able to hold their officials accountable. The U.S. trains and mentors Afghan leaders and lawmakers and works to empower the National Assembly's oversight and budgeting authority. Justice sector and civil service reform and wage increases have been implemented in an effort to discourage corruption. The promotion and support of democratic institutions (see below) is critical to ensuring government accountability.

Democracy and Human Rights

The best method by which the Afghan public can hold their leaders accountable is by the democratic process. The U.S. Government supports the democratic process in Afghanistan by:

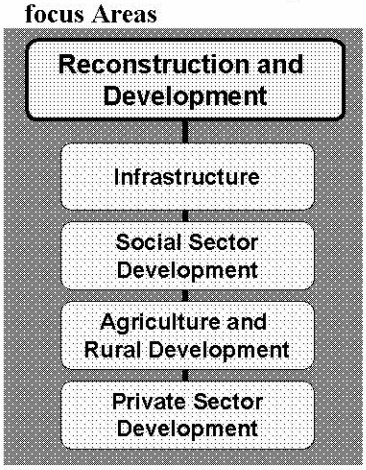
- Strengthening democratic institutions;
- Building electoral capacity at the national and sub-national levels;
- Educating the public as to their rights;
- Strengthen representation and citizen engagement; and,
- Strengthening Civil Society.

If government is held accountable through the democratic process, public servants will have the incentive to fulfill their obligations as effectively and honestly as they are able. If Afghan citizens know that their democratic and human rights will be respected, they will be less likely to turn to violence to resolve their grievances. The U.S. supports the creation and empowerment of democratic institutions such as district and community councils. Public education informs the public of their rights. The U.S. also works to ensure that credible elections take place in the country by providing extensive support for the 2009 Presidential and Provincial Council elections, strengthening the Independent Elections Commission and funding major parts of the Civil Voter Registry.

1.5.3: Reconstruction and Development

A healthy economy in Afghanistan will increase government legitimacy, provide licit livelihoods for the Afghan people, and discourage support of the Taliban and other insurgents. U.S. strategy aims to demonstrate visible and lasting reconstruction and development progress to the Afghan people and to show that the GIRoA is capable of providing the environment for sustained growth and prosperity. Increased insurgent attacks, especially in the East and South, have hindered U.S. and coalition reconstruction and development efforts in those regions. To do so, the U.S. works to build the economic institutions, infrastructure, and human capital that will empower the Afghan people to provide for themselves.

Figure 4 – Reconstruction and Development Line of Operation focus Areas



To achieve its objectives in Reconstruction and Development, the U.S. Government focuses on the following areas:

- Infrastructure;
- Social Sector Development;
- Agriculture and Rural Development; and,
- Economic Governance and Private Sector Development.

To reach the full potential for investment and participation in the Afghan economy, a competent and transparent government must make and enforce sound economic policy. A stable security environment is necessary for people to be willing to invest time and capital in economic enterprise.

Infrastructure

If an economy is to grow, it requires the physical infrastructure that will allow it to do so. The U.S. strategy for reconstruction and development seeks to build the infrastructure to support a sustainable economy in Afghanistan. Infrastructure efforts focus on:

- Transportation – principally roads;
- Electrical Power; and,
- Communications.

Farmers need roads to transport their goods to markets and refrigeration to store those goods; shops need electrical power to light their storefronts; all businessmen need communications networks to stay in contact with colleagues and associates both within and outside of the country. The U.S. provides considerable financial aid, materials, and expertise to build the infrastructure of the Afghan economy. Infrastructure development and sustainment depends heavily on the security line of operation.

Social Sector Development

A healthy and educated population is a critical focus of the U.S. reconstruction and development line of operation. Currently, the population suffers from very low rates of literacy and has limited, but increasing, access to healthcare. U.S. efforts support the GIRoA's goals to improve the delivery of health and education services to the Afghan public. U.S. efforts focus on:

- Building the capacity and effectiveness of the educational system, including school construction, teacher training, and provision of supplies;
- Building the capacity and effectiveness of the health system; and,
- Providing humanitarian relief.

In the short-term, the government's ability to deliver reliable and effective health and education services will enhance its legitimacy in the eyes of the public. In the long-term, improved health and education will support the human capital that will build and sustain the Afghan state. It is a symbol of their social and symbolic importance that schools and clinics are among the insurgents' most frequent targets. The U.S. contributes aid, materials, and expertise to social sector development and humanitarian relief in Afghanistan.

Agriculture and Rural Development

The majority of the population of the country makes its living from agriculture. Hence, if the country is to make significant strides in economic development, Afghanistan urgently

needs to improve the productivity of its agricultural sector. U.S. efforts to develop the agricultural and rural economy in Afghanistan focus on:

- Creating markets for licit agricultural goods;
- Developing the agricultural infrastructure that will allow Afghans to take advantage of those markets; and,
- Building the human capital that will allow the agricultural sector to sustain and improve itself.

A strong agriculture sector will improve the economic circumstances of millions of Afghans, decrease output of illegal narcotics, give citizens a stake in peaceful, constitutional government, and support long-term security and stability in Afghanistan. The U.S. provides aid, expertise, education, and training to build the physical and human capital necessary for progress in the agricultural and rural economy of Afghanistan. Progress in infrastructure and education has been made, though a drought in 2008 diminished that year's agricultural production.

Economic Governance and Private Sector Development

The U.S. COIN strategy in Afghanistan envisions the private sector as the long-term engine of the economic growth necessary for security and stability in the country. Currently, the private sector is hampered by corruption, a lack of investment, limited access to credit, and deficiencies in the framework and enforcement of commercial law. Economic governance and Private Sector Development efforts include:

- Increasing access to credit;
- Increasing revenue collection;
- Building commercial judicial capacity;
- Supporting the GIRoA in developing legal and regulatory frameworks conducive to private-sector development; and,
- Supporting Afghan participation in international trade.

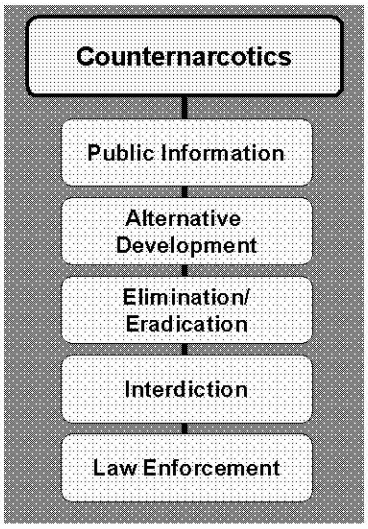
A thriving private sector will afford the best mechanism for Afghans to provide for their own economic well being. Furthermore, a strong private sector will enhance stability as more of the population invests and has a stake in a stable, peaceful security environment. Efforts to enhance economic governance and the private sector in Afghanistan are supported by rule-of-law initiatives described under the Governance line of operation.

1.5.4: Counternarcotics

The trade in illegal narcotics in Afghanistan is a significant destabilizing factor that affects the security, governance, and reconstruction and development of the entire country. The trade in opium provides resources to insurgents and criminals, promotes corruption among public officials, and discourages participation in the licit economy. Furthermore, the significant amount of illegal narcotics coming out of the country promotes criminality and addiction worldwide. The U.S. and the international community are committed to strengthening the counternarcotics (CN) capabilities of the GIRoA and bordering nations.

The GIRoA Afghan National Drug Control Strategy (NDCS) lays out the basic framework for counternarcotics success in Afghanistan. The aim of the strategy is to stop poppy

Figure 5 – Counternarcotics Line of Operation focus Areas



cultivation and trafficking and to dissuade Afghans from future participation in the narco-economy.

U.S. efforts support the NDCS through a five-pillar CN strategy. The five pillars include:

1. Public Information
2. Alternative Development
3. Elimination/Eradication
4. Interdiction
5. Law Enforcement/Justice Reform

Success in the security line of operation will extend the geographic authority of the GIRoA and hence its ability to stem the flow of illegal narcotics. Improved governance and rule of law will help reduce the corruption that abets the narcotics trade. Progress in reconstruction and economic development efforts will provide expanded opportunities in the licit economy.

Public Information

Public information efforts aim to convince Afghans to stay out of the narcotics trade by providing as much information as possible about the potential risk of producing or trafficking illegal narcotics. The U.S. Government-supported public information campaign informs the Afghan public about successes in eradication, law enforcement, justice reform, and alternative development programs; thereby increasing confidence in the GIRoA and shifting the cost-benefit calculation away from poppy cultivation and toward the licit economy.

Alternative Development

The Alternative Development (AD) program targets the most significant poppy-producing provinces in Afghanistan to establish economic alternatives to the cultivation of the opium poppy for rural households. These efforts align closely with the agriculture and rural development piece of the Reconstruction and Development line of operation and focus on the following areas:

- Short-term incentives to rural households, including improvements to livestock health, cash-for-work opportunities to rehabilitate rural infrastructure, and the provision of inputs to spur the production of high-value products.
- Long-term comprehensive development programs, including pre-planting assistance (such as credit, agricultural input delivery, and training) and post-production assistance with harvesting, sorting, grading, packaging and marketing. Targeted products include high-value nut and fruit crops.
- Support of agribusinesses and agro-industries, including marketing, planning, credit, and other business development assistance.

Afghanistan's rural population is extremely poor and often mired in debt. Therefore, coercive measures, such as eradication, must be combined with both short and long-term economic incentives in order to alter the risk/reward calculus of rural households to favor licit crop cultivation. Only a strong private sector can provide the jobs and drive the economic growth required to provide these incentives. Economic growth must be widespread, however, and provide employment opportunities both on and off the farm, in rural areas as well as cities, in order to counter the rapid mobility and elasticity of opium poppy cultivation. Increasing employment opportunities is also important in order to reduce the amount of surplus labor available during the poppy harvest season. Economic growth and job creation must be sustained

over time given that Afghanistan's workforce is expanding rapidly; 70 percent of the country's population is under the age of thirty.

The AD program also provides financial incentives to proactive provincial leaders that eliminate or prevent poppy cultivation through the Good Performers Initiative (GPI). The GPI may target provinces that are not covered by AD programs and thus demonstrate the GIRoA's concern for such provinces and rewards local initiatives to reduce poppy cultivation.

Elimination/Eradication

A successful CN strategy requires both strong incentives and strong disincentives. The U.S. Government supports the eradication and elimination programs at the national and provincial levels. Eradication efforts focus on:

- Physical eradication; and,
- Providing incentives for provincial governments to pursue their own eradication programs.

Disincentives, such as eradication/elimination programs, inject an element of risk into farmers' planting decisions, making poppy production a less attractive investment for the Afghan farmer. The U.S. supports the GIRoA Poppy Eradication Force (PEF). The GPI provides financial incentives for provincial governors to significantly reduce poppy cultivation in their provinces, including through eradication efforts. Eradication has been successful in areas with a stable security environment. Eradication requires an appropriate level of security and force protection in order to be successful.

Interdiction/Law Enforcement

To end the illegal narcotics trade it is necessary to dismantle the networks that enable it. U.S. Government efforts focus on developing Afghan capability to identify and arrest drug-traffickers and interdict shipments of drugs and money. U.S. interdiction and law enforcement efforts consist of building the capacity of the Counternarcotics Police of Afghanistan (CNPA) through advisory services, training, and mentoring. These efforts are closely related to and enhanced by the overall ANSF development efforts.

Justice Reform/Prosecution

As part of a comprehensive counternarcotics strategy, high level traffickers and corrupt officials involved in the narcotics trade must be prosecuted and incarcerated following their arrest. Effective prosecution would demonstrate to the Afghan public that poppy farmers, drug traffickers, and corrupt officials are vulnerable to punishment. Afghan courts have prosecuted some drug-traffickers. In addition to the countrywide rule-of-law efforts, the U.S. Government works to build judicial capacity specifically related to high-level narcotics trafficking.

Section 2: Security

U.S. forces are deployed to Afghanistan either as part of Operation Enduring Freedom (OEF), or the North Atlantic Treaty Organization (NATO)-led International Security Assistance Force (ISAF). ISAF operates under United Nations (UN) Security Council Resolution 1833 and is comprised of approximately 50,000 military personnel from forty nations. OEF is a smaller multinational force of approximately 19,000. Although both ISAF and OEF support the overarching COIN strategy, they fulfill slightly different but complementary missions in Afghanistan. Table 1 compares the respective missions of ISAF and OEF.

Table 1: Comparison of ISAF and OEF missions

Mission	ISAF	OEF
Conduct Reconstruction and Stability Operations	✓	✓
Train, Equip, and Mentor the ANP		✓
Train, Equip, and Mentor the ANA	✓	✓
Extend GIRoA Authority and Provide Basic Services	✓	✓
Counterterrorism		✓

OEF forces pursue a more aggressive counterterrorism role while ISAF forces concentrate on stability and reconstruction operations, including command of Provincial Reconstruction Teams (PRTs). ISAF forces do not have a mandate to perform any police training[3] but both OEF and ISAF forces train and mentor the ANA.

2.1 Streamlining Command and Control

To improve coordination between OEF and ISAF and establish unity of command for U.S. forces, the U.S. gave General David McKiernan, Commander, ISAF (COMISAF), the additional responsibilities of Commander, U.S. Forces Afghanistan (COMUSFOR-A). As COMUSFOR-A, General McKiernan has command of OEF forces in Afghanistan (with the exception of counterterrorism and detainee operations) and is subordinate to Commander, USCENTCOM. As Commander ISAF (COMISAF), General McKiernan has command of NATO forces in Afghanistan and is subordinate to the NATO Commander, Joint Forces Command (JFC) Brunssum and the Supreme Allied Commander Europe (SACEUR). This new command structure will ensure synchronization of U.S. and ISAF forces and proper coordination of ANSF development efforts within the larger COIN strategy.

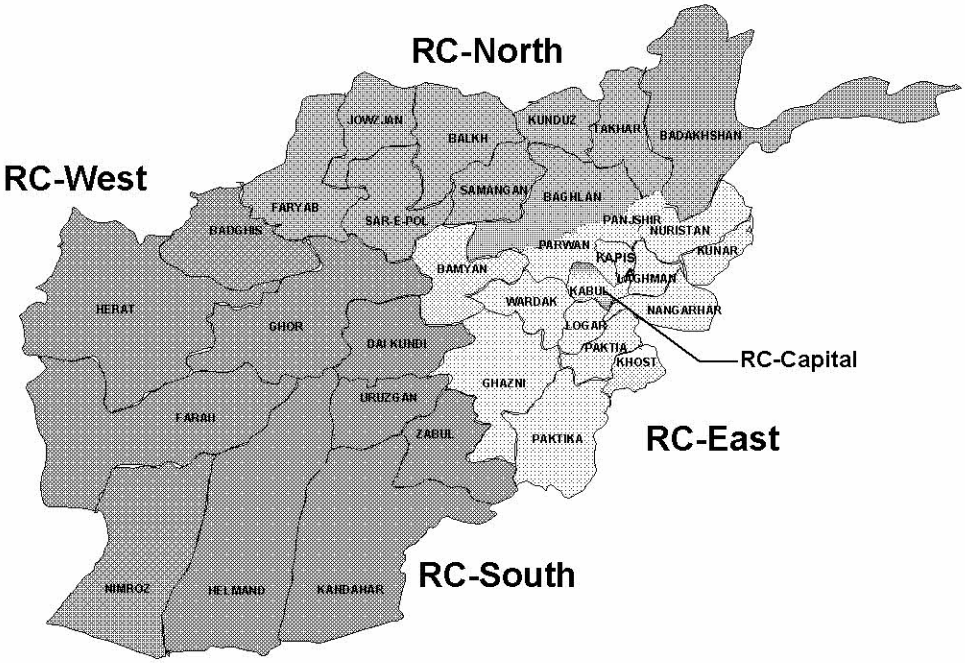
2.2 North Atlantic Treaty Organization-led International Security Assistance Force

Through the UN-authorized ISAF, NATO is assisting the GIRoA in extending and exercising its authority and influence across Afghanistan and creating the conditions for stabilization and reconstruction. ISAF's key military tasks include assisting the GIRoA to extend its authority, conducting stability and security operations in co-ordination with the ANSF, mentoring and supporting the ANA, and supporting GIRoA programs to disarm illegally armed groups. ISAF PRTs play an integral role in the international community's comprehensive approach to Afghanistan by providing support to reconstruction and development efforts and supporting democratic institutions. All military guidance for ISAF forces is communicated from Supreme Headquarters Allied Powers Europe (SHAPE) through

[3] Some ISAF countries, including the Netherland and Canada, have contributed police training assets independent of ISAF.

the JFC Brunssum. The strategic direction for ISAF is approved by the North Atlantic Council (NAC).

Figure 6 – ISAF Regional Commands



Afghanistan is divided into five regional commands, with each region under the command of a different ISAF country. Figure six shows the five regional commands. Regional Commanders report to COMISAF. At the provincial level, supporting nations may serve as the lead in a province and they typically establish task forces within the province that include a military component and a PRT. The command nations and supporting nations, current as of September, 2008, are displayed in Table 2.

Table 2: Lead and Support Nations Regional Commands, November 2008

	RC-North	RC-West	RC-South	RC-East	RC-Capital
Lead	Germany	Italy	Netherlands	United States	France
Supporting	Sweden	Spain	U.S.	Poland	Italy
	Hungary	United States	Denmark	France	Turkey
	Norway	Lithuania	Estonia	Czech Republic	
			Canada	New Zealand	
			Australia	Turkey	
			Romania		

The U.S. contributes approximately 13,000 of the 50,000 personnel in ISAF deployed to Afghanistan[4]. The U.S. has approximately 18,000 forces assigned to Operation Enduring Freedom. The bulk of U.S. forces assigned to ISAF operate in RC East. As of September, 2008, the size of the force structure in Afghanistan is not sufficient to meet Commanders' needs. Between fall 2008 and the beginning of 2009, the U.S. will increase force levels in Afghanistan by over 4,000. In fall 2008, approximately 1,000 U.S. Marines deployed to Afghanistan. In the beginning of 2009, the U.S. Army 3rd Brigade Combat Team, 10th Mountain Division, with approximately 3,500 soldiers, will deploy.

[4] See Annex F for details on overall U.S. force levels, ISAF force levels, and international partner contributions.

A key component of ISAF operations is assisting in the training, equipping, and mentoring the ANA. The ANA has approximately 52,000 (out of a total of approximately 79,000) troops leading or engaged in major operations alongside ISAF forces. To help build a more effective ANA, ISAF partners have fielded 42 Operational Mentor and Liaison Teams (OMLTs), and pledged a further 15. These units are meant to accompany ANA units at all times, much like U.S. Embedded Training Teams (ETTs). The current number of deployed and pledged OMLTs still falls short of the 103 total OMLTs required. This shortfall will increase as a result of the ANA expansion (see section 2.5.2). Thirteen ISAF nations have donated equipment to the ANA through NATO, and a trust fund has been established to cover transportation and installation costs for the donated equipment.

2.2.1 Efforts to Increase Coordination among ISAF Countries

The U.S. engages with NATO Allies to improve coordination through participation in various committees and working groups within NATO headquarters. Most of this coordination is done by the U.S. Military Delegation during deliberations of the NATO Military Committee and by the U.S. Mission to NATO during its discussions in the Policy Coordination Group. Within Afghanistan, ISAF coordination meetings take place regularly at the provincial, regional, and national levels. Additionally, ISAF has regular coordination meetings during which intelligence is shared and reconstruction, development, and good governance efforts are synchronized. Within Regional Command-South, for example, a deputy commander for stability was created to facilitate greater coordination of military and stability and reconstruction efforts. The Civilian-Military Planning cell is another initiative in RC-South intended to improve coordination.

RC-South Civilian-Military Planning Cell

To ensure that the localized effects of PRTs in RC-South are complementary to one another and translate into overall regional stability, ISAF is implementing an RC-South Civilian-Military Planning Cell. The planning cell will report to the RC-South Command and consist of one to two civilian experts from each of the countries with PRTs or maneuver units deployed within the command. The cell will:

- Coordinate the efforts of civilian and military actors in the south and report back to home capitals;
- Facilitate information sharing and dissemination of lessons-learned among actors in Afghanistan;
- Facilitate GIRoA outreach and support to provincial and district leadership; and,
- Request GIRoA and international community support and backing for integrated regional governance, reconstruction, and development priorities.

2.2.2 Efforts to Encourage NATO ISAF Countries to Fulfill Commitments[5]

Although additional military capabilities[6] were generated at the NATO Summit in Bucharest in April 2008, there has been little progress in filling ISAF's priority shortfalls. These shortfalls include additional maneuver forces; additional rotary wing aircraft; airborne intelligence, surveillance and reconnaissance (ISR) platforms; airborne electronic warfare (EW)

[5] See Annex G for further assessment of unfilled ISAF commitments.

[6] France sent approximately 700 additional troops to eastern Afghanistan in July 2008. Poland sent 400 additional troops and eight helicopters in 2008. Several nations, such as Romania, Italy, Germany, and Greece, have agreed to provide additional OMLTs.

platforms; two additional PRTs, and additional OMLTs in support of the ANA. SACEUR and COMISAF have both stated the need for additional forces and capabilities in order to provide sufficient security for the people of Afghanistan. The shortfalls limit COMISAF's ability to achieve COIN objectives. The shortfall of OMLTs continues to affect the pace of ANSF development.

A top U.S. Government priority is to ensure that ISAF countries provide the required forces as delineated in the Combined Joint Statement of Requirements (CJSOR). COMISAF must have the forces and flexibility necessary to accomplish the mission of assisting the GIRoA in the establishment and maintenance of a safe and secure environment and the extension of its authority in order to facilitate reconstruction and development. Briefings by Allied Command Operations to the NAC encourage nations to fill the requirements of the CJSOR. The CJSOR was revised as of September 29, 2008 and will be a key topic of the Nov 20, 2008 Global Force Generation Conference (GFGC). SACEUR precedes the GFGC with letters to each Ally soliciting support.

2.2.3 National Caveats on NATO/ISAF Forces[7]

The U.S. Government has consistently emphasized the importance of giving commanders in the field the maximum possible flexibility to ensure that they can accomplish their mission in the fastest possible timeframe, while minimizing risk and loss of life. Over half of the Allies in ISAF have some form of caveat on the geographical and/or functional deployment of their forces. Some Allies have no written caveats on their forces, but operate with *de facto* restrictions that can be even more severe than caveats. Together, these restrictions on the use of ISAF forces limit ISAF's ability to plan and execute operations effectively and efficiently. In the media, the issue of caveats detracts from the perception of success in ISAF, emphasizing divisions as opposed to unity of effort. Though the issue of eliminating caveats is constantly advocated, the U.S. has also pressed its Allies and partners to provide commanders on the ground with the maximum possible flexibility within the confines of existing caveats in terms of when, where, and how they utilize forces under their command. Briefings by Allied Command Operations to the NAC occur on a recurring basis and encourage nations to remove caveats. The Chairman of the Military Committee (CMC) and International Military Staff (IMS) briefings to the NAC also stress removing caveats on troops supporting ISAF. Between April and September of 2008, several nations removed caveats on their forces.

2.3 Operations[8]

Overall, ANSF and ISAF are marking progress toward establishing and maintaining security in Afghanistan, but in some parts of the country, especially RC-South, security has worsened. In recent months, the levels of violence and casualties have increased in part due to the fact that ISAF and ANSF are operating in areas previously deemed as insurgent "safe havens". The increase in security incidents is also due in part to increased cross-border attacks emanating from sanctuaries located in the tribal areas of Pakistan. RC-North and RC-Capital are generally calm and have been so for well over 15 months. Occasional dramatic attacks do occur, but do not change this assessment. Further progress in security is sustainable only with commensurate improvement in good governance, including the rule of law and human rights, together with economic and social development. This will require the coordinated effort of the international community and increasing Afghan ownership.

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[7] For more details on caveats on ISAF forces see ANNEX H.

[8] For security indicators related to ISAF regional commands, see ANNEX C

Within the primary operational area for U.S. forces – RC- East – U.S. forces took part in full-spectrum operations, often with ANSF in the lead. Keeping in line with the overall strategy of "clear, hold, and build", the increased security paved the way for improved local government and economic growth. Additionally, CJTF-101 maintained border security posts (small out posts led by ANSF to police the border), combat outposts (small U.S. outposts), and forward operating bases (large, fortified bases) along known insurgent routes and support areas.

2.4 Nature of the Threat[9]

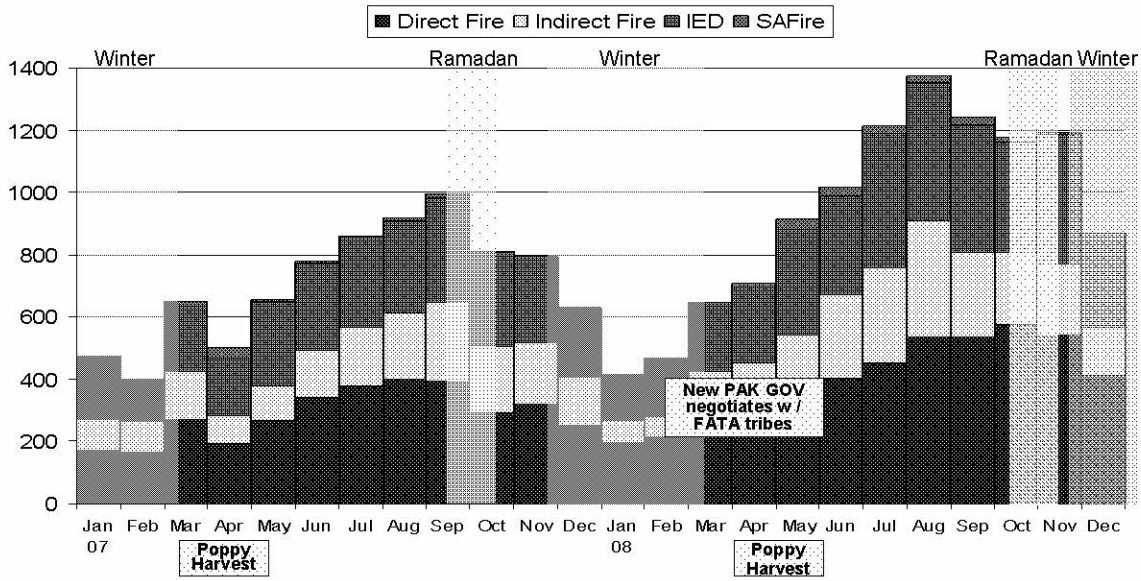
The current operational environment in Afghanistan is dominated by a constantly evolving insurgency. The insurgency is a unique and adaptive force, comprised of diverse and often competing insurgent elements which interact and cooperate in order to serve mutual tactical interests and contribute to their overall strategic objectives in Afghanistan and the region. Al Qaeda's resource-laden yet often operationally subtle influence is pervasive as the organization works to spread its extremist brand of global jihad. Afghan insurgents continue to capitalize on the poverty of the Afghan population; discontent with the distribution of opportunity is a theme that extremists have used to pull tribal youth away from tribal elders. The insurgency, al-Qaeda support, extreme poverty, and safe havens in Pakistan's Federally Administered Tribal Area, together ensure that Afghanistan remains an optimal environment for continued insurgent efforts. Without a strong government in Kabul able to provide for its people, enabled by a viable economy, and buttressed by an effective ANSF, conditions will continue to be favorable for insurgents and transnational terrorists.

2.4.1 Assessment

The insurgency has increased its influence and access to the population. Two distinct insurgencies that are focused on deposing the constitutional government and expelling foreign elements are operating in Afghanistan: a Kandahari-based Taliban in the South and a more complex, adaptive insurgency in the East. Between August 2007 and November 2008, the disparate insurgent groups operating within Afghanistan have increased their activities to counter successes made in progress and development. Between January and November, improvised explosive device (IED) attacks have increased dramatically. In addition, the focused targeting of infrastructure, development, and construction projects has also increased. There has been a 37 percent increase in attacks along Afghanistan's major highway – the Ring Road – from 2007 to 2008. It is likely that attacks on these "softer targets", with less security and protection measures, will continue at elevated levels throughout the year. It is also likely that insurgents will attempt high-profile attack like the attack on President Karzai in April 2008 and the Sarapoza prison attack in June. Although the number of IED attacks has increased over the course of 2008, so did the number of IEDs that were discovered and pre-detonated, as well as those that were reported by local citizens. Another contributing factor to increased insurgent activities is the increased presence of ISAF forces, putting militants and allied forces in more frequent contact with each other. Figure 7 on the following page contains ISAF statistics[10] for monthly insurgent-initiated attacks for 2007 and 2008. According to ISAF, in 2008, direct fire incidents increased 40 percent and indirect fire incidents increased 27 percent. IED incidents, including discovered IEDs and suicide bombings, increased 26 percent. Surface-to-air fire (SAFIRE) increased 67 percent.

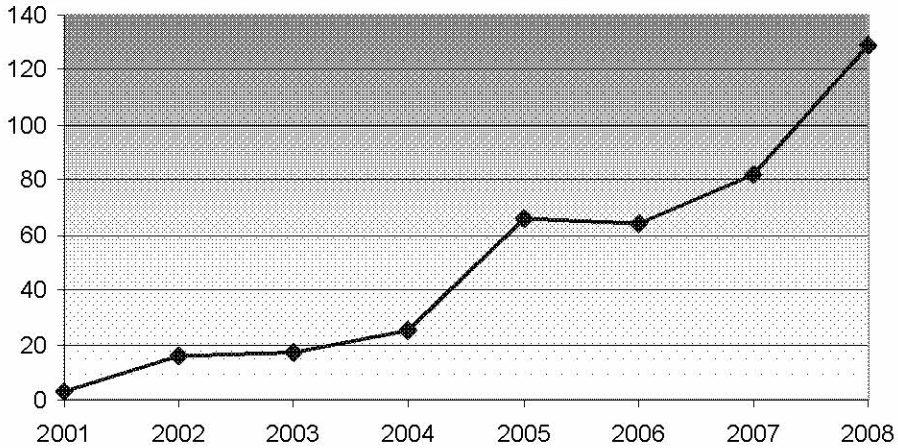
[9] See Annex A and Annex B for a more detailed description of the insurgent groups active in Afghanistan.
[10] For U.S. data on insurgent-initiated incidents, see Annex C

Figure 7 – Insurgent-initiated Attacks, 2007-2008



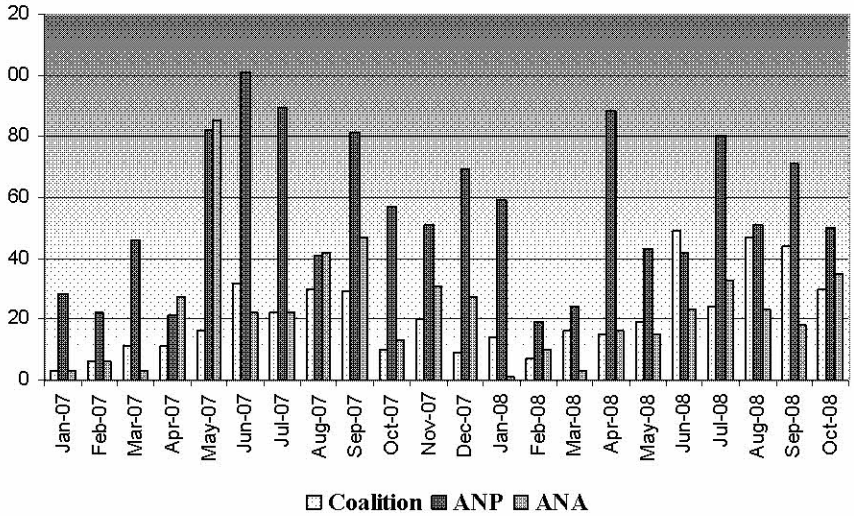
As illustrated in Figure 8 on the following page, yearly U.S. fatalities as a result of hostile action have climbed steadily since 2001, with the exception of a slight decrease in 2006.

Figure 8 – U.S. Fatalities as a result of Hostile Action, 2001-2008



In conducting operations with international forces, the ANSF bear the majority of casualties. Between January 2007 and October 2008, international forces suffered 464 personnel killed in action, the ANA lost 505 personnel, and the ANP lost 1215. Figure 9, on the following page, compares coalition, ANA, and ANP casualties by month for this time period.

Figure 9 – Coalition, ANA, and ANP KIA, January 2007- October 2008



Corruption within the GIRoA and the lack of capacity and ability of the ANSF, particularly the ANP, hampers progress. In many provinces and districts, the government's failure to connect effectively with the people of the country and provide security, public services, and economic growth has provided an opening for the Taliban to successfully install shadow governments that provide basic security against lawlessness. The Taliban is likely to continue efforts to emplace shadow governments in order to enhance local control by insurgent forces, undermine the authority of district- and provincial-level officials appointed by Kabul, and present a locally acceptable alternative to the central government.

The ongoing voter registration and the 2009 and 2010 national elections present a period of increased risk throughout Afghanistan. Enemy elements may attempt to disrupt both the registration process and the elections themselves in order to weaken the resolve of the populace and erode the legitimacy of the GIRoA. Disparate insurgent groups, including al-Qaida and the Taliban, are likely to collaborate with each other on attacks in Kabul with the objective of weakening the government. Finally, securing voter registration points in the fall of 2008 will divert ANA and ANP units from conducting operations with international forces.

2.5 Civilian Casualties[11]

The U.S. Government and its international partners go to great lengths to avoid civilian casualties during its operations. On August 22, 2008, U.S. and Afghan forces were involved in an incident which resulted in 33 civilian casualties. Initial reports, including those from the UN and the Afghan Government, claimed that up to 90 civilians were killed. The "Shindand Incident" was a high-profile event that garnered a great deal of attention throughout the world.

Shortly after the incident, COMISAF issued a new tactical directive to ISAF forces emphasizing rules of engagement intended to avoid civilian casualties to the maximum extent possible. The Shindand incident has also resulted in a new approach to mitigating the consequences of civilian casualties. In the event of an alleged civilian casualty incident, U.S. and international forces will promptly investigate the allegations in collaboration with Afghan authorities, acknowledge the casualties and take responsibility, apologize, and pay compensation to relatives of the deceased. Shortly after the Shindand incident, Afghan Minister of Defense Wardak proposed the creation of a standing combined investigative body to examine allegations

[11] For further details and an estimate of civilian casualties see ANNEX I.

of civilian casualties and misconduct on the part of international security forces to ensure unified investigative and communication effort. Secretary of Defense Robert Gates agreed to the proposal in September of 2008 and preparations to establish the body are underway to create the required structure.

2.6 Afghanistan National Security Forces

The mission of the Combined Security Transition Command–Afghanistan (CSTC-A) is to plan, program and implement structural, organizational, institutional, and management reforms of the ANSF in order to develop a stable Afghanistan, strengthen the rule of law, and deter and defeat insurgency and terrorism within its borders. CSTC-A receives funding through the Afghan Security Forces Fund (ASFF) to equip, train, and sustain the ANA and the ANP.

2.6.1 ANSF Budget

The Fiscal Year (FY) 2008 ASFF enacted funding levels totaled $2.75 billion, including $1.7 billion for the ANA, $964 million for the ANP, and $9.6 million for detainee operations. For the ANA, these funds equip and sustain the force in 2008; upgrade garrisons and support facilities; enhance ANA intelligence capabilities; and expand education and training, including the National Military Academy, Commando School and Commando Units, counter-improvised explosive device (CIED) training, mobile training teams, branch qualification courses, and literacy and English language programs. For the ANP, these funds increase CIED capability, communications, and intelligence training; purchase additional equipment, weapons, and ammunition to respond to insurgent threats; enhance ANP intelligence capabilities; improve interoperability with the ANA to respond to events; enhance border surveillance; add basic health clinics in select provinces to improve casualty treatment; and expand field medic and combat life support training.

The FY 2009 enacted bridge for the ASFF is $2 billion. Combined with the President's pending request, this funding will provide the initial influx of funding for the ANA expansion to the 134,000 personnel force structure (see below). Because future funding of the ANSF will be conditions-based, it is not possible to provide reliable out-year budget information for ANSF development.

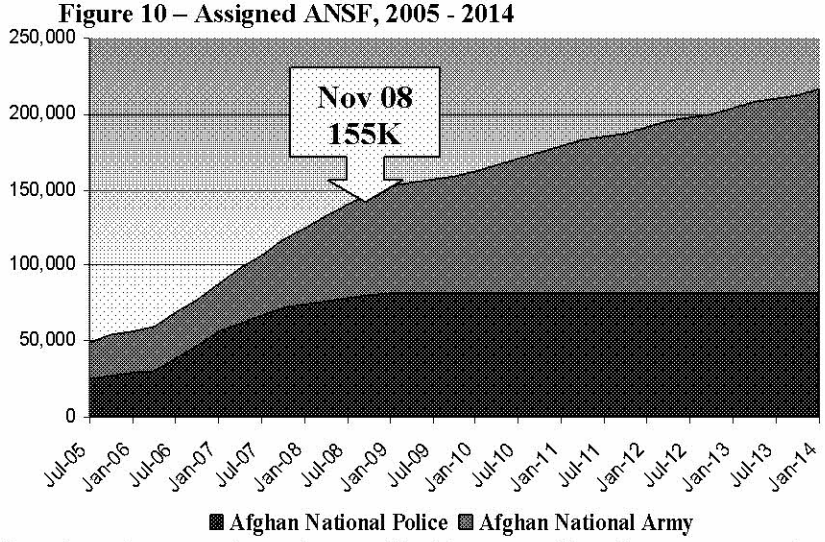
2.6.2 ANSF Growth

The security environment continues to be fluid, demanding continual reexamination and assessment of requirements for the end-strength of the ANSF. In summer 2008, the GIRoA sought an international agreement to further increase the ANA from 80,000 to 122,000 soldiers with an additional 12,000 trainee, transient, hospitalized, and student (TTHS) account (for a total authorized end strength of 134,000). On September 10th 2008, the international community's Joint Coordination and Monitoring Board (JCMB) approved the increase. This structure will include a more robust Afghan National Army Air Corps (ANAAC) and fill capability gaps, enabling the GIRoA to better fulfill its mandate to provide for the security of its people.

The full allotment of 122,000 soldiers and 12,000 TTHS will be trained and assigned by January 2014. This growth can be accelerated if additional resources are made available. CSTC-A requested $589 million in supplemental funds in order to build the first eight kandaks (battalions) of the new force structure in FY2009. These kandaks will provide additional security along the Ring Road. The U.S. will take the lead in supporting the expansion by providing funds for the initial training and equipping of new ANA units. The GIRoA and the

U.S. Department of State (DoS) have begun to engage Allies and other key international partners to garner financial support for the sustainment of an expanded ANA.

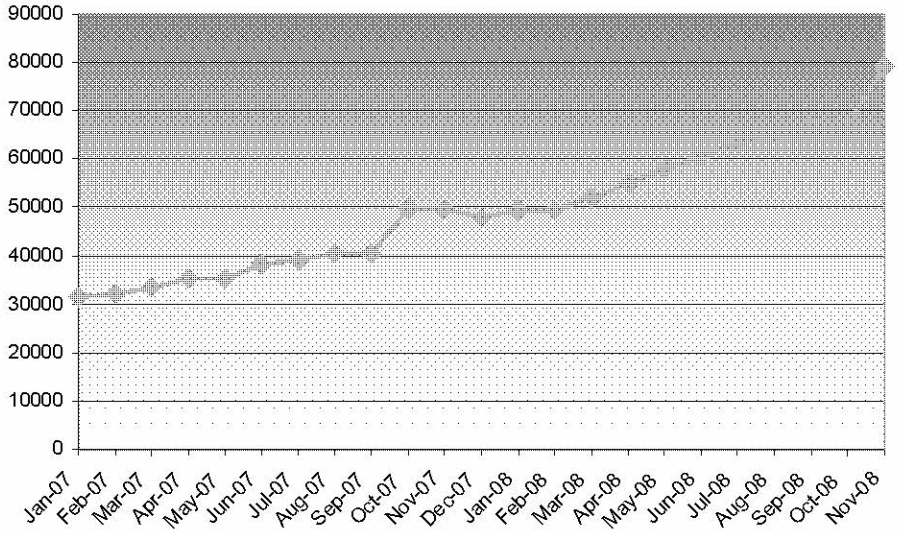
Figure 10 – Assigned ANSF, 2005 - 2014



Levels of assigned ANSF have been climbing steadily since 2005. Figure 10 illustrates the historical and projected growth of the ANSF. Currently, trained and assigned ANSF stand at 145,000 and will reach the current objective of 216,000 by the beginning of 2014.

In November 2008, the ANA stood at 79,068 (including 5,420 absent without leave-AWOL), composed of 78 kandaks (battalions) and five Commando (CDO) kandaks. Figure 11 illustrates the growth of the ANA between January 2007 and November 2008.

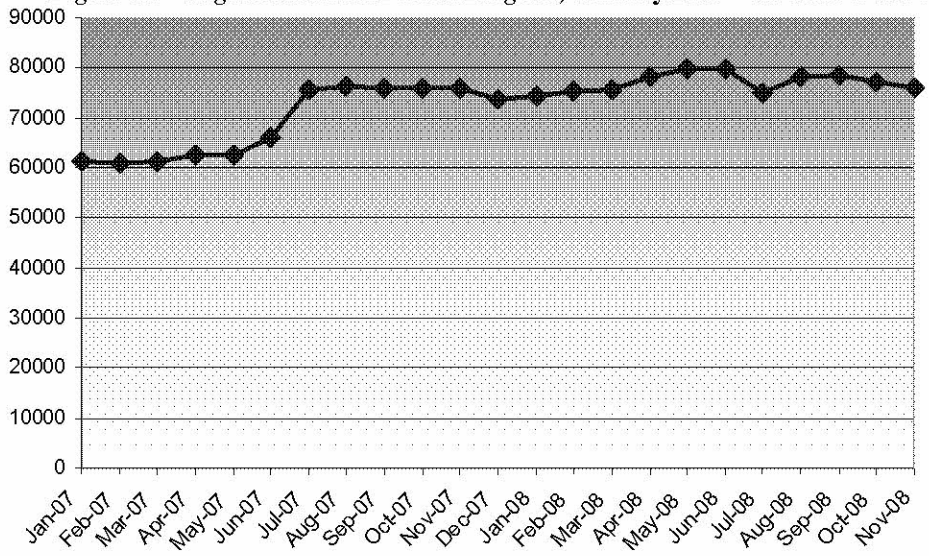
Figure 11 – Afghan National Army Trained and Assigned, January 2007 – November 2008



The GIRoA will reach its objective of 134,000 ANA personnel by the beginning of 2014. The 134,000 force structure calls for 20 brigades, a new division headquarters in the capital, Corps-level artillery, engineer and Quick Reaction Force assets, as well as a commensurate increase in institutional support.

The target for the ANP is to build a reformed force of 82,000 personnel that is capable of operating countrywide. At the end of November 2008 there were 75,954 assigned ANP.

Figure 12 – Afghan National Police Assigned, January 2007 – November 2008



The ANP consists of the Afghan Uniformed Police (AUP), the Afghan Civil Order Police (ANCOP), the Afghan Border Police (ABP), Counternarcotics Police of Afghanistan (CNPA), and additional specialized police with responsibilities that include criminal investigation, counter-terrorism, and customs. The roles of the various police services span a wide spectrum of policing, law enforcement, and security functions.

Once comprehensive assessments can be made on the effects of recently begun reform efforts, including the Focused District Development (FDD) and Focused Border Development programs, ANP strength will be reassessed to determine if additional police forces are required. Currently, a lack of trainers and mentors precludes the acceleration or expansion of reform and mentoring efforts. Through the FDD program, current reform and mentoring efforts are principally focused on the AUP, with a growing emphasis on the ABP. The AUP are closest to the population and are therefore the most immediate face of the Afghan government.

2.6.3 ANSF Recruiting and Retention

Current initiatives to improve recruiting and vetting for both the ANA and ANP include:

- State-of-the-art biometric collection and database program that will provide both the Ministry of Defense (MoD) and Ministry of Interior (MoI) a capability to positively identify all Afghan soldiers and police; and
- Monetary incentives for enlistment and re-enlistment, particularly for Commandos and Afghan Border Police (ABP).

Positive identification will allow for more reliable tracking of personnel and ensure that soldiers and police officers receive their full pay. Monetary incentives are intended to encourage enlistment and re-enlistment. Fore example, commandos that have graduated and are filling active roles in a commando unit receive $50 per month in incentive pay in addition to their regular Army salaries. Additional proposed initiatives are under financial review for the ABP, including signing bonuses, retention bonuses, and hostile fire or imminent danger pay.

2.6.4 International Engagement and Coordination to support the ANSF

The U.S. Government pursues all possible channels to encourage ISAF countries and the international community to support the ANSF. As needs are defined, countries that are best placed to fulfill the requirement are identified and approached in bilateral meetings by U.S.

Ambassadors, the Secretary of State, or the Secretary of Defense. Following the ANA expansion, the U.S. Government is pursuing a comprehensive assessment and engagement plan to identify potential financial, material, and personnel contributors to the sustainment of the enlarged force. The U.S. is also analyzing the potential transition of international contributions currently dedicated to the efforts in Iraq, including transition teams to Afghanistan.

The NAC has agreed in principle to support the expansion of ANA forces to 134,000. The NATO Military Committee (MC) has published an interim report on the impacts to NATO of the expansion. The final report is expected in November 2008. The NAC is considering expanding the current ANA Trust Fund to include ANA sustainment costs. As stated previously, NATO nations have fielded 42 OMLTs, but the requirement grows with the expanded ANA.

The CSTC-A Deputy Commanding General for International Security Cooperation (DCG-ISC), in coordination with the U.S. Embassy in Kabul and the international community, is responsible for defining valid ANSF requirements, seeking donations to fill the identified requirements from both NATO and non-NATO countries, liaising with the GIRoA to facilitate the import and distribution of donations within Afghanistan, and maintaining records of the status of all donations. CSTC-A also regularly solicits material and personnel within the attaché community in Kabul. The DCG-ISC interfaces with ISAF headquarters through the ISAF Directorate for Afghan National Army Training and Equipment Support (DATES) to ensure that ISAF OMLTs have sufficient support and are deployed where and how they are most needed. The DCG-ISC coordinates agreements to support lesser-sized contingents of foreign experts within U.S. ETTs when a full OMLT is not available. Another CSTC-A deputy works directly with ISAF to resource and synchronize the efforts to build ANA-sustaining institutions including training facilities.

The Combined Training Advisory Group (CTAG) is a subordinate command to CSTC-A. CTAG trains, advises, coaches, and mentors the Afghan National Army Training Command to establish a doctrine and training system capable of sustaining the ANA. CTAG includes personnel from many different countries and supervises the mentoring and training efforts of all allied nations in the Kabul.

2.6.5 Afghan National Army

The ANA is subordinate to the MoD, and is divided into five regional corps and an emerging air corps. The 201st Corps operates in RC-Capital. The 203rd Corps operates in RC-East. The 205th Corps operates in RC-South. The 207th Corps operates in RC-West. The 209th Corps operates in RC-North. Each corps is divided into brigades comprised of three infantry kandaks, one combat support kandak, and one combat service support kandak. The CDO kandaks are currently under the tactical control of the regional corps. The National CDO Brigade, CDO Garrison, and the CDO Training Element are operating in the area of Kabul. The ANA has approximately 52,000 troops, out of a total of approximately 79,000, engaged in or leading major operations alongside ISAF forces.

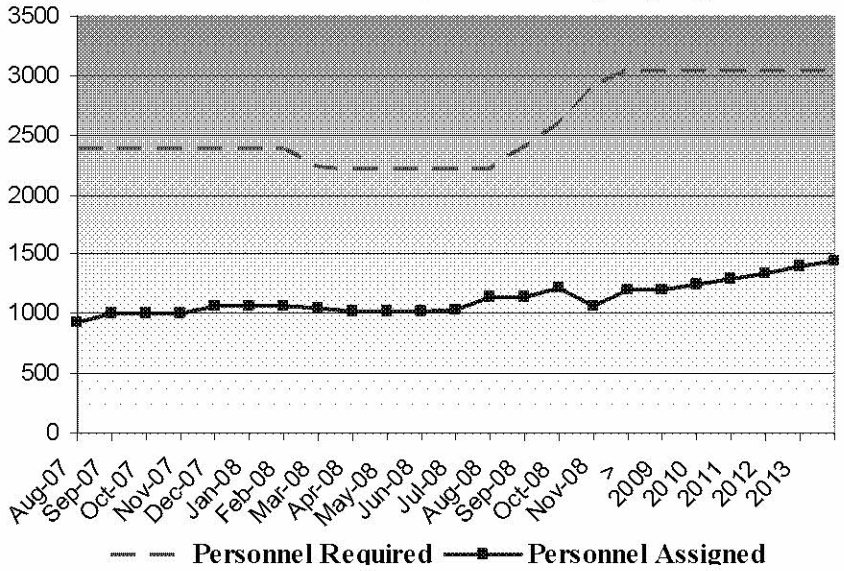
ANA Training and Mentoring Efforts

The soldier training process begins with careful, needs-based recruiting followed by initial entry training (IET) at the Basic Warrior Training Course (BWT), Kabul Military Training Center (KMTC), supervised by international trainers. ANA basics are taught to an objective standard uniformly applied throughout the force. The BWT provides the foundation, but the individual soldier's capabilities are strengthened through branch-specific Advanced Combat Training (ACT).

All newly fielded units form at the Consolidated Fielding Center (CFC) in Kabul where they undergo 45 days of individual and collective training, culminating in the operational deployment to corps and brigade locations. Combat and security operations continue to round out ANA development. Each ANA combat unit is accompanied by either a U.S. Embedded Training Team (ETT), or an ISAF OMLT. ETTs and OMLTs provide ANA unit leadership with advisory support on all unit functions and direct access to U.S. and ISAF resources and enablers to enhance the ability of the ANA to operate effectively. ETTs, OMLTs, and U.S. Special Forces Units assess ANA units, helping the units identify strengths, shortfalls, and opportunities for improvement.

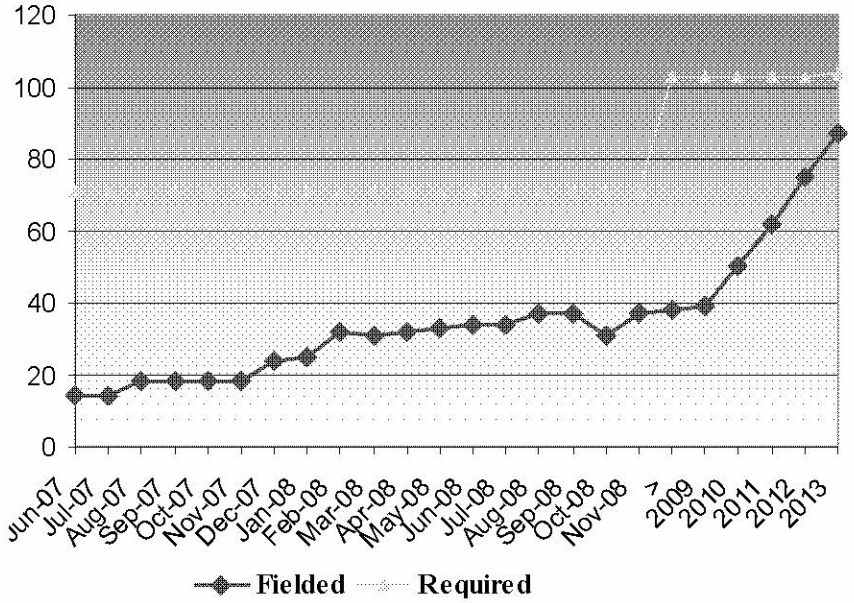
As of November 2008, U.S. ETTs require a total of 2,225 personnel. However, only 1,138 are currently assigned (50 percent fill). The low fill-rate is due to the additional requirement to provide support to the ANP though Police Mentor Teams (PMTs). Sourcing solutions, including encouraging Allies to increase training and mentoring personnel, are being pursued to address the shortfall of personnel across the ETT and PMT requirements. Figure 13 on the following page provides the number ETT personnel required and assigned from August 2007 through November 2008, with projected levels through 2013.

Figure 13 –U.S. ETT Personnel Required and Assigned, August 2007 – 2013



As of December 2008, there were a total of 42 validated OMLTs out of a NATO commitment to provide 103. The shortfall of OMLTs impacts the training of the ANSF. Figure 14 on the following page provides the number of OMLTs deployed between June 2007 and November 2008. The out-year prediction of ISAF OMLT numbers assumes a constant yearly increase of 11 OMLTs.

Figure 14 – ISAF OMLTs, June 2007 – 2013



The U.S. is actively encouraging allies to provide more OMLTs and ANSF mentoring and training personnel. The U.S. is also examining the possibility of transitioning international training teams from Iraq to Afghanistan. In addition, U.S. National Army Guard personnel are supplementing OMLTs and other international deployments. For example, Illinois Army National Guardsmen support a Polish battle group, a Latvian OMLT will deploy with 11 members from the Michigan Army National Guard, and Ohio Army National Guardsmen are deploying with a Hungarian OMLT.

ANA Recruiting and Retention

The past year has surpassed the previous four years in ANA recruitment. The ANA recruited 32,135 soldiers in the year leading up to March 2008. Between March and August 2008, the ANA recruited 18,153 new soldiers. The objective for 2009 is to recruit 3,400 per month, or 40,800 for the year.

The year-to-date re-enlistment average for fielded ANA is 43 percent for soldiers and 61 percent for non-commissioned officers. In July 2008, the ANA had a 7.2 percent absentee rate, down from 12 percent in the summer of 2007. The three corps most consistently in contact with insurgents and anti-government elements had the highest absent without leave (AWOL) rates, but on average they experienced less than 10 percent AWOL in 2008. With increasing emphasis on pay and incentives, better facilities and training, better leadership, and more robustly manned units, AWOL trends are expected to continue to decrease.

The personnel accession and vetting process is the same for both ANA and ANP and follows the three-step process described below. All vetting of candidates to serve in the ANSF meets the requirements of the law prohibiting military assistance to units or individuals known to have committed human rights abuses. The ANA director at the National Army Volunteer Center (NAVC) is the approval authority for both the ANA and ANP.

Step 1: The applicant provides 12 passport photos and secures a national identification card from the district. This is verified by the governor or another designated individual. Recruits must be between 18 and 28 years old. Age waivers are considered based on the applicant's qualifications.

Step 2: The applicant sees a recruiter at a provincial headquarters and completes a contract. An escort guides the applicant through the screening process which examines health and criminal records, as well as other relevant background information. The applicant must get two village elders to sign the form vouching for his character. The form must also be signed by an official at the district center. All documents are then taken by the escort to the ANA Commissar headquarters for verification and signature.

Step 3: Medical pre-screening is conducted at the Commissar's office. All documents go back to the sub-governor for signature. Ultimately, the MoI or the MoD reviews all the documentation and then notifies the provincial authorities of acceptance by issuing the directive to commence training.

The ANA has also implemented an additional level of review for potential ANA recruits. An Afghan who requests to join the ANA is given a form to complete at the recruiting center. The recruit's name is then added to a list that is circulated among various MoD offices, including the ANA General Staff G2, for a rudimentary background check.

ANA Salary and Pay

Recruiting and retention initiatives have been boosted by steps taken to standardize and institute a competitive pay scale. Pay incentives have been successful in increasing ANA retention rates. Table 3 on the following page depicts the current monthly, 25-year base salary plan for members of the ANA.

Table 3 - 25-Year Base Pay Plan (ANA)

RANK	GRADE	<1 to 3	>3	>6	>9	>12	>15	>18	>21	>24
GEN	O-10	$880	$925	$940	$955	$970	$985	$1,000	$1,015	$1,030
LTG	O-9	$780	$825	$840	$855	$870	$885	$900	$915	$930
MG	O-8	$680	$735	$750	$765	$780	$795	$810	$825	$840
BG	O-7	$580	$635	$650	$665	$680	$695	$710	$725	$740
COL	O-6	$430	$465	$480	$495	$510	$525	$540	$555	$570
LTC	O-5	$380	$415	$430	$445	$460	$475	$490	$505	$520
MAJ	O-4	$330	$365	$380	$395	$410	$425	$440	$455	$470
CPT	O-3	$250	$285	$300	$315	$330	$345	$360		
1LT	O-2	$210	$245	$260	$275	$290	$305			
2LT	O-1	$190	$225	$240	$255	$270				
SGM	E-9	$210	$245	$260	$275	$290	$305	$320	$335	$350
MSG	E-8	$170	$205	$220	$235	$250	$265	$280	$295	$310
SFC	E-7	$145	$180	$195	$210	$225	$240	$255	$270	$285
SSG	E-6	$130	$165	$180	$195	$210	$225	$240		
SGT	E-5	$115	$150	$165	$180	$195	$210			
SDR	E-4	$100	$135	$150	$165	$180				

ANA Equipment

Between 2002 and 2008 the U.S. and the international community has focused on acquiring weapons, equipment and the basic materials necessary to field ANA troops. In September 2008 equipping and fielding the ANA reached the point that infrastructure requirements are competing for constrained funding.

The three infantry companies in each kandak are equipped with former Warsaw Pact rifles, light and heavy machine guns, and rocket propelled grenade launchers. The weapons company in each kandak provides anti-armor capability with SPG-9 recoilless rifles and indirect fire with 82mm mortars. Plans are in place to effect a transition to NATO standard weapons. CSTC-A is currently converting the ANA from the AK-47 to the M16 (or the Canadian version, the C7). The M16 has been fielded to the 205th Corps and conversion training is well underway. Later in 2008, the ANA will begin converting to U.S. model light and medium machine guns and 81mm mortars. Commandos are equipped with U.S. and NATO weapons systems like the M4 and 81mm mortars.

Each brigade has an artillery battery consisting of eight former Warsaw Pact D-30 howitzers. Currently, 82 of the 140 D-30s required are functional. There is an initiative in place to refurbish current serviceable equipment and procure new equipment to meet NATO standard interoperability standards.

One ANA brigade is designed to include a mechanized kandak and an armored kandak. These units are currently equipped with BMPs (amphibious infantry fighting vehicles) and T-62 main battle tanks in various states of functionality. Procurement and donation options are currently being studied to upgrade this capability.

The ANA's primary vehicle is the light tactical vehicle (LTV), a Ford Ranger truck. CSTC-A is in the process of transitioning the ANA from the LTV to up-armored high mobility multipurpose wheeled vehicles (HMMWVs) (M1151/M1152). CSTC-A will field more than 4,100 HMMWVs as part of the conversion program, which is scheduled to be complete in mid-2010. The HMMWVs will provide a much needed protected mobility capability, particularly for combat battalions.

The ANAAC currently consists of the following aircraft: seven medium cargo airplanes (five An-32s and two An-26s) and thirteen helicopters (nine Mi-17s and four Mi-35s). The ANAAC will eventually include reconnaissance and light attack air-to-ground fixed wing aircraft. By December 2008, the inventory will include an additional fifteen Mi-17s, six Mi-35s, and two An-32s. Four of a total of 20 C-27s are being procured for delivery by the end of 2008.

ANA Assessment

ANA unit readiness is gradually improving. Figure 15 provides numbers and readiness status for ANA units between June 2006 and November 2008, as well as progress goals for 2009-2014. Table 4, on the following page, provides overall unit Capability Milestone (CM) levels, not including HQs, current as of December 2008.

Figure 15 – ANA Unit CM Levels, June 2006 – December 2008 with Progress Goals for 2009-2014

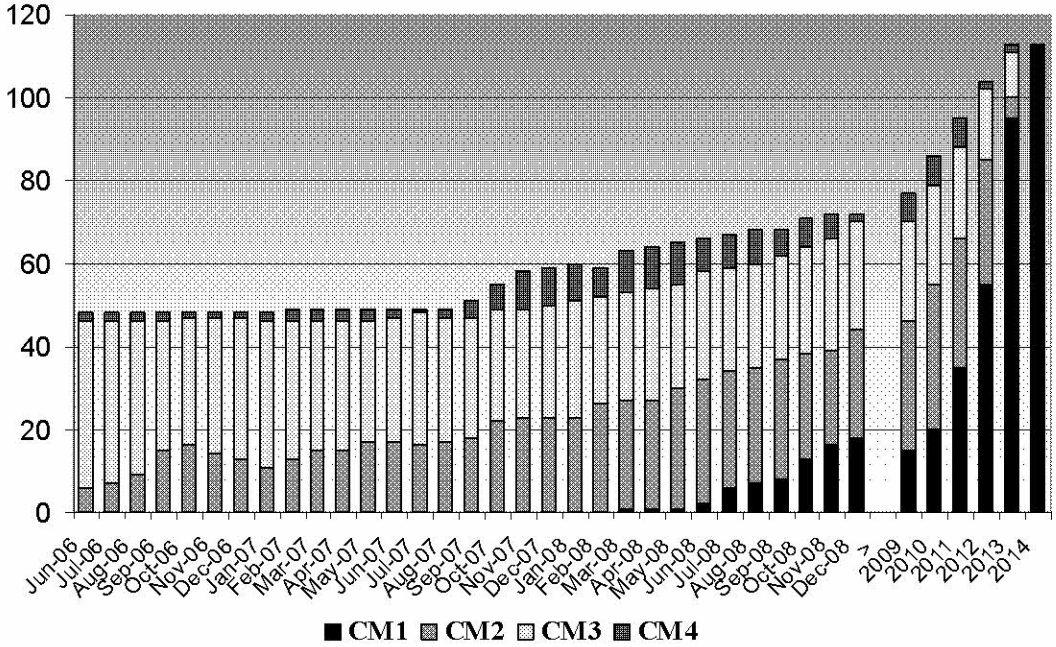


Table 4 - ANA Unit CM levels, December 2008

CM1	CM2	CM3	CM4
18	26	26	2

As of November 2008, the ANA had seven battalions and one brigade and one corps headquarters rated at Capability Milestone (CM)1: capable of operating independently. Twenty-nine battalions/squadrons, six brigade headquarters, and three corps headquarters were reported at the CM2 level: capable of planning, executing, and sustaining counterinsurgency operations at the battalion level with international support. Twenty-five battalions/squadrons, four brigade headquarters, one corps headquarters, and the ANAAC headquarters were reported at the CM3: partially capable of conducting counterinsurgency operations at the company level with support from international forces. Six battalions/squadrons and one brigade headquarters are reported at CM4: formed but not yet capable of conducting primary operational missions. Finally, there are eighteen battalions/squadrons and two brigade headquarters that are still not formed or reporting.

Currently, two of the five corps can field nearly all of their subordinate units and join their international partners in some of the most contentious areas of RC East and South, but still

operate with substantial ISAF assistance. After gaining experience with partnered U.S. operations, the 201st and 203rd Corps have taken the lead in operations and are now capable of independent operations at the company level. Fifty percent of the kandaks in these Corps maintain steady state operations independently and plan future operations. Last fall, the 203rd Corps staff increased capacity sufficiently to plan and execute a brigade level operation with U.S. and other international forces in a supporting role. The 201st and 203rd Corps engineers conducted bridging operations with international engineer units repairing and replacing bridges through the summer and fall allowing greater development in those areas. The ANA have started basic explosive ordnance disposal and CIED training, expanding their capability to counteract one of the enemy's most important weapons. The current level of insurgent infiltration of the ANA is not operationally significant.

The overall assessment of the ANA officer corps effectiveness from the kandak- to Corps-level is largely unchanged; trends are positive and ANA officers continue to work to improve their professionalism. Members of the officer corps are required to have basic reading and writing abilities and plans are being made to further improve their education level. Overall, officers are proficient at the tactical level though not yet fully mature in operational and strategic concepts. They are starting to use the military decision-making process and to provide information and decision briefs to their superiors. The chain of command works well when exercised, and there is strict adherence to direction from higher ranks.

ANA communications have increased dramatically. CSTC-A is building an Internet Protocol-based network across the country and robust wireless radio architecture. CSTC-A has also connected the five Corps with the Ministry of Defense compound, including the National Military Command Center (NMCC), via commercial wireless microwave links. These expanded communications capabilities enable a variety of command and control services to ANA corps and brigades including e-mail, file-sharing, print, and video teleconference capability. A separate NMCC Planning Annex is currently under construction and is projected to be complete in October 2008. The new annex and improved planning capabilities will be exercised along with the rest of the General Staff during the Command and Control Exercise in November 2008.

The ANA CDO program continues to advance. The 203rd CDO kandak conducted its first combat operation in December 2007. The 205th CDO kandak conducted its first combat operation in January 2008; the 207th CDO kandak conducted its first operation in April 2008. The 209th CDO kandak finished training on September 4, 2008 and will begin operations in October 2008.

The capacity and capabilities of the ANAAC have continued to improve. The ANAAC continues to execute re-supply missions, troop movements, and humanitarian assistance operations. In 2008, the ANAAC has demonstrated large-scale logistical capability by moving an entire kandak to a new location. Continued development of ANAAC capability will be essential for continued success of the CDOs.

2.6.6 Afghan National Police (ANP)

The ANP is subordinate to the MoI. Police development in Afghanistan has been hindered by lack of institutional reform, widespread corruption, insufficient U.S. military trainers and advisors, and a lack of unity of effort within the international community. The ANP continues to lag behind the ANA in capability. However, recent initiatives, including the FDD program are beginning to show results. Between March and November 2008, the number of ANP units rated at CM1 rose from zero to 18. In winter 2007-2008, CSTC-A began a training surge for ABP that has increased border policing forces.

ANP Training and Mentoring

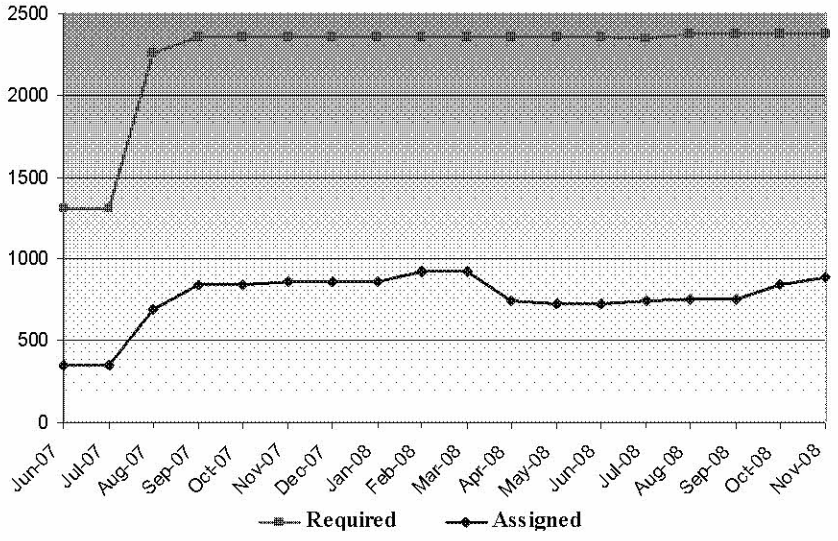
Initial Entry Training (IET) is the individual training objective for all ANP officers; however, current training capacity cannot meet demand and many untrained policemen remain in the force. Individual training is conducted at seven Regional Training Centers (RTCs), a Central Training Center, and the Kabul Police Academy. The U.S. State Department's Bureau for International Narcotics and Law Enforcement Affairs (INL) uses a private contactor to provide civilian police training and program design at the training centers and some field-based mentoring.

Building ANP training capacity has been a priority. Civilian police mentors build train-the-trainer capacity for Afghan instructors, who in turn provide instruction to Afghan trainees. To increase individual training capacity further, CSTC-A and INL have established an ANCOP Training Center at Adraskan with a capacity of 800 students per class, and are also planning for a National Police Training Center, which will have an eventual capacity of 2,000 policemen per year and will be used to provide IET for police recruits prior to assumption of duties.

Police Mentoring Teams (PMTs) train and mentor ANP units. Each PMT is composed primarily of military members who provide training support, maintenance, logistics, and administrative coaching to encourage professionalism and serve as liaisons with international forces as required. Many PMTs support the FDD program, training and mentoring District-level AUP units. FDD PMTs include two civilian police mentors. More than 500 civilian police trainers and mentors are deployed – with PMTs and at training centers – to regional, provincial and district locations in nearly every province.

The eventual ANP training and mentoring objective is to send a PMT to each AUP police district, each provincial and regional headquarters, each ABP company and battalion, and each ANCOP company and battalion. Currently, the broad geographic scope of the ANP necessitates additional mentoring forces and equipment to meet this objective. With 365 districts, 46 city police precincts, 34 provinces, 5 regions, 20 ANCOP battalions, 33 ABP battalions, and 135 ABP companies, CSTC-A is currently able to provide PMTs to no more than one-fourth of all ANP organizations and units. Full PMT manning requires 2,375 total military personnel. As of November 2008, 886 personnel were assigned (37 percent fill). The shortage of PMTs affects CSTC-A's ability to increase and improve ANP training and mentoring. In addition, approximately 1,200 Marines have been conducting ANP training missions in nine districts in RC-South and RC-West. These Marines deployed as a temporary risk mitigation measure due to the global shortage of trainers. They are scheduled to return to the U.S. and be backfilled by another unit in November. The requirement for additional ANP mentors remains.

Figure 16 – PMTs, U.S. Personnel Required and Assigned, June 2007 – November 2008



Current Initiatives

If the ANP is to be effective it needs institutions capable of leading and supporting it. The Ministry of Interior has been plagued by corruption and a lack of capability. CSTC-A, in conjunction with the European Union Police Mission and the international community has completed an in-depth assessment of the MoI functions with an intent to improve capability and increase transparency within the MoI. The assessment was completed in July 2008 and the project is now completing development plans to address the identified issues.

CSTC-A, through TF Phoenix, has placed increased emphasis on the training and mentoring of the Afghan Border Police. CSTC-A increased the number of U.S. PMTs assigned to ABP units and PMTs are currently in place from the ABP brigade HQs down to the company level. In the winter of 2008-2009, CSTC-A will initiate the Focused Border Development program. This program will accelerate the fielding of 52 ABP companies in RC-Capital and RC-East. All training efforts for the ABP will be coordinated with the Border Management Task Force, a group that provides oversight and management of U.S. border initiatives and assists the GIRoA with border issues. The training program will be completed by summer of 2009.

Focused District Development Program Progress

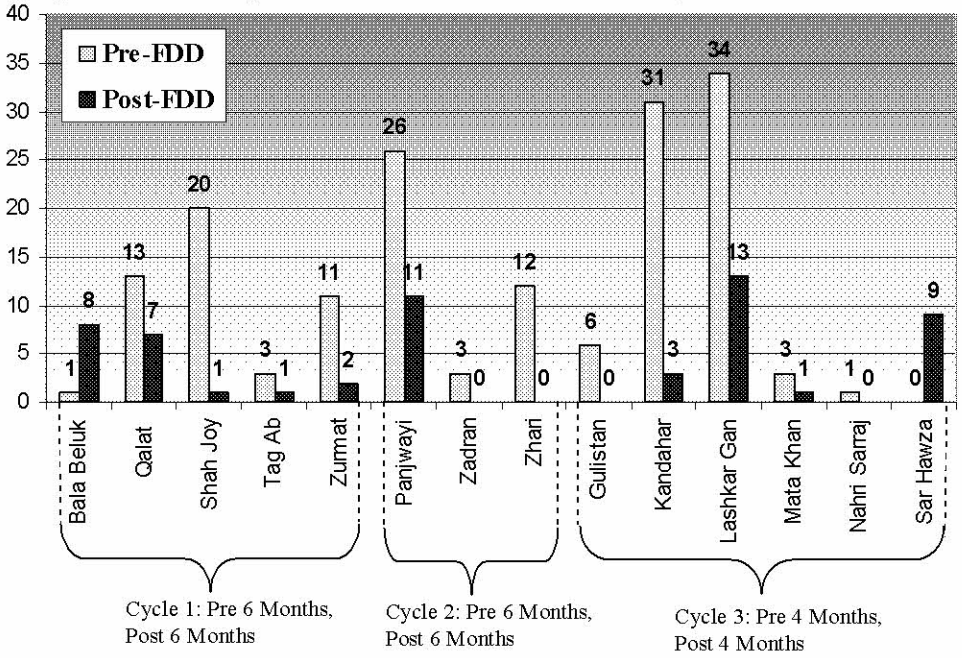
Thirty-one police districts out of a total of 365 districts in Afghanistan have completed the FDD program since its inception at the end of 2007. The districts that have completed FDD are concentrated in the south and east, near the Ring Road[12]. By December 2008, approximately 50 districts will have completed or will be undergoing FDD. Six cycles of FDD are planned for completion in 2008. The first and second cycles are progressing through the mentorship phase with several PMTs leaving AUP districts that have achieved reform validation in accordance with their CM rating to support cycle 5 and 6 requirements in the near future. The third and fourth cycles, being implemented in 17 districts, have completed reconstitution at the RTC and are in the initial stages of PMT mentoring. Cycle 5 is currently undergoing reconstitution at the RTCs. In addition to the improving CM levels, there are other signs of progress. Figure 17 on the following page shows casualty data for local Afghans in AUP districts pre-and post-FDD. In the districts that have completed FDD, there has been an 85[13] percent decrease in local national casualties. Districts in which there were no casualties pre- and post-FDD are not shown in Figure 17.

The Focused District Development Program

The Focused District Development Program is an initiative that addresses the critical development and reform requirements of the AUP in each district. Under the FDD program, AUP units are removed from their home districts and undergo eight weeks of rigorous training and reconstitution. Upon completion of the reconstitution, AUP units return to their home districts, fully equipped and trained, under the guidance of police mentors. Judges and prosecutors within the FDD districts receive targeted training. The FDD initiative is linked and complementary to ongoing ISAF operations and will center on the Eastern and Southern regions that have experienced increased instability due to anti-government elements. FDD is intended to build the AUP as a reformed service loyal to the Afghan people and Afghan national interests.

[12] For a map of FDD districts, current as of January 2009, see Annex J.
[13] Sixty-six percent excluding the February 17 2008 suicide bombing which resulted in 205 casualties.

Figure 17 Local Afghan Casualties, Pre- and Post-FDD by District, November 2008*[*]



Current challenges facing the FDD program include the shortage and overextension of PMTs, a shortage of trained ANCOP units (a relatively new force), and limited capacity at the RTCs. Without an increase in the number of PMTs, it will not be possible to expand the capacity of the FDD program. Additionally, the long-term plan for post-FDD districts is to replace PMTs with oversight from the PRTs and partnering with ISAF forces when possible and appropriate. With less follow-on mentoring, there is a risk that ANP units that have completed the initial stages of FDD could revert back to earlier corrupt practices. Without increasing the number of PMTs, it is impossible to mitigate this risk.

ANP Recruiting and Retention

From March 21, 2008, through July 20, 2008, the nationwide recruiting numbers for all police programs was 13,053 (448 ABP; 1,003 ANCOP; and 11,602 AUP and specialty police). In comparison, between March 2007 and March 2008, the MoI recruited 17,474 police officers. Despite strong recruiting numbers, ANP forces have been difficult to man and sustain. Because ANP officers can leave at any time due to their civilian status, unlike their counterparts in the ANA, there are no official numbers for absentee or AWOL rates for the ANP. Furthermore, the lack of deployed PMTs precludes effective monitoring of force levels in the field and the MoI does not officially track absentee or re-contracting rates for the ANP. The International Crisis Group (ICG) has cited[14] Hanif Atmar, the Minister of Interior, stating that absentee rates in the ANP were approximately 20 percent. The same ICG report states that the attrition rate for ANP officers is 21 percent, with insurgent-related casualties a major factor. As illustrated in figure 8 above, the ANP sustain significantly higher casualties than do the ANA.

The United Nations Assistance Mission in Afghanistan (UNAMA) and the State Department vet senior-level MoI officials for suitability to serve in the GIRoA. Vetting for regular ANP recruits is still done on an ad-hoc, group basis. Local community representatives are required to attest to each recruit's suitability for the ANP.

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[*] Does not include the the February 17 2008 Suicide bombing that caused 205 casualties.

[14] "Policing in Afghanistan, Still Searching for a Strategy;" International Crisis Group; 18 December 2008

Recruiting for the ANCOP is done through institutional-level recruiting by the MoI. The MoI's recent success in recruiting and vetting well-qualified candidates for ANCOP presents a sound model for the recruitment and vetting of all ANP individuals. ANCOP officers are recruited on a volunteer basis. As such, the individuals applying for ANCOP training classes are those with the personal drive and initiative to qualify for entry into the institution. ANCOP recruits are vetted individually through the National Directorate of Security (NDS) and the MoI's counter-terrorism division, and their citizenship and health records are verified. Finally, two local community representatives are required to attest to their suitability for the ANCOP.

Several similar checks will be applied to AUP officers in districts undergoing the FDD program, including candidate approval by a local elder, the district police chief, and a senior representative from the MoI. Upon arrival at an RTC for FDD training, all AUP officers are vetted for a second time by a regional police recruiter. During the course of the eight-week FDD training, U.S. civilian police mentors monitor all trainees and identify those that need to be removed. Police officers that fail to graduate from the FDD course are removed from the force. Although vetting of officer-level recruits is systematic, vetting at the basic recruit level would benefit from a more thorough process. This deficiency is the result of a number of factors, including the need to recruit new trainees in a relatively short time-span.

The first step towards retaining the police officers that have joined the force is completion of a functional personnel management system that can track personnel assignments and completion of service commitments. Payment of salaries in full and on time significantly reduces pay corruption and improves the morale of ANP officers. Cash payment of salaries leaves ample opportunity for corruption. The implementation of Electronic Funds Transfer to the ANP will limit the amount of hand-to-hand money transfers that must occur. This method of payment has already been implemented in several districts and will continue to grow.

While opportunity for fraud in ANP salary and payment remains, notably in "ghost" police officers who are counted on the payroll but do not serve, pay reform will yield additional improvements in recruiting and retention for the ANP. Table 5 illustrates the reform process for ANP pay rates. No ANP personnel are being paid "Pre-Pay Reform" salaries. As of November 2008, Pay Reform is continuing in the grades O-4 to O-6. Personnel at grade O-4 and above are being paid "Pay Reform" salaries; personnel at grade O-3 and below are being paid "ANA/ANP Pay Parity" salaries.

Table 5 – ANP Pay Reform

RANK	GRADE	Pre-Pay Reform	Pay Reform	ANP/ANA Pay Parity
LTG	O-9	$107	$750	$780
MG	O-8	$103	$650	$680
BG	O-7	$95	$550	$580
COL	O-6	$92	$400	$430
LTC	O-5	$88	$350	$380
MAJ	O-4	$83	$300	$330
CPT	O-3	$78	$250	$280
1LT	O-2	$69	$200	$230
2LT	O-1	$66	$180	$210
1st SGT		$62	$160	$190
2nd SGT		$62	$140	$170
3rd SGT		$62	$115	$145
1st PTRLMN		$70	$80	$110
2nd PTRLMN		$70	$70	$100

ANP Equipment

The ANP is equipped with light weapons, including AK-47s and 9mm pistols. Most police elements also have light machine guns. The ABP will be provided heavy machine guns later in 2008, in recognition of the increased threat and capabilities of enemy forces operating in the border regions. ANCOP units will also be provided heavy machine guns. Former Warsaw Pact weapons are provided through donations or through U.S.-funded purchases. Specialty organizations, such as CNPA and counterterrorism police receive equipment consistent with their mission.

The ANP is provided Ford Rangers as LTVs and International Harvesters as Medium Tactical Vehicles (MTVs). The ANCOP is currently fielded with LTVs and MTVs, but these will be replaced with a HMMWV or a similar vehicle before the end of 2008.

CSTC-A is building an Internet Protocol-based network and a wireless radio network for the ANP and the MoI. The networks will connect the five regional commands, all 34 provinces, and as many of the districts as possible. CSTC-A is also installing network and radio systems in Regional and Provincial Operational Coordination Centers that will be linked to the MoI National Police Coordination Center (NPCC) and the MoD NMCC. Based on current fielding plans, the networks will be completed by 2012.

ANP Assessment

Figure 18 illustrates progress in district AUP and specialized unit CM levels since the inception of the FDD program, with projections for 2009-2013. The goal for the ANP is 432 district AUP and specialized police units rated at CM1. Table 6 on the following page contains the current CM rating for ANP units as of December 2008.

Figure 18 – District AUP and Specialized Unit CM levels, February-December 2008, with Projections for 2009-2013

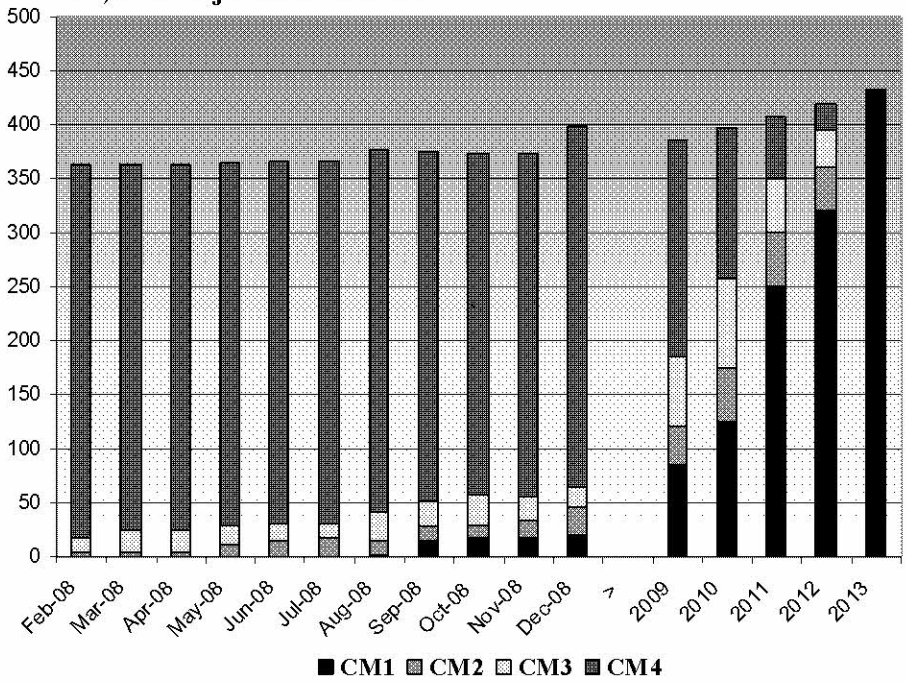

Table 6 - CM levels for ANP Units, December 2008

CM1	CM2	CM3	CM4
18	16	22	317

Although the ANP as a whole has not progressed as quickly as originally intended, the ANCOP has been a success story in ANP development. In August 2008, 10 of the 20 ANCOP battalions were fielded and performing exceptionally well, both in their support of FDD, and their primary role as the national quick reaction force in troubled areas. Overall, through the training and mentoring of ANCOP and their subsequent support to the FDD program, the overall number of ANP units at CMI increased from zero in February to 14 in September 2008.

Section 3: Governance

Governance in Afghanistan suffers from corruption and a lack of resources, human capital, and leadership. Violence and instability in much of the country hamper even good leaders' abilities to improve governance and provide basic services. The focus areas of the governance line of operation within the U.S. COIN strategy of "clear, hold, and build" include: the rule of law, capacity development and public service delivery, parliamentary strengthening, government accountability, and democracy and human rights. In accordance with the focus areas, U.S. governance assistance efforts focus on building capacity in the executive, legislative, and judicial branches; supporting sub national governance; fighting corruption; and promoting human rights.

3.1 Executive Branch

USAID serves as the lead U.S. agency for building executive branch capacity. Starting at the top, USAID programs work directly with the Office of the President, including the Office of Administrative Affairs, the Office of the Minister of State for Parliamentary Affairs, the Independent Directorate for Local Governance (IDLG), the Chief of Staff's Office, the National Security Council, and the Office of the Presidential Spokesman. USAID programs are building both technical capacity and core administrative competencies in priority ministries, including Education, Public Health, Finance, Communication and Information Technology, Energy and Water, Agriculture, Commerce and Industry and Public Works. A range of additional USAID programs are building capacity in the provinces, districts and municipalities.

3.1.1 Ministerial Capacity

Many Afghan ministries are characterized by poor leadership, a small amount of competent professional staff, and a process versus results-driven agenda. Common among ministries is an entrenched bureaucracy that emphasizes central control with decisions made at the top. Personnel management systems are a legacy of the Soviet occupation period with bloated staffing patterns, restrictive personnel policies prohibiting reductions in force, and restrictive salary policies prohibiting changes in pay structures based on merit or performance. Newer ministries, such as the Ministry of Rural Rehabilitation and Development (MRRD) lack the accumulated bureaucracy and have fewer legacy problems. Centralized authority limits the capacity for planning and implementation within the ministries in Kabul, and especially inhibits effectiveness at local levels. In this environment, effective senior leadership is critical. The lack of educated staff with experience in project management and converting concepts into actionable steps constrains the ministries' abilities to implement plans and deliver public services at all levels. As Afghanistan's culture is largely oral, detailed, written plans and processes are unfamiliar. Similarly, there is limited sense of accountability.

Donor assistance is both a resource and an obstacle. Ministries that receive more donor assistance are generally more successful. In such cases, as with the Ministry of Public Health (MoPH), the Ministry of Education (MoE) and the MRRD, donor program staff delivers improved levels of service. However, more than half of the MRRD professional staff is comprised of non-civil servants. Reliance on project versus ministry staff creates only a veneer of capacity. In this situation, service delivery is the primary focus at the expense of internal capacity building. Donor-driven solutions that lack sufficient understanding and buy-in among ministry staff are unlikely to be effectively implemented or sustained. Focusing on developing and training ministry staff will take longer, but it will ultimately provide greater capacity and give the GIRoA and the Afghans the ability to provide for their own reconstruction and

development. Ensuring ministry participation in projects to which they commit and understand will provide greater likelihood of successful implementation. Ministry leadership is critical, with senior ministry officials actively involved, communicating, and following-up with the implementing staff.

Technical staffing of ministries at the provinces and districts varies significantly among the districts, depending on the size of the district and level of security. Increased levels of security risks in the field have resulted in program suspension, with some partners reducing field visits. Between July and August 2008, the MRRD reported that 14 partners had suspended work in 1,090 communities in 30 districts in 15 provinces nation-wide due to security concerns.

The ministries most commonly represented at the local level are the MRRD, MoE, Ministry of Public Health (MoPH), and the Ministry of Agriculture, Irrigation and Livestock (MAIL), but they have minimal authority, and there is minimal coordination among them. It may be years before qualified staff can be recruited to fill needed positions due to scarcity of trained and experienced personnel. Ministry recurrent budgets barely cover salaries and benefits with little left to distribute for supplies and materials. Ministry-led capital projects are limited.

There are some bright spots in improving ministerial capacity. The MoPH made an early strategic decision to limit itself to a stewardship role and to rely on the well developed NGO community for service delivery. This partnership with NGOs enabled the MoPH, with the substantial and continuous engagement and support of USAID, to rapidly roll out programs within a government-established policy framework. In 2003, the MoPH established an internal management unit to serve as the interface between donors and the Ministry in managing donor investments for the implementation of the Basic Package of Health Services (BPHS) and the Essential Package of Hospital Services (EPHS). This greatly enhances MoPH capacity to manage the many large NGO service contracts, including participation in procurement and monitoring of USAID-funded agreements. The MoPH currently manages, both technically and financially, in conjunction with the Ministry of Finance (MoF), over $100 million of contracts and grants. Furthermore, strong leadership at the top provides vision for health service delivery in the country and effective donor coordination. Based on Ministry leadership and performance to date, USAID recently signed an agreement to provide up to $236 million over the next five years. The funding will be managed directly by the MoPH and the MoF, using GIRoA contracting and reporting systems.

The MoE has benefited from strong leadership over the past two years. The trend should continue with a new Minister of Education, who is a former Minister of Parliamentary Affairs and Cabinet Secretary, and a trusted confidant of President Karzai. The MoE is supported by numerous donor programs, led by USAID. The ministry has taken charge of coordinating donor activities and articulating the ministry strategy. There are many expatriate technical advisors supporting the ministry and its efforts to rebuild the network of local schools, reform of the curriculum, and the printing and distribution of new textbooks. While the central ministry appears to work well, it is hampered by a lack of trained local professional staff and a lack of resources for classroom materials and equipment. The provincial and district levels are under severe constraints due to the scarcity of trained teachers, especially female teachers. Donor funding of key staff has been important to the Ministry's success, and the resulting growth in school attendance (more than 6 million today, including 2 million girls) is a reflection of both effective leadership and coordinated donor and USAID support.

In contrast to the success stories of the MoPH and the MoE, the Ministry of Commerce and Industries (MoCI) is an example of a highly centralized command structure with poor performance. It is burdened with a cadre of political appointees and civil servants who owe their jobs to patronage. They spend their time protecting a set of bureaucratic procedures

created to administer an industrial base within a Soviet-style command economy. Senior leaders acknowledge the need for a market economy, but lack the understanding and the will to re-engineer the ministry into an enabler and a regulator of the private sector. Rather than provide direction and leadership for donors, it exploits minor differences among donors on policy priorities to stall progress on economic reform. USAID supports the MoCI in commercial law reform, including a new Central Business Registry, and in trade policy and reform, but has scaled back the overall level of advisory services. USAID also works with other donors, especially the British and Germans, to coordinate technical assistance and mitigate gaps in the leadership of the MoCI.

The management and operational capacity of the Ministry of Energy and Water (MEW) and DABM/DABS, the national electric utility, is extremely weak due to an aging labor force and an acute shortage of educated young people to enter the skilled labor, technical, and professional ranks due to the devastated educational system. The absence of a functional and financially solvent national electric utility constrains the MEW's and DABM's ability to carry out policy development and energy sector management functions. In Kabul alone, the national electric utility loses almost $150 million per year due to aging infrastructure, poor revenue collection, and illegal connections. However, USAID has begun a new program to commercialize the operations of DABM; outsource the operations, maintenance, billing, and collections to an international operating contractor; and install $14 million worth of meters and other cost recovery technology. This is expected to reduce system losses by almost two-thirds in the next few years and ultimately put the Kabul system on a "pay-as-you-go" basis.

The Ministry of Agriculture, Irrigation and Livestock (MAIL), although undertaking reforms, is saddled with a bloated workforce, an inability to realign and retrench staff due to political interference from senior government officials, poor pay scales, and embedded corruption. Local MAIL representatives do not have the working vehicles, the fuel to run the vehicles, or the materials and equipment necessary to get out and provide services in the field. The only way for field staff to work with constituencies is to tag along with donor project implementation staff carrying out field activities. MAIL will undoubtedly benefit from President Karzai's recent cabinet shakeup. The newly-appointed Minister is transferring from MRRD where he led the well-regarded National Solidarity Program, among other efforts.

CJTF-101 has held regular Key Leader Engagements with ministerial officials since April, 2008, in pursuit of improving governance and rule of law in CJTF-101's Area of Operations. CJTF-101 has assisted the Ministry of Education increase its capacity by creating a logistics working group to deliver textbooks, and has assisted similar logistical development with the MoD and MoJ. CJTF-101 PRTs hold quarterly Continuing Legal Education (CLE) on topics such as commercial law, criminal law, civil rights for justice sector officials. The attendees are employees of the MoJ and Ministry of Interior (judges, attorneys, prosecutors, and senior corrections and police officials). CLE increase the professional capacity of the Ministries at the provincial and district levels.

The Department of the Treasury, with USAID funding, is providing direct technical assistance to the financial intelligence unit at Afghanistan's central bank. The assistance has covered financial sector oversight, supervision and enforcement as well as guidance in the registration of money service businesses.

Sub-national Government

Through the Five-Year Strategic Work Plan, the IDLG, led by Director Jilani Popal, has established targeted improvement priorities including:

- Development of transparency and accountability in governance institutions;
- Creation of clear appointment procedures and criteria for governors;
- Formulation of a Code of Conduct for governors and their staff;
- Establishment of mechanisms for the enforcement of the Rule of Law; and,
- Raising awareness of the Constitution, governance principles, and the roles of institutions.

The Independent Directorate for Local Governance (IDLG)

The IDLG was established by presidential decree in 2007 and is tasked with improving the capacity of sub-national government entities and strengthening links between Kabul and provincial and district authorities. While Governors and district administrators were once answerable to the Ministry of Interior, they are now held accountable by the IDLG. Since its establishment, IDLG has handled the appointment process of sub-national leaders. The IDLG has developed initial evaluation criteria for Provincial and District Governors. Evaluation is based on: loyalty to the constitution; public communication and public relations skills; management skills; lack of criminal history/drug charges; and ability to attract development projects. Provincial Governors are monitored on a monthly basis and replaced/shifted as necessary.

The IDLG has drafted a Sub-national Governance Policy that, once approved, will provide tangible means for addressing these priorities. The IDLG is currently focusing on developing the capacity of District Governors and establishing review mechanisms for them. The IDLG has begun bringing groups of District Governors to Kabul for a three-day training and review session. During these sessions, District Governors receive a presentation on the Five-Year Strategic Work Plan; participate in capacity building workshops; consult with the IDLG on policy issues; have an opportunity to present grievances, and receive a review of their performance. District Governors are interviewed and those that do not meet the standard evaluation criteria will likely be replaced. IDLG is attempting to identify the best district governors while gradually removing the worst. Some have already been dismissed.

Another important initiative of the IDLG has been its program to assist provincial stakeholders in producing the next iteration of their Provincial Development Plans (PDP), a list of prioritized development projects to be considered and possibly funded by central government authorities. In advance of the deadline for the PDPs to be submitted to Kabul, the IDLG held a series of province-by-province consultations to help ensure adequate local consultation and improve the quality of the plans submitted. Another IDLG program about to be implemented in three provinces (besides a pilot launch in Wardak Province) is its "Afghanistan Social Outreach Program." A central component of the program is the temporary establishment of special councils of notables to better link local authorities to the population, with improved security as the principal goal. While this and other IDLG proposals appear promising, some questions have been raised as to their potential effect on existing local councils or other grassroots programs.

CJTF-101 encourages justice sector officials at provincial and district levels to be leaders in their community. Through its Key Leader Engagements, and cooperation with justice sector officials in development of needed infrastructure, CJTF-101 is facilitating the professional development of the provincial level and district level justice sector.

3.2 Legislative Branch

The ANDS describes its objective of empowering the National Assembly as follows: "To enhance the capacity of the National Assembly in discharging legislative, oversight, transparency and accountability functions." The National Assembly has made some progress towards these goals and is beginning to operate as an increasingly independent body. The National Assembly overturned Karzai's vetoes on several bills in the fall of 2008. This was the first time they had exercised their authority to do so. The move demonstrates the Assembly's growing institutional maturation and an important demonstration of the checks and balances among the branches of government.

As do other parts of the government, the National Assembly suffers from corruption and a lack of trained human capital. U.S. assistance to the National Assembly includes direct assistance to five parliamentary commissions, establishing a Parliamentary Institute which will be the focal point for long-term technical training of members of parliament and parliamentary staff, and strengthening parliamentary budget oversight and analysis.

In June 2008, the House Democracy Assistance Commission, in collaboration with DoD and the Near East South Asia Center for Strategic Studies, hosted a delegation of eleven members of the Afghan National Assembly. The delegation met with members of the U.S. Congress and observed DoD testimony to the House of Representatives Appropriations Committee.

3.3 Judicial Branch

The ANDS sets out four Rule of Law objectives to be met by the end of 2010. The objectives include:

- The legal framework required under the constitution, including civil, criminal and commercial law, will be put in place, distributed to all judicial and legislative institutions and made available to the public.
- Functioning institutions of justice will be fully operational in each province of Afghanistan, and the average time to resolve contract disputes will be reduced as much as possible.
- A review and reform of oversight procedures relating to corruption, lack of due process and miscarriage of justice will be initiated by end-2006 and fully implemented by end-2010; by end-2010, reforms will strengthen the professionalism, credibility and integrity of key institutions of the justice system.
- Justice infrastructure will be rehabilitated; and prisons will have separate facilities for women and juveniles.

In support of these objectives, the U.S. and its Allies continue to build the capacity of the judicial system in Afghanistan. The GIRoA continues to advance narcotics prosecutions under the Central Narcotics Tribunal (CNT) and Criminal Justice Task Force (CJTF) in Kabul. Since March 2005, when the CJTF was established, it has investigated and prosecuted more than 1,200 cases involving 1,600 defendants from 33 provinces for narcotics-related crimes; 1,450 defendants were convicted. From January to June 2008, the CJTF registered 944 kg of seized heroin and 61,500 kg of seized opium, 265,326 kg of hashish and 18,944 kg of precursor chemicals. From January to June 2008, the Central Narcotics Tribunal ruled on 125 cases, finding a total of 151 people guilty and acquitting 52. The Appeals court ruled on 118 cases, finding 160 people guilty and acquitting 29. With the recent addition of two prosecutors, DoJ continues to build anti-corruption capacity within the CJTF and Attorney General's Office (AGO). The Department of Justice (DoJ) has six senior Assistant U.S. Attorneys as Senior

Legal Advisors and three senior experienced criminal investigators assigned to Kabul to assist in law reform and training and mentoring. Security remains a key issue for the CNT. On September 4, 2008, the Chief Judge of the CNT was murdered.

There are five U.S. agencies primarily involved in building Afghanistan's justice system: the Bureau for International Narcotics and Law Enforcement Affairs (INL) at the DoS, USAID, the DoJ, the Drug Enforcement Administration (DEA), and DoD. These agencies and their programs are coordinated through the U.S. Embassy Special Committee on the Rule of Law (SCROL), chaired by the U.S. Rule of Law Coordinator. In Washington, rule of law policy development is coordinated through the Afghanistan Justice Coordination Group, chaired by the Assistant Secretary of State of the INL.

Achievements in building Judicial Capacit, 2002-November 2008

- 40 provincial courthouses & justice facilities constructed or renovated
- 744 sitting judges trained (including 40 women) - over 50 percent of the judiciary
- All laws passed in the country since 1964 have been published

U.S. assistance to the Justice sector has gradually grown over the years, with an FY2007 budget of $67.35 million ($55 million in International Narcotics Control and Law Enforcement (INCLE) funding and $12.35 million in USAID funding) and an FY2008 budget of $92 million ($68 million in INCLE funding and $24 million in USAID funding). This level of funding, not including the substantial contributions made by DoD to establishing the rule of law, makes the U.S. the largest donor to the Afghan justice sector. The GIRoA estimates the price tag for implementing the National Justice Program to be about $600 million over five years, which may be a low estimate considering rising security costs.

Efforts to build Judicial Capacity

USAID is working to improve legal education in Afghanistan through the USAID-funded Afghanistan Rule of Law Project (ARoLP). USAID successfully achieved adoption of a standard core curriculum for both the Law and *Sharia* Faculties at Kabul University. USAID will complete syllabi and teaching materials for seven of the standard curriculum's core courses by January 2009. USAID provided training in teaching methodology, legal writing, computer research, and legal English to members of the Law and *Sharia* Faculties of Kabul University and three regional universities. The ARoLP also offers intensive legal English courses for law and Sharia students and professors.

USAID has a multifaceted program of judicial training reaching both judicial candidates and sitting judges. This includes: (1) a 12 month "Stage" training for judicial candidates, (2) a four-week "Foundation Training" for sitting judges, and (3) a "train the trainer" program to establish a cadre of judicial trainers within the Supreme Court. USAID expects to have provided training to 100 percent of the sitting judges (currently 1,280) by the end of 2008. As of September 2008, 744 had been trained.

The ARoLP has developed a series of 11 Afghan Supreme Court-approved judicial training courses in key legal areas for use by the Supreme Court or other organizations providing judicial training. The training courses include the following subjects: *Regulation of Judicial Conduct; Afghan Constitutional Law; Commercial Law; Criminal Law-General Principles; Private Penal Law-Elements of Crimes; Commercial Procedure; Work of the Judge; Legal Research; Criminal Procedure; Special Criminal Laws; and Volume One of the Civil Code-Family Law.* By January 2009, these training courses will be compiled into bench books and distributed as a reference to every judge, university, and justice-sector related government ministry in Afghanistan.

USAID is assisting the Supreme Court inventory its infrastructure and prioritize current and future construction and refurbishment projects to be undertaken by USAID, the World Bank, and other donors.

The Afghanistan Court Administration System (ACAS) received Supreme Court approval and will be implemented in every court in Afghanistan by December 2008. The ACAS is an ARoLP initiative which simplified and standardized the way case information is filed and managed in Afghanistan's courts. The ARoLP is also working with the Supreme Court to improve its management capacity, focusing on structural reform that will bring the court's human resources and administrative policies and procedures in-line with the goals set forth for the judiciary in the ANDS.

A new law library for all legal professionals has been established at the Independent National Legal Training Center in Kabul. ARoLP is developing a 4,000-term Dari-Pashto legal dictionary, and has uploaded all of Afghanistan's laws online to the MoJ's website[15] and to the ARoLP's own online law repository[16].

As part of its effort to increase awareness of legal rights among the Afghan populace, the ARoLP has, as of September 2008, designed, printed, and distributed over 3.3 million legal awareness brochures and broadcast more than 20 radio and television programs with messages in Dari and Pashto explaining the constitution and the roles and responsibilities of the justice sector. The ARoLP's district-level activities are supported by 32 community cultural centers in Kapisa, Panjshir, Parwan, and Wardak provinces, with a 33rd planned for Baghlan province before January 2009. The ARoLP also supports five International Legal Foundation of Afghanistan (ILF-A) offices in Badghis, Baghlan, Bamian, Sar-e Pol, and Paktya provinces that provide legal aid assistance to Afghans who cannot afford their own defense. A sixth ILF-A office in Helmand will receive ARoLP assistance before the end of 2008.

Capacity building in civil law, particularly land and commercial law is a priority for the Afghan judicial system. Land disputes are one of the most common civil court cases in Afghan courts and pose problems for the justice system. Land disputes are exacerbated by lack of clarity as to who is responsible for land right and a lack of a trained cadre of professionals knowledgeable about the subject. Currently, the MoJ lacks the skills, training, and support staff to evaluate and review land disputes. Commercial law is another area that suffers from a lack of trained judicial personnel. The ARoLP conducts a series of four-week commercial law and dispute resolution training programs for judges, provides a seminar series on commercial law for government officials, and has assisted various ministries in drafting commercial laws including a new law on the enforcement of judgments. In 2009, USAID assistance to the commercial courts will increase, beginning with building the capacity of the existing commercial courts, producing a better legislative framework for commercial legal issues, and increasing the confidence of domestic and foreign investors. Furthermore, USAID's land titling and economic restructuring project has compiled and digitized existing land title documents to create a registry for land titles that will continue to expand in the coming years. The Afghan Independent Bar Association concluded its introductory session on July 27, 2008.

In late 2008 and early 2009, CJTF-101 will work with USAID and several NGOs to assist in a pilot land tenure program in certain districts to encourage a regular method of establishing land titles and train the local Hoqooq, or traditional dispute resolution mechanism, to mediate disputes.

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[15] www.moj-research.gov.af
[16] AfghanTranslation.com

INL's Administration of Justice Program receives more funding for the justice system than any other U.S. Government agency and is primarily concerned with building and reforming the criminal justice and corrections systems. The major assistance platform to support this program is the Justice Sector Support Program (JSSP), which began in mid-2005. The JSSP is tasked with building and reforming Afghanistan's criminal justice system through training and mentoring, with a focus on prosecution and defense services, capacity building in the Attorney General's Office and the Ministry of Justice, and access to justice and gender justice issues. The JSSP supports 30 U.S. justice advisors (prosecutors, judges, defense attorneys, and criminal justice systems experts) and 30 Afghan legal consultants. In only a few years, JSSP has established robust advisor teams outside of Kabul to address the needs of four key provinces (Herat, Balkh, Konduz and Nangarhar). JSSP provincial teams conduct police-prosecutor training and mentoring and, working closely with the FDD program, will soon establish a new training program to improve judicial capacity at the district level. The program continues to expand, and a new team is being established in Paktya province this fall. As part of its capacity building efforts, JSSP plays a central role in the establishment of new Afghan and international bodies that will guide implementation of the National Justice Sector Strategy.

INL also supports several smaller initiatives, including: (1) a grant to the University of Washington—Seattle, which brings Afghan law professors to the United States to earn certificates and Master of Laws (LLM) degrees; (2) a grant to the International Association of Women Judges (IAWJ) to support women in the legal profession; (3) an agreement with the United States Institute of Peace (USIP) to focus on linkages between the formal and informal justice systems; (4) contributions to two multilateral trust funds to address disproportionately low salaries for judges, prosecutors, and corrections personnel; and (5) funding to support three field offices of the Provincial Justice Coordination Mechanism. INL also funds six Assistant U.S. Attorneys as part of the DoJ Senior Federal Prosecutors Program in Afghanistan.

CJTF-101 PRTs are implementing rule of law initiatives in its area of operations in RC-East. CJTF-101 PRTs have worked with the U.S. Embassy, USAID, and the GIRoA to:

- Provide legal training;
- Distribute legal texts;
- Produce and distribute civics learning materials,
- Produce radio and print materials to inform Afghan citizens of their rights under the 2004 constitution; and,
- Provide infrastructure support to improve provincial and district level judicial systems.

The Task Force Brigade Judge Advocates of CJTF-101 hold regular meetings with provincial-level chief judges and other justice sector leaders in their area. These meetings encourage cooperation between the Task Forces and the local justice systems, allowing the justice sector officials to communicate their concerns about training, infrastructure, and the security of judges and courts.

Continuing Legal Education (CLE) is a wide-ranging program implemented by CJTF-101 PRTs that is intended to improve the capacity of the judicial system in Afghanistan. CLE focuses on topics of immediate concern to justice sector officials and judges on practical application of civil and criminal law. The curriculum includes civil law training, including commercial law, land disputes, gender justice, and human rights. CJTF-101 PRTs have conducted CLE training for several hundred judges in their area of responsibility.

Security is a major concern for judges. Most district-level judges do not operate out of the district courts, but instead reside in secured provincial capitals. This puts average citizens at a distance from the judicial process and reduces trust in the formal justice system. District

judges are left far removed from their jurisdiction. The Khowst Justice Center, a secured justice sector compound in Khowst Province built by CJTF-101 PRTs, represents a significant improvement in criminal law enforcement. By providing a secure environment in which to administer justice, the Khowst Justice Center brings the judicial system closer to the population.

Correctional Facilities

The prison system in Afghanistan is in urgent need of reform. All provincial prisons in Afghanistan are under-funded, under-staffed, and under-maintained. Existing staff suffer from a lack of training. In many of the prisons the conditions are inhumane and inmate escapes are frequent. Most prisons in Afghanistan lump pre- and post-trial prisoners together and do not abide by any standards of the U.N. or the International Committee of the Red Cross (ICRC). The U.S. is developing a prison reform strategy and a review of prisoner sentences and conditions to ensure that prisoner rights are met.

To address the shortfalls of provincial prison capacity, the DoS INL Corrections Systems Support Program (CSSP) currently has a hybrid prison pilot program in Wardak and Bagram. The hybrid prisons blend traditional and modern materials and were designed in collaboration with Afghans. Construction on the pilot hybrid prisons is expected to begin in late 2008 or early 2009. The cost of each hybrid prison is between $600,000 and $2 million, with majority expected to cost between $1.5 to 2 million. The total estimate of building hybrid prisons in all 34 Provinces is $100M. In addition, CSSP supports more than 30 U.S. corrections advisors in Kabul, Heart, Balkh, Nangarhar and Paktya provinces. This support is focused on four areas: training and mentoring, capacity-building, infrastructure support, and operations and maintenance for the Counternarcotics Justice Center.

The U.S. is working with international partners to refurbish the Pol-e-Charki prison outside of Kabul. Phase one of the Pol-e-Charki rehabilitation is underway, as of December 2008, with United Nations Office of Drug Control (UNODC) funding. As of December 2008, DoS is preparing to issue a request for proposal for the second phase of refurbishing, funded by DoD and DoS. The first phase of the refurbishment entails substantially renovating and securing the front gate and renovating the sixth wing of the prison to provide suitable living space for prisoners while their respective detention areas are under renovation. The second phase entails renovation of the central corridors of the facility, two detention blocks, and the kitchen.

3.4 Anti-Corruption Efforts

Corruption remains a significant problem in Afghanistan and erodes the legitimacy of the GIRoA. Public corruption remains pervasive in Afghanistan and the GIRoA is widely viewed as extremely corrupt among the Afghan populace. Furthermore, this corruption undermines international reconstruction and development efforts. According to a document prepared by the World Bank[17] just prior to the Paris Donor Conference in June 2008, the country's ranking in Transparency International's corruption perception index has dropped from 117th out of 159 countries surveyed in 2005 to 172nd of 180 countries in 2007. Based on available survey evidence, most Afghans perceive that bribes must be paid in order to obtain services from the government. Much of the public may be willing to tolerate petty corruption on the part of poorly-paid government officials trying to make ends meet, but corruption is commonly perceived to have become organized and entrenched, involving corruption networks

[17] "Fighting Corruption in Afghanistan;" June, 2006; World Bank

with people at all levels involved and those at the top reaping large rewards. An Asia Foundation survey[18] released in October 2008 said Afghans are increasingly pessimistic about their country, and corruption was cited as one of the top challenges. Much of the aid promised at the Paris Conference is contingent upon progress in fighting corruption.

The ANDS states that the GIRoA is committed to controlling corruption and promoting transparency and accountability through establishing new and effective preventative mechanisms. Some progress has been made towards building these mechanisms. In July 2008 a commission under Chief Justice Abdul Salam Azimi released a report on corruption in Afghanistan. The Azimi Commission report identified the primary causes of corruption in the country and laid out a strategy to fight corruption. As a result of the recommendations in the report two new anti-corruption bodies were established in August, 2008. The first, the High Office of Oversight, is an independent oversight body charged with implementing the Azimi Commission strategy. The second, the Anti-corruption Unit, was established within the Attorney General's office and is an investigative and prosecutorial body. Mohammed Ozmani, head of the High Office of Monitoring has requested technical and material assistance from the U.S. to ensure that his organization achieves its mission.

The Afghan Parliament passed the Law on Monitoring the Implementation of the Anti-Administrative Corruption Strategy in August 2008. The law increases ministerial transparency and accountability, tightens contracting laws, and increases legal access to information on the assets of high-ranking individuals.

These recent initiatives have provided the strategy and infrastructure for decreasing corruption throughout the country. The IDLG continues to work against corruption in Afghanistan. As of yet there has been little tangible improvement, however the international community is guardedly optimistic.

CJTF-101 Brigade Judge Advocates raised the issue of corruption in the meetings with justice sector officials and include ethics and laws prohibiting corruption in their CLE. CJTF-101 also supports the efforts of the Afghan Bar Association in its professional development of attorneys in order to encourage adherence to judicial and legal ethics. USAID and the Supreme Court have been working on a plan to reform the court's non-judicial personnel structure as part of the Priority Reform and Restructuring process (PRR) mandated by the Independent Civil Service Reform Commission. Once implemented, the PRR process will establish a new pay and grade system for non-judicial personnel that will curb corruption by offering employees fair, merit-based salaries. USAID and the Supreme Court are also working to improve the salaries of judicial personnel and judges in an effort to reduce corruption.

3.5 Human Rights

The U.S. and its international allies are working to improve human rights in Afghanistan. Government repression and armed groups prevent the media from operating freely and individuals from openly discussing religion. The Taliban purposely targets girls' schools and female teachers in order to discourage female education. Sayed Pervez Kambakhsh, a student and a journalist, was arrested and sentenced to death in January 2008 for blasphemy after he distributed information to classmates questioning the treatment of women under Islamic law. In October 2008 his appeal was heard in Kabul and his original death sentence was commuted to a twenty-year term of imprisonment. His case is now being appealed to the Supreme Court. In January 2008, an American aid worker was kidnapped and possibly killed by insurgents because they believed she was engaged in religious proselytism.

[18] "Afghanistan in 2008: A Survey of the Afghan People", October 2008, The Asia Foundation

In September 2008, the Afghan Parliament overturned a presidential veto on a law that could provide for increased government control of the media, a broad interpretation of banned categories of content, and limit constitutionally guaranteed freedoms of speech and religion. The government could use the law to intimidate media and significantly control content. While the law professes to recognize the importance of a free media, it remains to be seen how it will be implemented and enforced.

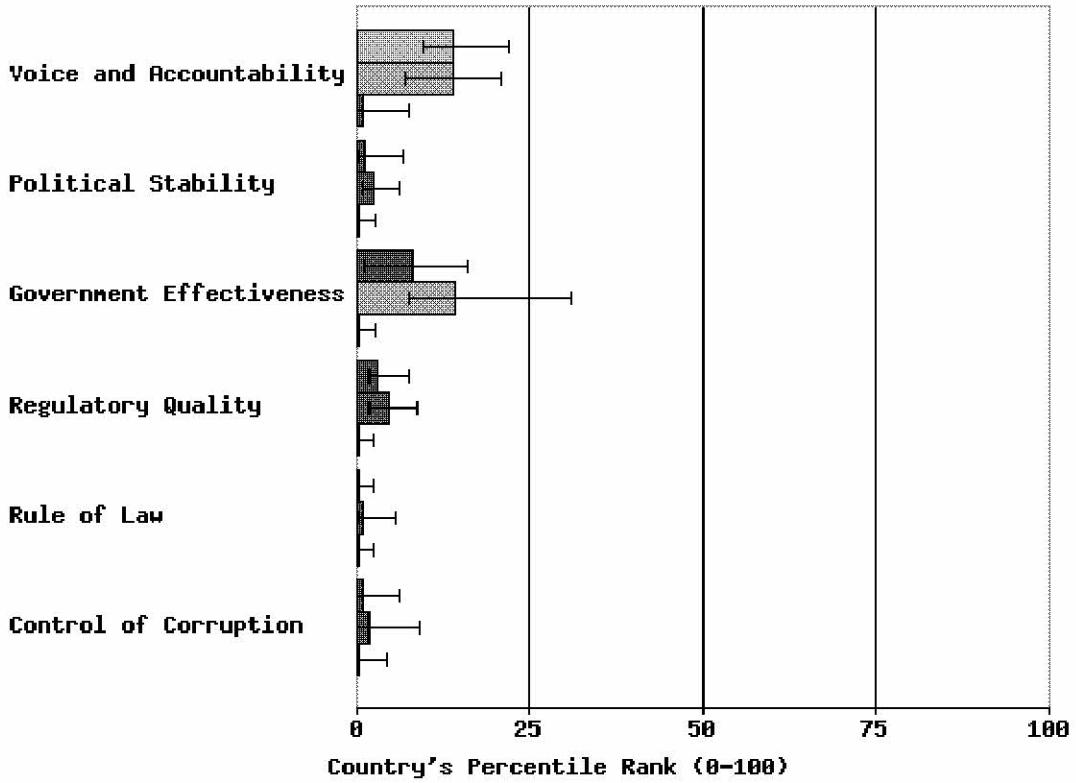
USAID's *Women's Rights under Islam Program* is designed to increase Afghans' knowledge of women's rights. By the end of FY2008, the ARoLP has conducted more than 120 public dialogue events on women's rights in 23 provinces with the help of its 45-member women's rights consultative group made up of religious and academic experts, government officials, and civil society representatives. In most cases, these public dialogue events provided the first opportunity for many participants to discuss women's rights issues openly with peers. Print, television, and radio public outreach materials on women's rights and women's access to justice have been distributed throughout the country while the ARoLP's women's rights consultative group members have broadcast live radio call-in shows and televised roundtables on women's rights. The group completed a national assessment of human rights, which showed that the Afghanistan Independent Human Rights Commission is gaining respect among the Afghan population. The women's rights consultative group also conducted an assessment of women's access to justice, which found that that many women do not know or understand the law, have little knowledge of their rights under the constitution, and do not know where to go for legal assistance. As a result, the ARoLP is planning to conduct a pilot public outreach project in Nangarhar province in late 2008 to increase awareness of women's access to the formal justice sector. Another 2008 ARoLP survey showed that some progress has been made on women's rights and Islam in Afghanistan. However, much remains to be done. USAID will expand its work on women's rights with an increased emphasis on increasing women's access to justice through legal rights education in rural areas in cooperation with the MoJ and AIHRC, and the support of legal aid centers targeting women's rights.

CJTF-101 includes human rights in its CLEs and focuses on gender justice within its area of operations. In early October 2008, CJTF-101 held a Parwan-Kapisa provincial conference to address social justice and family issues. The conference concentrated on decreasing forced marriages, including forced marriages of underage women. CJTF-101 has used popular media to increase awareness of human rights through publication and distribution of USAID comic books, radio spots, and television spots focusing on crimes against children and forced labor. The U.S. Ambassador to Afghanistan and other senior U.S. officials regularly emphasize the importance of human rights to the Afghan leadership.

3.6 Governance Indicators

In August, 2008, the World Bank released a report of country governance indicators. Figure 19 represents a comparison of governance indicators, as assessed by the World Bank, for Afghanistan for the years 2000, 2004, and 2007. The chart shows the percentile rank of Afghanistan on each governance indicator as compared to the rest of the world. Percentile rank indicates the percentage of countries worldwide that rate below, or are worse than, Afghanistan. Higher values indicate better governance ratings. The margin of error is indicated by the black line. Governance categories include Voice and Accountability, Political Stability, Government Effectiveness, Regulatory Quality, Rule of Law, and Control of Corruption. The findings are presented in a top to bottom order; for each category 2007 is the top bar, moving down to 2004 and 2000. According to the World Bank assessment, governance in Afghanistan receded in all categories except Voice and Accountability between 2004 and 2007.

Figure 19 – World Bank Governance Indicators for 2007, 2004, and 2000 (top-bottom order)



Source: Kaufmann D., A. Kraay, and M. Mastruzzi 2008: Governance Matters VII: Governance Indicators for 1996-2007

The annual Failed State Index, published by the Fund for Peace, indicates worsening governance in Afghanistan between 2006 and 2008. The Index rates countries in 12 categories under three sectors, including social indicators, economic indicators, and Political/Military indicators. The ratings for each category are on a scale of 1 to 10, with 10 being the worst. According to the Fund for Peace, between 2006 and 2008 Afghanistan worsened in eleven of the twelve social, economic, and political/military governance indicators. Table 7 shows their findings.

Table 7 – Fund for Peace Failed State Index Indicators for Afghanistan, 2006-2008

		Social				Economic		Political/Military					
	Total Score	Demographic Pressures	Refugees & Displaced Persons	Group Grievance	Human Flight	Uneven Development	Economy	Legitimacy of the State	Public Services	Human Rights	Security Apparatus	Factionalized Elites	External Intervention
2006	99.8	7.9	9.6	9.1	7.0	8.0	7.5	8.3	8.0	8.2	8.2	8.0	10.0
2007	102.3	8.5	8.9	9.1	7.0	8.0	8.3	8.8	8.0	8.2	9.0	8.5	10.0
2008	110.6	9.0	9.0	9.8	9.3	8.5	7.8	9.4	8.5	9.6	9.9	9.8	10.0

Section 4: Economic and Social Development

4.1 Afghanistan National Development Strategy (ANDS)

The Afghanistan National Development Strategy (ANDS) is a comprehensive five-year plan for meeting the objectives set out in the Afghanistan Compact and the Millennium Development goals. The ANDS represents the strategy by which the Afghan people and the GIRoA, with the support of the international community, will address the major challenges facing the country. The ANDS addresses security, governance, and development needs. The U.S. strategy for reconstruction and development in Afghanistan described in Section 1 of this report supports the ANDS.

The ANDS seeks to strengthen Afghanistan's emerging private sector through improved economic governance, but it also heavily emphasizes key economic enablers such as security, governance, rule of law, and human rights. Within its sectoral strategies and cross-cutting issues, the ANDS addresses several key economic sectors, including infrastructure, natural resources, agricultural and rural development, and counter-narcotics.

The ANDS comprises strategies for 18 sectors, divided into eight pillars: 1) security, 2) governance, 3) infrastructure and natural resources, 4) education and culture, 5) health and nutrition, 6) agriculture and rural development, 7) social protection, and 8) economic governance and private sector development. It includes strategies for 6 crosscutting themes: 1) capacity development, 2) gender equity, 3) counter-narcotics, 4) regional cooperation, 5) anti-corruption, and 6) environment.

The ANDS sets as its objective an average of over eight percent annual growth in real GDP between 2008 and 2013. Given the staggering challenges of developing Afghanistan from an extremely low level of economic and social development, effective implementation of the ANDS will require significant long-term donor financing and political support to ensure its benchmarks, indicators, and overall objectives are realized. Implementation of the ANDS is being coordinated by the ANDS Secretariat and supervised by the ANDS Oversight Committee, comprised of seven cabinet ministers.

The ANDS was accepted by the World Bank and the International Monetary Fund as a viable poverty reduction strategy to support the two institutions' lending programs to Afghanistan.

4.2 Interagency and International Coordination

U.S. Interagency coordination of reconstruction and development and other efforts in Afghanistan is accomplished through a series of hierarchical working groups. A new plan or initiative receives input and direction from working groups comprised of representatives of all of the relevant U.S. Government agencies involved with the issue. In the initial stages, a plan or initiative is developed at the action-officer level in sector or area-specific Afghanistan Working Groups. Once an initial plan or initiative has been developed, it is sent to an Afghanistan Interagency Operations Group (AIOG), a director-level body. The AIOG is followed by the Afghan Steering Group (ASG), a Deputy Assistant-level body. The ASG is followed by a Deputy's Committee (DC), a Deputy Secretary-level deliberating body. The DC is followed by the Principal's Committee (PC), which is chaired by the Deputy National Security Advisor for Iraq and Afghanistan and is a Secretary-level body. Finally, the PC is followed by meetings of the National Security Council (NSC), chaired by the President, which provides final input to and approval of all initiatives and plans implemented in Afghanistan.

On March 7, 2008 Kai Eide was appointed as the Special Representative of the United Nations Secretary General (SRSG). In his capacity as SRSG, Ambassador Eide coordinates the

efforts of the international donor community. Ambassador Eide serves as the lead authority in the international community for implementation of the Afghanistan Compact and the Afghanistan National Development Strategy. His assigned task is to direct all United Nations missions and programs in Afghanistan and to work closely with NATO-ISAF, the European Union, and individual nations contributing to development and reconstruction in Afghanistan. By improving coordination among international contributors, the SRSG position has the potential to help avoid duplication of effort, mobilize new resources, and bring the efforts of the international community to bear in all provinces of Afghanistan. As of November 2008, the office of the SRSG has been hampered with inadequate staffing and a lack of authority. The United States has advocated for increasing the capacity of the SRSG in Afghanistan through diplomatic channels.

The SRSG co-chairs, along with an Afghan Government representative, the Joint Coordination and Monitoring Board (JCMB), the high-level international body responsible for overseeing the implementation of the Afghanistan Compact and the ANDS. The JCMB coordinates the efforts of all partners involved in reconstruction and development, and reports the results to the Afghan President, the National Assembly, and the UN Secretary General as well as to the international community and the public. The JCMB consists of seven representatives from the Afghan government and 21 representatives of the international community. The seven GIRoA representatives are members of the Afghanistan National Development Strategy Oversight Committee. The international community is represented by SRSG (Co-chair) and representatives from the United States, the United Kingdom, Japan, Germany, the European Union, India, Pakistan, Iran, China, Saudi Arabia, Turkey, Russia, ISAF, Canada, the Netherlands, Italy, France, the World Bank, and the Asian Development Bank. The U.S. Ambassador represents the United States on the JCMB.

Another effort to increase international coordination of reconstruction and development efforts is the RC-South Civilian-Military Planning Cell, described in section 2.2 of this report.

4.2.1 Paris Conference

On June 12, 2008, over 70 nations met in Paris for the International Conference in Support of Afghanistan. At the conference, President Karzai announced that implementation of the ANDS would cost approximately $50 billion over the next five years. This is a broad estimate; the final cost could run significantly higher. Conference attendees pledged over $20 billion dollars in aid to Afghanistan, though not in direct support of the ANDS, as the pledges included funds pledged previously. The U.S. alone pledged over $10 billion. In contrast, at the London Conference in 2006, total pledges amounted to just over 10 billion.

Because future U.S. spending on reconstruction and development will be entirely conditions-based, it is not possible to provide are reliable estimate of a long-term reconstruction and development budget.

4.3 Food Assistance

In 2008, global climatic and economic conditions produced worldwide food shortages and record-high food prices. In the same year, Afghanistan faced its most severe drought since 2000. For the 2008/2009 growing season, the U.S. Department of Agriculture (USDA) forecasts wheat production at 1.5 million tons, the same amount produced in 2000[19], down 2.3 million tons (60 percent) from last year. Retail wheat prices remain high and are nearly triple the five-year average price in major cities.

[19] See chart on page 65

On July 9, 2008, the Afghan Government and the United Nations Assistance Mission to Afghanistan (UNAMA) announced a 12-month emergency appeal for the amount of $403 million to support the country's most food insecure, 200,000 metric tons (mt) of wheat, and resources to increase agricultural production, nutrition support, and other related emergency assistance. The U.S. responded with 155,000 mt of wheat, all of which had reached Afghanistan by October 2008. Since October 2007, the U.S. Government has contributed 192,000 mt of food and commodities worth $205 million to improve food security in Afghanistan. USAID is planning on shipping a further 50,000 mt of food aid in FY2009.

The Office of Food for Peace (FFP) and the USAID/Afghanistan Mission awarded a $10 million per year program for three to five years to address the needs of food security in Ghor province. Goals of the project include:

- Working with 25,000 farmers to increase their household incomes through improved agriculture production and marketing opportunities.
- Improving health practices of 80,000 pregnant and lactating women
- Reducing the malnutrition rates of 233,000 children under five years

In FY2008, USDA provided Afghanistan food assistance through Food for Progress and the McGovern-Dole International Food for Education and Child Nutrition (FFE) Programs. Under Food for Progress, USDA has awarded two grants—one to the Government of Afghanistan and one to Roots of Peace—totaling $23.6 million. Combined, the two grants will provide 11,500 mt of soybean oil to be sold to support food programs in Afghanistan. In addition, USDA will also be providing a $10 million allocation for a school feeding program to be implemented by the World Food Program.

4.4 Reconstruction and Development

4.4.1 Economic and Social Indicators of Progress

Economic and social indicators of progress are difficult to define. The CIA World Factbook estimates the population of Afghanistan to be 32,738,376. However, Afghanistan is a data poor environment and there has not been a census in Afghanistan since 1979. Despite the lack of reliable data, certain key economic and social indicators can provide an estimate of the status reconstruction and development in Afghanistan. This report provides data on unemployment rates, poverty rates, communications, energy, agriculture, health, and education. When available, historical data is provided to demonstrate trends over time.

Poverty Levels and Unemployment

Table 8 - Poverty Levels and Unemployment, September 2008

Unemployment Rate	**40 percent**
Population below the poverty line	**53 percent**

Estimates place Afghan per capita GDP at about $300, making Afghanistan one of the poorest countries in the world. Given the low overall level of national income, it is difficult to establish poverty measures in Afghanistan. However, the latest surveys of the National Risk and Vulnerability Assessment (NRVA), conducted in spring 2007, showed that approximately 50 percent of the Afghan population lives below the poverty line. An additional 20 percent of the population is concentrated close to the poverty line and is at risk of falling into poverty. The ongoing food crisis and the attendant increase in food prices have pushed more people into poverty in Afghanistan. Poverty may be even higher among rural and nomadic populations.

Although most analysts estimate that unemployment is high in Afghanistan, accurate statistical data is virtually non-existent, complicated by a lack of census data, informal and seasonal employment, and a large illegal narcotics trade. The Afghan Central Statistical Office maintains an official unemployment rate of 40 percent for 2007. However, some estimates of the unemployment rate are as high as 60 percent, and unemployment could be even higher in some rural provinces and districts.

Communications

Table 9 – Wireless phone subscriber and landlines, September 2008

Wireless phone subscribers	**6,536,830**
Landlines	**45,668** (*2001: 15,000*)

The Ministry of Communications and Information Technology (MCIT) has been one of the most successful Afghan ministries. The MCIT developed a strong sector strategy and achieved results over the past five years by focusing on competition and privatization. The Minister of Communications has been selected by the U.N. as a representative on the U.N. Department of Economic and Social Affairs Global Alliance for Information and Communication Technology Development Committee.

Telephone service of some kind is available in all 34 provinces. Afghan Telecom has connected provincial capitals and district centers via the Government and District Communications Network (GCN/DCN), a satellite network that provides voice, internet, and video conferencing services. As of September 2008, USAID has funded 220 installed DCNs, along with an additional 49 DCNs that have been relocated due to the increase in cellular coverage. Additional satellite terminals have been added to the network, increasing the population's access to telephone service. These additional terminals connect rural users and small villages to the rest of the country by providing voice and data services. The Village Communications Network (VCN) currently services 35 villages throughout the country. Additionally, the MCIT is implementing a program to sell a small solar-powered satellite terminal for about $4500 to private parties in nearly 30,000 Afghan villages. The initial stage will focus on 1000 villages and expand to a total of 6,000 villages by 2010. Over 500,000 Afghans in major cities use the internet. The MCIT has issued four mobile telephone service and 18 internet service provider licenses. These licenses bring the GIRoA a significant amount of much-needed revenue.

Insurgents pose a challenge to communications in the country. The Taliban destroys cell-phone towers and intimidates cellular phone companies, resulting in intermittent denial of cellular service to many parts of the country. As the security situation improves the insurgent threat to communication infrastructure and companies will diminish.

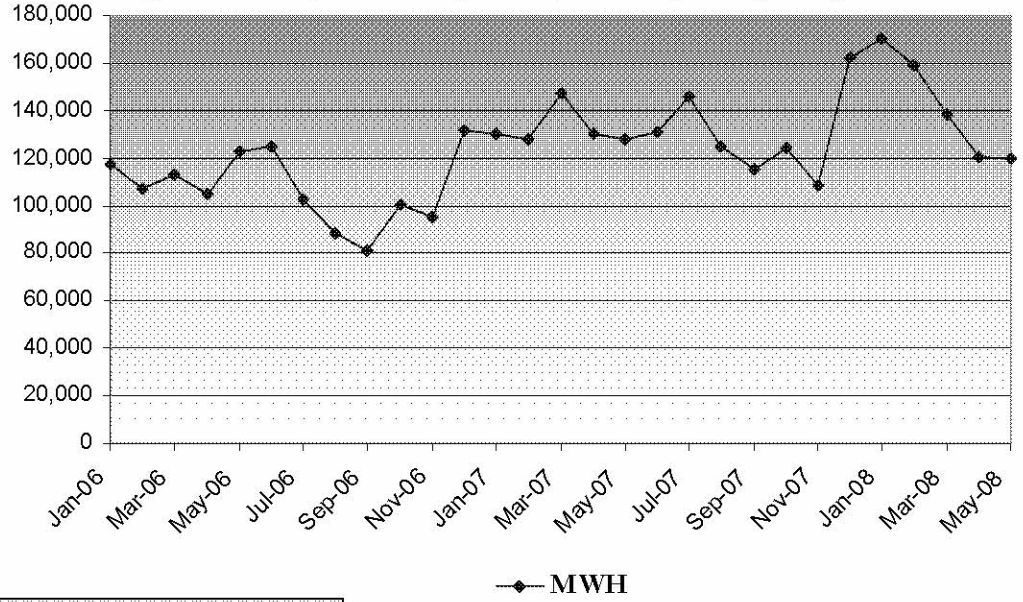
Energy

Table 9 – Installed Electrical Generation Capacity, September, 2008

Installed Electrical Capacity	**754MW** (*2001: 430MW*)

The lack of electrical power hinders the pace of development in Afghanistan. Commercial access to electricity is vital for economic development. As demonstrated in Table 9 above, installed electricity generation capacity has grown significantly since 2001. The ANDS set the objective for electricity production and distribution at approximately 90 percent of urban businesses, 65 percent of urban households, and 25 percent of rural households having access to electricity by the end of 2010. However, the lack of reliable census information makes tracking progress towards these goals difficult. Furthermore, the required 33 percent increase per year in electrical connections to meet 2010 goals will likely not be realized due to a $1.2 billion gap in funding the National Energy Sector Plan.

Table 20 – Afghan Electricity Production, January 2006-May 2008 (MWH)



Operation Oqap Tsuka
On August 29, 2008 a convoy of over 100 vehicles and 2,000 U.K., U.S., Canadian, Australian, and Afghan soldiers delivered the third and final turbine to Kajaki dam. The convoy traveled over 100 miles with the massive turbine and killed an estimated 200 insurgents along the way, while sustaining no combat losses.

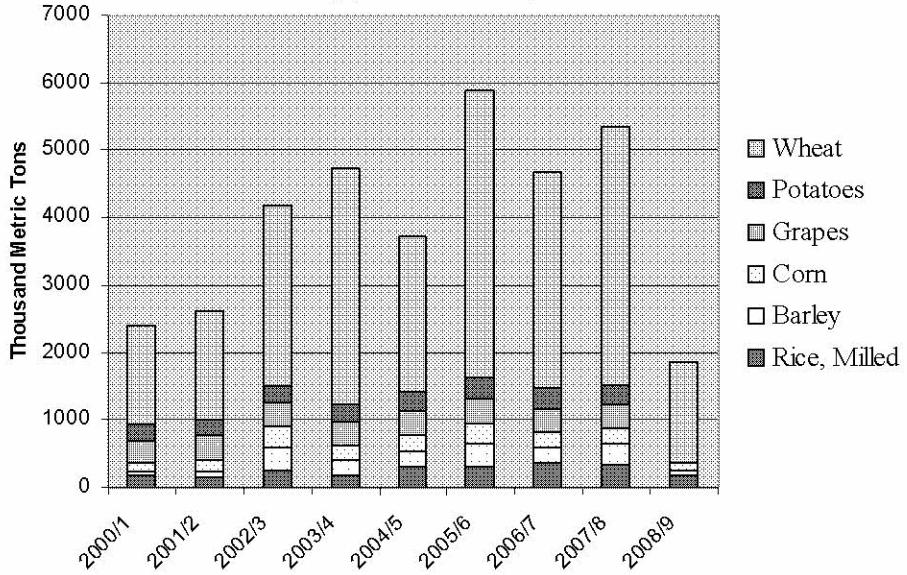
Electricity distribution, rehabilitation, and infrastructure projects in all major urban centers continue, including the Northeast Power System (NEPS) and the Southeast Power System (SEPS). When complete, the NEPS will allow the import of power from Uzbekistan, Tajikistan and Turkmenistan. Uzbekistan and Turkmenistan are already exporting electrical power to Afghanistan. USAID technical expertise is supporting the Afghan effort to negotiate Power Production Agreements (PPAs) with these countries to provide reliable, low cost power and USAID is financing priority infrastructure (e.g., a Load Control Center, substations, and transmission lines). USAID is on schedule to commission the new Kabul 100 MW Power Plant beginning December 2008, which will provide reliable power for citizens living in Kabul, fulfilling a major promise of the Karzai government. USAID has also mobilized a drilling team to assess the quality and quantity of gas available in the Sheberghan gas fields as a potential domestic power production resource. Access of rural households to

electricity has increased by seven percent and a Renewable Energy Master Plan has been approved. There is some potential for private funding of power-generation initiatives and business ventures. An example is the Aynak Copper Mine, where Chinese developers are expected to build a 400 megawatt power plant to provide about 200 megawatts of power for mining and processing needs and sell the remainder to the power grid. However, full realization of the potential of such initiatives will require a national power grid.

At the end of August 2008, a U.K.-led operation (see inset, page 64) delivered the third and final turbine to the USAID-funded Kajaki dam rehabilitation project in Helmand province. The turbine, when energized in 2009, will increase the output of the dam from about 33MW to 51MW. When paired with the required transmission infrastructure, the Kajaki dam will provide electricity for nearly two million Afghans. USAID also provides technical assistance and support for the Tirin Kot, Qalat, Lashkar Gah, and Aybak electrical power plants.

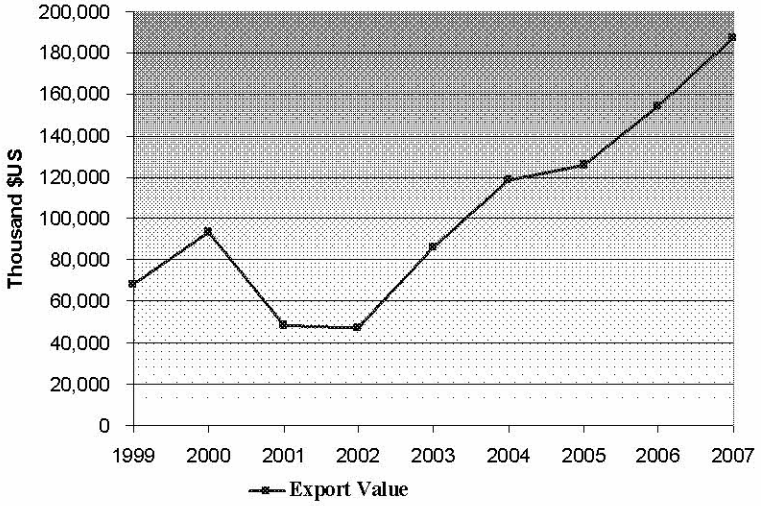
Agriculture

Figure 21 – Major Agricultural Products, Afghanistan, 2000/2001-2008/2009 (1,000 metric tons)



The ANDS strategic objective for the agriculture and rural development sector is to use private investment and public sector support jointly for efforts to transform agriculture into a source of growth and means of livelihood for the rural poor. Afghanistan's licit agricultural sector accounts for about 45 percent of the nation's GDP and employs more than 85 percent of the work force. Hence, agriculture is a major focus area of reconstruction and development efforts. The 2008/2009 growing season was severely affected by nationwide drought conditions that harmed the production of both rain-fed and irrigated farms. However, progress has been made and Agriculture has the potential to be a source of growth for the Afghan economy. Figure 22 on the following page indicates the rising value of agriculture goods exported from Afghanistan.

Figure 22 –Value of Exported Afghan Agricultural Produce, 2001-2007



USAID Efforts in Agriculture and Alternative Development

USAID supports commercial agriculture growth and strengthening of partnerships with the private sector, the strengthening of private and government agricultural extension services, use of U.S. land-grant university expertise in the agriculture and water sectors, construction and improvement of market infrastructure, and improving access to capital for agribusiness through a new loan-guarantee program (starting in late 2008). Promoting commercial agricultural growth at each step in the value chain is important to increasing employment opportunities, raising incomes of rural households and farmers, and contributing to the overall security of Afghanistan.

USAID's Alternative Development and Agriculture (ADAG) programs are creating licit alternatives to poppy production by helping communities effectively market legal crops, products, and services. ADAG also works nationwide in both poppy and non-poppy areas promoting and accelerating rural agricultural economic development. ADAG programs partner with a variety of entities including GIROA institutions, civil society organizations, the private sector, other donors, PRTs, and the U.S. military. The goals are to increase commercial agriculture opportunities, improve agricultural productivity, create rural employment, improve family incomes and well being, and help to ensure the sustainability and management of the natural resource base.

USAID provides access to materials, technology, and expertise necessary to produce and market high-value licit crops such as fruits, vegetables, and tree crops. Various programs dedicate significant resources to providing sources of credit, identifying and supporting value chains, developing new markets, improving productive infrastructure, and removing the administrative constraints that hinder business growth. The goal is to create a vibrant and diversified commercial agriculture sector that provides employment opportunities for rural Afghans. Through value chains, USAID helps to create employment, increase sales of agricultural products, and demonstrate agricultural production and retail best practice techniques. Other programs facilitate trade opportunities by providing linkages between buyers and farmers. In the south, for example, more than 25,000 farmers are enrolled in a contract farming program, whereby they receive technical assistance and inputs and have an assured market ready to purchase their produce during the harvest season.

United States Department of Agriculture Efforts

In support of the President's national security agenda, the United States Department of Agriculture (USDA) continues to provide substantial contribution to the revitalization of Afghanistan's agricultural sector. USDA activities are described in the following sections.

USDA Agricultural Advisors on Provincial Reconstruction Teams

USDA deploys, supports, and provides guidance to agricultural advisors on PRTs. Since 2003, USDA has deployed 45 advisors from 10 different USDA agencies to work with their U.S. military and civilian colleagues, and Afghan counterparts. Agricultural advisors develop and implement projects to rehabilitate provincial-level agricultural systems and provide capacity building assistance. In fiscal year FY2008, USDA deployed a total of 14 PRT advisors.

USDA Technical Assistance

USDA's technical assistance in Afghanistan includes activities in livestock health, agricultural extension, and forest and natural resources management. USDA works closely with counterparts including the Ministry of Agriculture, Irrigation and Livestock (MAIL), Kabul University, the Afghanistan Veterinary Association and the Afghan Conservation Corps, in developing and delivering assistance activities.

To support this work, USDA administers several exchange programs including, the Cochran Fellowship Program (Cochran), Norman E. Borlaug International Science and Technology Fellows Program (Borlaug) and the Faculty Exchange Program (FEP), all of which provide participants with training to develop their technical skills on various agricultural topics and enhance the achievement of technical assistance goals.

Livestock Health: To help build Afghanistan's national capacity to detect and control animal diseases, USDA provides technical guidance and training to MAIL and other partners, including veterinary and animal health faculty at Kabul University. USDA also provides technical experts, including a resident animal health advisor, to provide expertise and training to MAIL in animal disease surveillance, data analysis, field response, lab diagnostics, and national planning for disease control. Under an agreement with Fort Valley State University in Georgia, USDA is producing a technical guide of animal diseases in Afghanistan that will assist animal health officials and livestock producers in the detection and control of animal diseases. To enable USDA to achieve its goals in the livestock sector, USDA provides training for Afghan participants under the Cochran and Borlaug Programs. In 2007, two Afghans participated in training on animal disease detection and control methods under the Cochran Program. Also in 2007, four Afghans participated in the Borlaug Program and were trained in animal science and epidemiology.

Agricultural Extension: USDA has provided technical guidance to the Afghanistan Ministry of Higher Education on the use of USDA monetized food aid proceeds to build university teaching capacity in agricultural and veterinary sciences, including extension services. Similar assistance was given to the MAIL in programming monetized food aid proceeds to develop and deliver extension services throughout Afghanistan. Efforts in agricultural extension led to the development of a prototype district-level agricultural extension facility and staffing model, as well as monetized food aid proceeds have also supported the construction of additional 17 provincial agricultural centers for extension and cultural activities. With a university consortium led by the University of California-Davis, USDA is working to build MAIL's capacity to produce agricultural extension materials for use by agricultural producers. Forthcoming activities will focus on agricultural extension services for horticultural products.

In 2008, the Cochran Program hosted eight participants from Afghanistan for agricultural extension-related training. Additionally, since initiating Cochran Program training activities for Afghanistan in 2004, 12 women have participated in a program on the role of women in small agricultural enterprise development. In 2007, three Afghans participated in the Borlaug Program in agricultural extension, economics and rangeland management.

Forest and Natural Resources Management: USDA has provided technical guidance to assist MAIL in developing a pistachio forest management plan for rehabilitating degraded pistachio woodlands. In 2006, target villages realized a 65 percent increase in income from pistachio nuts, with 2007 also showing an increase above 2006. This project is being expanded to include other villages. USDA technical specialists have provided training and consultation on improving the management of tree nurseries and on improving seed collection and storage. In 2008, USDA hosted three FEP participants. The FEP brings Afghan participants from institutions of higher learning to the U.S. for training in a U.S. university. Since 2006, USDA has hosted four FEP participants, all from Kabul University. In 2007, five Afghans participated in the Borlaug Program in horticulture, agronomy and plant pathology.

Department of Defense Agriculture Development Teams (ADTs)

The Agribusiness Development Team (ADT) program continues to expand its commitment to agricultural development. ADTs are composed of National Guard personnel with backgrounds and expertise in various sectors of the agribusiness field. ADTs provide training and advice to Afghan universities, provincial ministries, and local farmers. ADT members also bring personal ties and relationships that allow them to leverage the assets and expertise of Land Grant Universities (LGUs) and other resources within their home State. ADTs provide agricultural expertise and have increased ministry capacity and capabilities by improving agricultural centers, nurseries, veterinary clinics and labs, and demonstration farms. Additionally they have used their expertise to build infrastructure, including a slaughter facility for Jalalabad. ADTs are working on watershed management and irrigation infrastructure to improve efficiency in water use and increase agricultural productivity. In February 2008, the Missouri Army National Guard deployed the first ADT to Nangarhar. In June 2008, the Texas Army National Guard deployed an ADT to Ghazni Province. The Nebraska Army National Guard deployed an ADT to Parwan Province in November 2008. In December 2008 a second Missouri National Guard ADT will relieve the first in Nangarhar. There are currently plans for four more states to support the ADT mission. Indiana, Tennessee, Kansas, and Kentucky will contribute ADTs to the provinces of Parwan, Kapisa, Khowst, Paktya, and Laghman in 2009. Additionally, the Air National Guard will join the Army National Guard in supporting the ADT mission. These missions will work closely with USAID to ensure that the short term projects being implemented by the ADTs are linked with the longer terms development efforts currently underway.

Transportation

Table 10 – Kilometers of road and percentage of the Ring Road complete, September 2008

Roads Built (USAID only)	**2,700km**
Percentage of Ring Road complete	**73 percent**

The Afghanistan Compact states the following goal for roads in Afghanistan: "Afghanistan will have a fully upgraded and maintained ring road, as well as roads connecting the ring road to neighboring countries by end-2008 and a fiscally sustainable system for road maintenance by end-2007." This objective has not been met, but progress has been made. The Afghan saying is, "Where the road ends, the Taliban begins." Currently, Afghanistan's road network includes 35,566 kilometers of roads (2,700 kilometers of which have been completed

by USAID since the inception of Operation Enduring Freedom). The roads constructed thus far have already promoted regional trade and significantly lowered travel costs and time.

The Ring Road will be approximately 2,200 kilometers long upon scheduled completion in December 2009. An estimated 73 percent (1,755 kilometers) of the planned length has been constructed to date. Over 60 percent of Afghans live within 50 kilometers of the Ring Road, making it critical to trade and transport. Afghans composed 75 percent of the workforce for the largest section of road, the Kabul-Kandahar-Herat Highway. USAID is reconstructing the Khowst-Gardez and Kisham-Faizabad roads, which will connect isolated provinces via all-weather roads to national transportation corridors. Moreover, USAID has almost 800 km of gravel roads under contract that will link priority counter-insurgency districts with their provincial capitals. A further 700 km of gravel roads will be completed in 2010.

In order to disrupt the progress that has been made in the road network in Afghanistan, the Taliban has begun to attack bridges and set up checkpoints on major highways. At the checkpoints the Taliban search, rob, kidnap, and kill people whom are seen to be collaborating with the GIRoA and international forces.

Health

Table 11 – Access to the Basic Package of Health Services, Trained Healthcare personnel, and Clinics Constructed or rehabilitated, September 2008

Percentage of population with access to the BPHS	**80 percent**
USAID Trained health care workers	**10,600**
Clinics constructed/rehabilitated by USAID	**670**

The ANDS states that by 2010 the Basic Package of Health Services (BPHS) will cover at least 90 percent of the population and maternal mortality will be reduced by 15 percent. Afghanistan has made significant strides in increasing access to basic health care, and reducing overall morbidity and mortality rates. The country has seen improvements in child mortality rates and immunization rates.

The MoPH developed the BPHS, a program that includes maternal and newborn health, child health and immunization, public nutrition, communicable diseases, mental health, disability, and supply of essential drugs. In September 2008, 80 percent of the population had access to the BPHS, up from 8 percent in 2001. In summer 2008 USAID and the GIRoA signed an agreement to provide up to $236 million over five years to finance additional health care services in 13 Afghan provinces, with the funds contracted and managed through internal GIRoA processes, for the first time. Based on this precedent, the European Commission has also elected to now pass its funds through GIRoA-managed processes.

In 2007, the Global Alliance for Vaccine and Immunization approved a GIRoA proposal for strengthening the health system, and awarded the Government with $34.1 million dollars between 2007 and December 2011. Current MoPH initiatives include a plan to establish 120 sub-center clinics and 80 mobile health teams. Two sub-center clinics and four mobile health teams were established in June 2008 in Kabul, Parwan, Panjshir and Kapisa provinces.

Over the next five to seven years, the MoPH will require substantial international aid; including funding, personnel, mentoring, and assistance; to continue providing the current level of services and to develop a plan to build a self-sustaining health care system in Afghanistan.

Education

Table 12 – Students enrolled in School, Percentage Female Students, and School Constructed or Rebuilt, September 2008

Students enrolled in school	**6,000,000**
Percentage of female students	**33 percent**
Schools constructed or rebuilt by USAID	**680**

In accordance with the ANDS, net enrollment in primary school for girls and boys will be at least 60 percent and 75 percent respectively by the end of 2010. The GIRoA intends to guarantee access to primary education for all children by the year 2020 and provide for most to attend secondary school. Access to higher education will be readily available and the government will ensure that university graduates have a realistic hope of obtaining jobs. A lack of clear census data makes progress towards these goals difficult to measure, though it is clear that the number of children attending school has increased dramatically since the fall of the Taliban. Under the Taliban, approximately 900,000 boys (and no girls) attended school. Today over six million students attend school, one-third of them female. USAID efforts to build more schools, to provide accelerated learning programs for people who were denied education under the Taliban, and to train more teachers are ongoing. However, Taliban attacks on education facilities and teachers have diminished some of the gains and investment that have been made in education in Afghanistan.

Natural Resources

Afghanistan has had limited mineral and other natural resource exploration. However, the small amount of exploration that has been completed has yielded promising results. The ANDS strategic objective in the mining sector is to encourage legitimate private investment in the sector so as to increase government revenues substantially, improve employment opportunities and foster ancillary development. In June 2008, the Chinese won a competitive bid to develop the Aynak copper field. Development of the field will entail significant infrastructure development and, by GIRoA estimates, create 10,000 new jobs and generate over $400 million in yearly government revenue when complete.

Afghanistan is a priority region for biodiversity conservation. According to the 2001 World Wildlife Fund report, Afghanistan has 16 of the 867 land-based eco-regions of the world. Five of these eco-regions have been identified as "critical/endangered," nine others as "vulnerable," two as "relatively stable/intact," and three as crucial to the conservation of biological biodiversity. The biological and economic value of the country's natural resources has suffered from civil conflict, overuse, and drought over the last three decades. The protection and conservation of these resources are important for the reconstruction and development of Afghanistan.

The USAID/Afghanistan environment program focuses on improving the use and management of natural resources to ensure that human needs are met in sustainable ways. USAID has on-going biodiversity conservation and reforestation activities since 2005 focused on areas with significant biological and economic values. Activities under this program area are related to enhancing the capability of the country's national environment protection agency and the agency responsible for forest, range and protected areas on policy development and implementation, best practices in sustainable agriculture, improving management of natural resources, and an education campaign on environmental awareness. USAID is also promoting trans-boundary cooperation on ecosystems management including forests, watersheds and

protected areas, and public private partnership in sustainable environment activities. Using a participatory approach, expected results from the environment program are:

- Increased ability of communities to manage initiatives for management and use of natural resources;
- Farm-forestry activities to provide an alternative to poppy production as well as an alternative source of wood products to lessen the pressure on natural forests;
- Increased capacity of Afghan Agencies and Ministries to develop environmental policies and enact and enforce environmental regulations;
- Protected area system strengthened with sufficient technology and administrative skills to conserve Afghanistan's unique biological diversity;
- Afghans understand the importance of a "green" Afghanistan and the need to improve management of natural resources;
- Full inventory of selected rare and endangered natural resources in place including existence, status and location of those under greatest risk; and
- Entity established that acts as the interface between the GIRoA, donors, and the national and international private sector community to expedite activities that support development and conservation of natural resources. This entity will seek additional funding for natural resources development.

Ongoing USAID environment activities include:

1. **Rebuilding Agriculture Markets and Conservation of Biological Diversity:** This is an $11.8 million 5-year participating agency service agreement (PASA) with the U.S. Department of Agriculture (USDA). USDA is providing technical assistance on animal health and Natural Resources Management to the Ministry of Agriculture.

2. **Biodiversity Conservation and Natural Resource Management Program for Afghanistan:** This is a $10.4 million 4-year program with the Wildlife Conservation Society (WCS) to address biodiversity conservation issues and to improve natural resource management in: 1) the Wakhan corridor in Badakhshan province, the Hazarat plateau in Bamiyan province, and the eastern forest complex in Nuristan, Konar, Nangarhar, Khowst, Paktya, and Paktika provinces.

3. **Pastoral Engagement, Adaptation and Capacity Enhancement Project (PEACE):** This is a $4.4 million 4-year program with the University of California (UC-Davis) to promote the development of the livestock sector by supporting policy planning, pastoral land tenure conflict resolution, introduction of new technologies to improve rangeland management, livestock production, and marketing.

4. **Private Community Forestry for Natural Resource Management:** This is a $2.5 million three year program with the Global Partnership for Afghanistan and Cornell University to increase tree cover and enhance natural resource management in Kabul, Logar, Wardak, Paktya, Parwan, Kapisa and Panjshir Provinces.

5. **Provincial Reforestation and Integrated Environmental Protection Project (IEPP):** This is a $2 million 2 year program with the World Food Program (WFP) to support the on-going UN Joint Program with the Government of Afghanistan - the "Green Afghanistan Initiative (GAIN)."

6. **Biodiversity Support Program (BSP):** This is a $6.7 million 2.5 year program with ECODIT to enhance the capacity of the Islamic Republic of Afghanistan's National Environmental Protection Agency (NEPA) in implementing its environmental policies and laws.

7. **Afghanistan Biodiversity and Community Forestry (ABCF):** This is a $1.8 million 2-year program with the International Center for Integrated Mountain Development (ICIMOD) to strengthen natural resource management in Afghanistan by making available best practices in community-based resource management that also has been successfully implemented by other countries in the Himalayan Region.

4.5 Provincial Reconstruction Teams

4.5.1 Strategy and Objectives

PRTs are a key feature of ISAF stability operations and are normally a mix of civilian and military personnel whose main purpose is to extend the reach of the GIRoA by helping to facilitate GIRoA Ministries, International Organizations (IOs), and Non-Governmental Organizations (NGOs) to carry out their assistance programs to the civilian population. Currently there are 14 nations leading 26 PRTs. The U.S. leads 12 PRTs. Due to the widely differing regional circumstances, as well as the different capabilities and approaches of PRT lead nations, a "one size fits all" PRT concept is neither appropriate nor possible. Specific strategies, objectives, priorities, and funding are the purview of each lead nation. However, as declared at the Bucharest Summit in April 2008 and reiterated at numerous PRT conferences held by ISAF, all lead nations acknowledge that greater emphasis must be placed on the integration and harmonization of PRT core functions and objectives to ensure they are properly aligned with Afghan Government priorities as enunciated in the Afghanistan National Development Strategy (ANDS). To this end, NATO has recently agreed to PRT Policy Implementation Guidance to ensure maximum transparency and cohesiveness of NATO's PRT efforts. Nations, in concert with NATO's Senior Civilian Representative (SCR) in Kabul have committed to working to improve coordination among the PRTs themselves and ensure that appropriate arrangements enable the GIRoA and the United Nations Assistance Mission in Afghanistan (UNAMA) to play an active role in ensuring coordination of PRT activities. The stated mission of the PRTs is as follows:

> Provincial Reconstruction Teams will assist the Islamic Republic of Afghanistan to extend its authority, in order to facilitate the development of a stable and secure environment in the identified area of operations, and enable security sector reform and reconstruction efforts.

The U.S.-led PRTs in RC-East play an integral role in the ground commanders' counter-insurgency approach. They coach, train, and mentor sub-national government officials in order to implement good governance practices that are transparent, guarantee human rights, are free of abuse and corruption, and provide due regard to the rule of law.

The following sections provide information on each of the U.S.-led PRTs[20], including planned one- and three-year end-states for their respective provinces.

[20] Full information for the Qalat and Farah PRTs was unfortunately unavailable at the time of writing for this report. Information for these PRTs will be provided in the next report.

Bagram PRT (Kapisa Province)

Kapisa Province and neighboring Parwan Province serve as the northern gate to Kabul for people, commerce, and energy. The following priorities for Kapisa Province have been identified by U.S. leadership in Afghanistan:

- Elections and Voter Registration;
- Expansion of governance throughout critical districts (Tag Ab, Nijrab, Kohe Safi and Alasai);
- Kapisa Road/Kabul By-Pass; and,
- Integrated Focused District Development (Tag Ab, with potential follow-on in Alasai).

One-year Overarching End-State[21] for Kapisa Province:

- Actions taken by the GIRoA, the ANSF, Coalition Forces (CF), and the local population have improved the security situation by severely degrading insurgent capabilities in Nijrab, reducing their effectiveness in Northern Tag Ab and their freedom of movement and capacity in Southern Tag Ab and Alasai. The Kapisa Security Council (KSC) is effectively established, well perceived by a supportive population, and allows for more community freedom of movement. The sustained presence of ANA and ANP in Southern Kapisa, Afghanya, and Alasai; CF efforts; and the KSC's actions in Tag Ab are seen as a GIRoA-led effort responsible for security improvements.
- Voter registration and elections sites are successfully established and voter registration is completed. Elections are acceptably conducted so that the population perceives them to be legitimate. The southern Pashtun population is more connected to their district and Provincial governments and feels less disenfranchised by Tajik leadership.
- Perception of provincial and district governments has improved as basic services expand in southern Kapisa and adjacent districts with increased security and access. ANP in Tag Ab are more effectively fulfilling their roles. Provincial Council and Line Directors are increasingly coordinated, effective, linked to national processes, and engaged with the population. PDP revision drives better prioritization, decision-making, and fiscal constraint. Key Government officials have greater capability to develop and execute budgets, and productively engage local populations and community leaders.
- Key road projects (Tag Ab to Sarobi and Afghanya-Pachigan) are complete. Other essential road projects (Dandar to Tag Ab, Jowzack, secondary roads) are underway with engagement of surrounding communities.
- The Afghan-led contracting process is being executed and institutionalized for new projects. Economic opportunities have increased through high-value pilot projects with increased community awareness of training and financing available for small and agri-business. Alternative crops are identified and a plan is in place to improve agriculture in Kapisa with a focus on Nijrab and the west.
- The Kapisa and Parwan PRT is resident in Mahmud Raqi and close mentoring and attention to continuity has allowed critical relationships to be maintained through rotation of Allied forces.

[21] The provincial end-states listed here include the vision for the Province as a whole. Each PRT will contribute to the planned end-state in collaboration with the GIRoA and other international elements.

Three-year Overarching End-State for Kapisa

- The GIRoA has a working presence and provides basic services in most districts. Provincial and district government internal and external efforts are more effective and more coordinated. Increasingly professional, trained, staffed, resourced, and effective police within each district enforce a basic rule of law in concert with a nascent justice sector. The population is increasingly supportive of their government. Key ethnic and tribal groups and communities are aligning their interests with the GIRoA. The elections process has built confidence in the GIRoA.
- Major roads are completed, with maintenance plans in place. These key LOCs are more secure and their infrastructure improved, with increased freedom of movement.
- A counter-narcotics plan is being implemented in Kapisa to decrease narcotics production.
- Significant development opportunities exist in rural agriculture. Economic growth is emphasized along the Kapisa road (and other major LOCs). A growing private sector is increasingly and positively influential.
- In Tag Ab and Alasai, the ANSF is increasingly able to reduce the safe havens, freedom of movement, and overall effectiveness of criminal groups and insurgents. Nijrab and Northern Tag Ab are permissive environments.

Konar PRT

PRT Konar conducts operations to extend the reach and legitimacy of the GIRoA throughout Konar Province by facilitating infrastructure development and economic growth and governance capacity-building, ultimately creating the conditions for a secure, stable, and self sufficient GIRoA. The following transformative effects for Konar Province have been identified by U.S. Government leadership in Afghanistan and should be treated as priority actions for U.S. Government actors:

- Elections and Voter Registration;
- Expansion of governance throughout critical districts;
- Focused District Development;
- Border Management; and,
- Natural Resources.

One-year Overarching End-State for Konar:

- Increased Allied and ABP capabilities facilitate the movement of counterinsurgency operations to the Konar border to disrupt cross-border activities and infiltration. Allied training and coordinated efforts to build a joint logistics base across the ANA, ABP, and ANP increases the effectiveness of operations and provides the population in Konar and in Pakistan with a sense of ANSF permanence.
- Infrastructure improvements in roads, irrigation, and micro-hydro power are connected to regional initiatives and support increased economic growth, particularly in agriculture. An inventory and assessment of Konar's natural resources (mining, water, agriculture and sustainable forestry) are completed to support development of long-term plans for responsible natural resource exploitation. Viable alternatives for income generation begin to reduce insurgent recruitment. This progress gives Afghan citizens in key valleys a vested interest in stability, building support for the GIRoA. Development and governance activities east of the Konar River are coordinated with efforts on the Pakistan side of the border.

- Improving the capacity of provincial government officials in coordination with district officials sets the stage for more transparent and effective province-wide planning and budgeting. In coordination with IDLG efforts, governance is improved in select districts (Chapadara, Pech, Asadabad, Sarkani, and Marawara). Basic service provision and quality, particularly education and healthcare infrastructure, is increased throughout the province, with concentrated improvements in Asadabad. Establishment of this infrastructure allows for a shift in focus to increase capacity-building throughout the province. Voter registration and elections occur with minimal disruption and sufficiently broad participation to further increase the legitimacy of the GIRoA. Lessons are learned for subsequent elections. Justice system capacity continues to grow with increased linkages between the formal and traditional systems.

Three-year Overarching End-State for Konar

- In 2011, throughout Konar, an effective COIN strategy is achieving coordinated effects across the spectrum of governance, security, and development. Improved coordination capabilities between U.S. and international forces with ANSF and GIRoA officials allows for the transfer of lead security responsibility in several districts. Plans are underway for a full provincial transition of security responsibility. Signs of development, security, and efforts to remove corrupt officials have resulted in communities strategically aligning their interests with those of the GIRoA.
- The GIRoA provides the people with basic services in population centers and more advanced services, including sanitation and waste management, in Asadabad. Improvements in agriculture and water management in the southern districts and vocational training province-wide are providing economic alternatives to producing illegal narcotics. Major city centers have sufficient power to support governmental, commercial, media, and residential energy needs. A focus on power is laying the foundation for long-term economic development and private investment. Konar is experiencing a growing entrepreneurial small business class.
- Governance capacity in the province has improved, with signs of a more capable civil service beginning to emerge. Konar Province receives budget and resources from Kabul and implements transparent budgeting and accounting processes. Technical Working Groups and the Provincial Development Council (PDC) are improving their ability to function as the primary tools to identify priorities and oversee budgeting for community needs. The judicial sector is increasingly linked with traditional systems. The prosecution of high profile corruption and insurgent cases raises the population's confidence in GIRoA sustainability. Judicial system maturation complements improvements in community policing. Media development diversifies and expands access to media services, including TV coverage throughout the province.
- Major road construction is complete. A network of arteries and secondary roads connect district centers, improve the population's access to commercial centers, and allow improve ANSF freedom of movement. A more visible and competent ANA and ANP presence in central Konar's valleys and regions east of the Konar River has decreased the ability of insurgents to maintain safe havens for training and trafficking. The completed Border Coordination Center (BCC), with a fully staffed, trained and equipped ABP, allows for force protection, greater control of the border area, and reduced illegal traffic of goods and people.

Nangarhar PRT

PRT Nangarhar conducts stability operations in order to extend the reach and legitimacy of the Afghan government through improvements in governance, development, and security; resulting in a permissive environment conducive to economic development and enduring stability. The following priorities for Nangarhar Province have been identified by U.S. leadership in Afghanistan:

- Elections and Voter Registration;
- Expansion of governance throughout critical districts;
- Nangarhar, Inc. (a commerce and industrial focus zone);
- Comprehensive Focused District Development (Kus, Konar, Jalalabad, Beshood);
- Pakistan Border Management; and,
- Sustaining Progress in Counter-Narcotics.

One-year Overarching End-State for Nangarhar:

- Nangarhar is still recognized as the most stable, prosperous border province in Afghanistan and the elections conducted in Nangarhar are accepted as legitimate by the local population. Consultation and improved coordination with the local population and government drives the development agenda. Communities increasingly see the GIRoA as an alternative to insurgent or criminal control while the Provincial government is visible and active in the districts. Targeted and focused engagement in high-risk areas shows commitment to protecting and supporting the local populace including extending the reach and capacity of key institutions such as the justice system.
- Insurgent influence at Nangarhar University and in key districts including Achin, Bati Kot, and Chaparhar is marginalized while increased Allied and ANSF presence is established in the Shinwari tribal areas. Mentoring delivers increased capacity for ABP and ANP with completion of FBD and FDD.
- Poppy cultivation remains at low levels and counter-narcotics efforts are successful in decreasing the number of traffickers and processing labs. Increasing employment provides viable alternatives to poppy production to key populations.
- The electrical grid and access to power are improved based on a long-term plan. Incremental progress towards creating a favorable business climate is beginning to draw external investment. The master plan for Torkham is developed and approved by the central government, with initial projects developed.

Three-year Overarching End-State for Nangarhar

- Consistent attention to outlying areas has begun to deliver on expectations and promote a sense of progress across all of Nangarhar. Access to power promotes agribusiness, storage of agricultural produce, and access to wider markets. Access to water year-round increases crop production and high-value market production. Private investors are engaged in Nangarhar and drawing on benefits of the ROZs and cross-border agreements.
- Security is formally Afghan-led in Nangarhar, with reduced involvement of U.S. provincial elements that concentrate on mentoring and support. District ANP are able to police their respective districts independently. Provincial-level policing more effectively supports district officers with administration, policies, and training. Police respond appropriately and rapidly, and coordinate their actions with other units of the ANSF. Formal transfer of responsibility for security has occurred in all municipalities and

districts along Highway 1A. The ANA provides quick reaction and emergency support with the ANP leading daily policing duties.

- Civil service graduates and interns are working effectively at the district- and provincial-levels. Mechanisms are in place to ensure checks and balances, transparency, and accountability of provincial officials.

Laghman PRT

The following transformative effects for Laghman Province have been designated by USG leadership in Afghanistan and should be treated as priority efforts:

- Elections and Voter Registration; and,
- Expansion of Governance throughout Critical Districts.

One-year Overarching End-State for Laghman:

- Increased ANSF effectiveness disrupts insurgent transit, networks, and safe-havens; reduces overall insurgent activity; improves freedom of movement; and increases cooperation from the population. Laghman province has sustained economic growth and greater employment based upon a highly skilled labor force and technologically advanced agriculture and agribusiness.
- Improving capacity of provincial and district government officials sets the stage for better provincial planning, program management, and budgeting. GIROA continues to increase provision and quality of basic services.
- The GIRoA's persistent presence and delivery of basic services strengthens its partnership with the population. This partnership, coupled with economic growth, weakens the influence of insurgent elements, strengthens the licit economy, and increases public confidence in government institutions. Voter registration and elections occur with minimal disruption and sufficiently broad participation to increase the legitimacy of GIRoA. Subsequent government transitions are managed successfully. The Justice system begins to improve through better coordination among all elements, rehabilitated facilities, and increased linkages between the formal and traditional systems.

Three-year Overarching End-State for Laghman

- In 2011, based on improved security and increased economic growth and opportunity, the population of Laghman sees a more stable future with the GIRoA. Government at the municipal, district, and provincial levels is supportive of this shared vision and are able to plan, program, and budget accordingly.
- Elections have improved the legitimacy and effectiveness of the GIRoA and engaged influential leaders and communities positively and productively in governance processes. The GIRoA-led strategy of tying projects and investment to community support for the government and involvement in improving security has successfully vested the population in the GIRoA.
- The ANSF have the lead for security planning and operations within Laghman, with diminished support from CF. Combined ANSF and international force operations have reduced insurgent safe havens, denied insurgent freedom of movement within the province, and ensured social and economic freedom of movement. The population has increased confidence in the justice sector's ability to handle criminal cases and enforce anti-corruption measures.

- Laghman is being recognized as a growing technological center for agricultural production, processing, distribution, and research and is poised for greater investment in the agricultural industry and broader economic growth. The provincial capital is modernized while emphasis is given to increasing the provision of goods, services, and economic opportunity to previously inaccessible areas. Power generation and distribution is increasingly able to support agri-business development and nascent industry. Improved transportation networks enable market access and tie populations to each other and their government.

Farah PRT

The long-term strategy for the Farah PRT includes enhancing program to address alternate livelihood options for Farmers for the 2009 CN campaign, increasing the campaign to enhance ANA and ANP size and capacity, and providing the funding for highway 515, which is critical to security, commerce and governance in Farah. Specific objectives for Farah include: The PRT will concentrate on healthcare and promoting women's education in the province and provide a Corpsman to ETT Long range CONOPS.

Panjshir PRT

The following priorities for Panjshir Province have been identified by U.S. leadership in Afghanistan:

- Elections and Voter Registration; and,
- Natural Resource Development.

One-year Overarching End-State for Panjshir:

- The security environment is sustained, the ANP resourced adequately, and the Mujahideen Commanders, who have resisted the Taliban and fought narcotics production, continue to play a constructive role in maintaining stability. Panjshir experiences greater engagement by the GIRoA. The Panjshir PRT develops plans for transition to an increasingly civilian development team.
- Key roads (such as the road to Khenj and Dara) and communication projects are completed and maintained providing access to and through the province. Surrounding communities support the projects and perceive them as positively influencing their lives. Across the province, economic opportunities have increased due to infrastructure development, private business growth, and agricultural sector enhancements. Provincial Development Council processes lay the foundation for future responsible exploitation of natural resources in Panjshir.
- Government officials have greater capability to develop and execute budgets, programs, and projects productively and transparently while increasing engagement of local populations and community leaders. Provincial Development Plans (PDPs) are improved and finalized. Voter registration and the Presidential and Provincial Council elections are completed with greater participation than in the previous election cycle. The perception of provincial and district governments has improved as the population's access to education and health care has increased and justice sector institutions (including the ANP) are more effectively fulfilling their roles.

3-Year Overarching End-state for Panjshir:

- In 2011, throughout Panjshir, the GIRoA has a working presence and provides basic services in all districts. Major LOCs and infrastructure are improved, with increased

access throughout the valley. An increasingly professional, trained, staffed, resourced, and effective provincial government (including line directors) is operating within each district. A nascent justice sector and increased ANP are enforcing a basic rule of law. The PRT successfully completes its transition to a civilian development platform.

- Development opportunities exist with an emphasis on economic growth in the province, major roads are maintained, municipal governments are more effective, and private sector and civil society are increasingly influential. A nascent natural resources sector is beginning to provide economic opportunities through responsible mineral extraction and watershed development.
- The elections process has built confidence in the GIRoA and increased participation in provincial processes. Key leaders (including Mujahideen Commanders) are continually and effectively communicating with the national government, which combined with regular interaction, leads to enhanced acceptance by the population. Panjshiris, with support from ANSF as needed, continue to provide a secure and stable environment.

Nuristan PRT

U.S. leadership in Afghanistan has identified the following as priority focus areas for Nuristan Province:

- Elections and Voter Registration
- Expansion of governance throughout critical districts
- Pakistan Border Management
- Natural Resources

One-year Overarching End-State for Nuristan

- The Nuristan PRT is established in the Provincial Capital, Parun. The Road to Parun is complete. The Construction of roads to Kamdesh and Mandol is underway. The Provincial government is established with the staff, offices, and basic communications infrastructure to operate and deliver services. Competent administration of elections legitimizes the vote.
- ANSF capability is improved; ANP understand their roles and responsibilities; ANA is able to extend security operations out from major FOBs. A BCC is operational.
- Education on community-based sustainable use of timber and gem resources is available. Road construction encourages small business and independent initiatives. Nuristan producer associations are moving goods to regional markets. Radio coverage extends to 75 percent of the population with messages in local languages that educate and connect communities with the GIRoA.

Three-year end-state for Nuristan

- People recognize an effective, legitimate government based in Parun. Provincial government and district infrastructure is in place leading to retention of staff. Population turns to provincial and district government for assistance.
- Increased freedom of movement allows for market access, security operations and service delivery. Agribusiness and artisanal production expand, building demand for Nuristani products. Districts are connected to the Provincial capital, allowing for intra-provincial trade and communications. The Directorate of Public Works maintains roads within the province. ANSF are able to conduct operations with decreasing dependence on CF forces. The Nuristan Conservation Corps is operating in three districts and building community support for sustainable use of natural resources. District council

and parliamentary elections increase accountability and responsiveness of local officials to the needs of the people. Radio coverage extends throughout the province. Major power generation centers exist in the east, central, and western valley.

Ghazni PRT

U.S. leadership in Afghanistan has identified the following as priority focus areas for Ghazni Province:

- Elections and Voter Registration;
- Expansion of governance throughout critical districts (Andar, Qarabagh, Ghazni City, Moqur);
- Gardez-Ghazni Road; and,
- Integrated Focused District Development (Ghazni City, Dih Yak, Andar, Waghez, and Qarabagh with future FDD in Moqur, Gelan and Jaghuri).

One-year Overarching End-State for Ghazni

- The ANA is able to disrupt insurgent ability to reduce insurgent freedom of movement on HWY 1 through road patrols and the interdiction of infiltration routes. Highway 1 security is sustained. FDD training is synchronized to improve ANP capabilities and the expansion of district governance in Qarabagh, Gelan, Moqur, and Jaghuri. Communication and operational links exist among ANSF to improve highway command and control and to secure key district officials and government facilities. ANSF recruitment opens opportunities for young men. The public perceives that civil cases are being tried and insurgents are being held accountable for their actions. The Ajiristan, Qarabagh, Dih Yak, Kwaja Omari, and Jaghuri districts are targeted to prevent backsliding.
- Registration and elections are securely and transparently completed with broad participation in population centers and along Highway 1. The quality of Provincial and district government appointments is improved. Officials in key population centers are able to perform their roles with improving transparency and monitoring in executing a prioritized provincial budget. GIRoA influence is extended into the western districts through basic services and engagement with influential local, tribal, traditional, and religious leadership. Western district food scarcity is managed by the GIRoA and the World Food Program (WFP), with measures in place to prevent diversion. An increased ANSF presence, economic opportunity, and community ownership increases communities' ability and desire to fight corruption, resist insurgent intimidation, and to support protection for district councils, schools, and clinics.
- Road construction is underway on Highway 1 secondary roads using local labor and synchronized with community engagement and agriculture and market improvements. Pilot projects for water management and power development set the stage for follow-on business investment. Progress from agribusiness pilots, agricultural extension, small business efforts, and processing investment are sustained and expanded in Ghazni city. Training, inputs, and access to markets have improved rural economic opportunity in major agricultural communities. Developments in radio extend GIRoA reach throughout the region and on to Pakistan.

Three-year end-state for Ghazni

- In 2011, throughout Ghazni Province, Highway 1 and other major LOCs are secure enough to permit freedom of movement and commerce. Increasingly professional police

and a developing justice sector enforce a basic rule of law in population centers and centers of commerce. In traditional insurgent safe havens, key tribal groups are aligning their interests with the GIRoA; and the ANSF is able to work with these communities to reduce safe havens and disrupt freedom of movement and effectiveness of criminal groups and insurgents with diminished reliance on Coalition Forces.

- The GIRoA provides basic services in key districts and has improved linkages with key tribal groups. Mechanisms to combat corruption are in place. Civil servant recruitment and promotion is increasingly based on merit. Provincial governments and district/municipal staff can plan, monitor, budget, and develop programs more effectively. Parliamentary and district council elections provide opportunities to improve the legitimacy of the GIRoA and better connect the population to the government, engaging broader representation in provincial and national processes, including reconciled elements. Overall insurgent capacity to operate, recruit, and disseminate ideology is diminished.
- The private sector and civil society are increasingly and positively influential in the Province. Agricultural improvements and investment in transportation, water development, and power have set conditions for private sector investment. Regional centers have improved higher-level health services and vocational and higher education. GIRoA, NGOs, and communities are able to assist vulnerable groups and manage basic response to shocks such as food insecurity, flood, drought, and refugee returns. Ongoing advances in women's access to education, health care, and decision-making in the western districts are incorporated into GIRoA and international community planning.

Paktya PRT

U.S. leadership in Afghanistan has identified the following as priority focus areas for Paktya Province:

- Elections and Voter Registration;
- Expansion of governance throughout critical districts Zadran Arc (Gerda Serai, Wazi Zadran, Shawak), Zormat, Gardez areas of concern: Chamkani, Jaji, Jani Khel and Dand Patan;
- Khowst-Gardez Pass Road;
- Gardez-Ghazni Road;
- Integrated Focused District Development (Phase 4- Jani Khel/Dand Patan); and,
- Pakistan Border Management.

One-year Overarching End-State for Paktya

- Road construction is nearly complete on the Kabul to Gardez road, and underway on the Gardez to Ghazni road. Critical secondary roads connect main roads with key markets and district centers. Governance and development programs are synchronized with an emphasis along road progress to support these efforts. Training and access to markets and agricultural inputs have improved economic opportunity, particularly in Gardez, Zormat, and in the northern and central valleys.
- The ANA has increased responsibility for security operations and disrupts insurgent support bases, interdicts infiltration routes, and secures key LOCs. FDD mentoring continues to improve ANP and ABP capabilities. The ANSF secures key districts officials and government facilities. Efforts to manage corruption within the ANP and ABP are underway, including salary initiatives.

- The population of the province increasingly identifies the GIRoA and the ANSF as a positive part of their community and insurgents as a disruptive influence. Officials engage effectively with influential local, tribal, traditional and religious leadership. ANSF presence, community dialogue, and new economic opportunity bring about community ownership of civic institutions and infrastructure and increasing resistance to intimidation by insurgents. Registration and elections are completed, and perceived as legitimate. Attacks are minimized during elections in the Zadran Arc, Zormat and Gardez. Provincial and district government, especially in Gardez, Zormat, and Chamkani is able to perform its roles with improving transparency, accountability, and cooperation and to refine and execute a prioritized strategy for provincial development. District management shows signs of improvement in Zadran Arc and Zormat districts, with reinforcement and expansion of services across the province. The public perceives that more civil cases are being tried fairly.

Three-year end-state for Paktya

- In 2011, throughout Paktya Province, the Kabul-to-Gardez pass and other LOCs are secure enough to permit freedom of movement and commerce. The completion of the Kabul-to-Gardez road, the Gardez-to-Ghazni road, and the Gardez-to-Chamkani road has invested communities in their own security and future. An increasingly professional police and a developing justice sector have established a basic rule of law in Gardez and other population centers. A staffed, trained, and equipped ABP can increasingly protect itself and control key border areas.
- In Zormat and Zadran, key tribal groups are aligning their interests with the GIRoA. The ANSF is able to work with these communities to deny safe havens and further disrupt criminal groups and insurgents with diminished reliance on Coalition Forces. Reconciliation efforts have been reinvigorated, particularly with insurgents in neighboring Pakistan.
- The GIRoA has a visible presence, provides basic services in key districts, and has improved linkages with influential tribal groups. Provincial governments and district and municipal staff are more effectively able to lead prioritization, planning, and budgeting efforts (including PDP refinement). Parliamentary and district council elections provide opportunities to improve the legitimacy of the GIRoA and to better connect the population to the government, engaging broader representation in provincial and national processes. Insurgent capability to recruit, operate, or spread a compelling ideology is reduced.
- Agricultural development and road-based commerce are connected to Ghazni and Kabul and begin to provide alternatives to Pakistani markets. Private sector and civil society are increasingly influential.

Paktika PRT

U.S. leadership in Afghanistan has identified the following as priority focus areas for Paktika Province:

- Elections and Voter Registration;
- Expansion of governance throughout critical districts ;
- Focused District Development; and,
- Border Management.

One-year Over-arching End-state for Paktika

- Relative security and improved public administration is achieved in Sharan, Orgun, Khayr Kot, and Bermal. Commerce between these areas is improved by the establishment of security along the key roads between Sharana, Orgun-e, Khayr Kot, and Ghazni. As a result, the population in these areas and along these routes feels more emboldened to withstand insurgent intimidation. Outside of these areas, the population and key tribal leadership are beginning to perceive the GIRoA as capable of providing security and delivering basic services.
- To maintain this momentum and to improve security beyond Paktika's borders, ANSF and international forces operations target and disrupt insurgent infiltration routes and safe-havens, particularly in Zadran Arc and Dila.
- Improved agricultural and educational opportunity across Paktika, particularly in outlying areas, begins to vest the population in the future of Paktika. Voter registration and elections are perceived as legitimate among the population.

Three-year Over-arching End-state for Paktika

- Sustained security and improvements in public administration in Sharan, Orgun, Khayr Kot, and Bermel continue and spur progress in Waza Khwa, Sar Hawza, Kushamond, Sarobi, and Yousef Khel.
- Regional commerce is improved in the economic corridors between Gardez, Ghazni, Khowst and Sharana due to continued improvement in road security. As a result, the population in these areas and along these routes feels more emboldened to actively resist insurgent intimidation. Outside of these areas, ANSF expansion allows the population and key tribal leadership to be more receptive to GIRoA communications and influence and to have greater access to basic services.
- Continued development of media and telecommunications sectors helps connect people and government at all levels and allows for improved public information and government transparency.
- The Population's quality of life is improved by significant reductions to the food deficit and the creation of a larger pool of local semi-skilled and skilled labor through availability of post-secondary education within the province. Election of district councils helps connect the people with their elected officials.

Khowst PRT

Current priority focus areas for Khowst Province include:

- Elections and Voter Registration;
- Expansion of governance throughout critical districts (Matun, Mandozai,Gorbuz, Tani, and Terezai);
- Khowst-Gardez Road;
- Border Management; and,
- Natural Resource Management.

One-year Over-arching End-state for Khowst

- The ANA has increased responsibility for maintaining security in Khowst and degrades insurgent support bases, interdicts infiltration routes, and secures key market LOCs. ANP immersion training continues to improve ANP capabilities. Communication and operational links exist among ANSF to secure key districts officials and government

facilities. Efforts to manage corruption within the ANP and ABP are underway, starting with regular pay.

- The public perceives that more civil cases (particularly corruption) are being tried fairly and insurgents are being held accountable for their actions. Increased ANSF presence, government engagement, and economic opportunity spur reconciliation, community ownership of civic institutions and infrastructure, and resistance to intimidation by insurgents. Due to visible infrastructure progress, the population begins to recognize that the GIRoA is capable of supporting their needs.
- Road construction is complete on Kabul to Gardez road and critical secondary roads including Spira, Musa Khel, Gorbuz/Tere Zai, and Gulam Khan. These roads improve the connection of Khowst to the Ring Road, linking the population and businesses to larger markets in Afghanistan and beyond. Secondary road improvement provides increased access to district centers, and basic health care and other public services.
- Economic growth continues, supported by expansion of the Khowst airport and establishment of Khowst City electrical grid.
- Provision of vocational training and access to markets and inputs have improved economic opportunity and available human capital, particularly in population centers along key LOCs, and in major agricultural communities. The provision of advisors and training establishes more schools and improves access to education.
- Provincial and district government execute a prioritized strategy for provincial development with increasing transparency, accountability, and cooperation.
- Voter registration and Presidential and Provincial Council elections are completed with minimum disruptions.
- The GIRoA extends its influence through increased engagement with influential local, tribal, traditional, and religious leadership.
- Basic health is sustained and the establishment of a provincial hospital improves access to secondary healthcare.

Three-year Over-arching End-state for Khowst

- In 2011 across Khowst, major market lines are secure enough to permit freedom of movement and commerce; completion of K-G project has invested communities in their own security and future.
- Increasingly professional police and a developing justice sector are operating under basic rule of law throughout population centers/centers of commerce. A fully staffed, trained, and equipped ABP can increasingly protect itself and control key border areas. In traditional insurgent safe havens, key tribal groups are aligning their interests with GIRoA; and the ANSF-- with diminished reliance on Coalition Forces -- is able to work with these communities to reduce safe havens and disrupt freedom of movement and effectiveness of criminal groups and insurgents. The GIRoA has a functional presence in most districts, provides basic services in key districts, and has improved linkages with key tribal groups.
- Improved quality of education at schools is supported by teacher training and hiring. Improved basic health care is driven by increased training, hiring and retention of BHC staff. Provincial governments and district/ municipal staff can coordinate to plan, budget, and develop programs more effectively and transparently. Parliamentary and district council elections provide opportunities to improve legitimacy of GIRoA and better connect the population to the national government. Linkage of the provincial

government to Kabul has improved with transparent processes including budgets and operations and broader representation in provincial and national processes.

- Effectiveness of insurgent recruiting and ability to spread a compelling ideology are reduced. The population is increasingly turning to GIRoA as an alternative to the international community for meeting their needs. Organized and responsible exploitation of natural resources (chromite and timber) have begun. Water management decisions and projects (power and irrigation) are based the watershed assessment. Expansion of the Khowst city power grid has begun to facilitate expanded economic growth. In Khowst business and development opportunities have drawn commerce and growth west into Afghanistan and provided alternatives to trade with Pakistan. Private sector and civil organizations are increasingly and positively influential.

Qalat PRT

As with all PRTs, the overall mission of the Qalat PRT is to conduct civil-military operations in Zabol Province to extend the reach and legitimacy of the Islamic Republic of Afghanistan by: Promoting good governance and justice, supporting and enabling effective Afghanistan security apparatus and facilitating reconstruction, development and economic growth by developing projects on the leading edge of the Afghan National Development Strategy.

4.5.2 Staffing of PRTs

Table 13 – Composition and Laydown of U.S. PRTs

	Military		Civilian					
		On	DoS		USAID		USDA	
PRT	Auth	Hand	Auth	O/H	Auth	O/H	Auth	O/H
Konar	89	89	1	1	1	1	1	1
Bagram	63	63	0	0	2	1	1	1
Farah	99	99	1	1	1	1	1	1
Paktya	88	88	1	1	1	1	1	1
Ghazni	88	88	1	1	1	1	1	1
Nangarhar	88	88	1	1	1	1	1	1
Khowst	88	88	1	1	1	1	1	1
Lagham	88	88	1	1	1	1	1	1
Nuristan	88	88	1	1	1	1	1	1
Panjshir	55	55	1	1	1	1	1	1
Qalat	99	99	1	1	1	1	1	1
Paktika	88	88	1	1	1	1	1	1
Total	**1021**	**1021**	**11**	**11**	**13**	**12**	**11**	**12**

In addition to the personnel assigned directly to the U.S.-led PRTs, USDA has a PRT advisor assigned to Task Force Salerno and a PRT Coordinator stationed Kabul. In January 2008, Ambassador Wood requested more staff to intensify efforts in Afghanistan and to prepare civilian agencies to assume more of the burden in the country. The request included 48 USAID personnel, predominately for PRTs, and 43 DoS employees for PRTs and other related duties. USAID and the DoS are currently using FY2008 and FY2009 funds to hire and train the necessary individuals. Furthermore, DoS intends to establish a central reserve of expertise based in Kabul to augment the civilian component of PRTs in response to evolving needs and to increase flexibility.

DoS offers a package of incentives to attract qualified Foreign Service Generalists (Consular, Economic, Political, Management, Public Affairs) and Specialists (Financial Management, Information Management, Office Management, Security Engineering, etc.) to volunteer for service in Afghanistan, including service at PRTs. Incentives include supplemental pay, assistance to families, R&R travel, and regional rest breaks. With this current package of incentives, DoS has been able to fill all Embassy Kabul and Afghan PRT positions with volunteers.

Depending on staffing demands, most State Department officers assigned to PRTs receive language training in either Dari or Pashto. Most also attend courses designed to provide understanding of the historical, religious, and political issues in Afghanistan; the relationship between the central and provincial governments; and U.S. policy objectives in Afghanistan and the region. State officers receive training designed to enhance interagency cooperation with the USAID, USDA, and military personnel also present at PRTs. Most State officers serving in U.S.-led PRTs undergo a rigorous three-week training program at Fort Bragg Army base in North Carolina. This program includes training in combat life-saving techniques, force protection doctrine, weapons, and communications; classroom instruction on the joint civilian/military PRT mission, and field simulation exercises designed to prepare officers for situations they may encounter in the field, including interactions with tribal representatives and government officials, working with UNAMA, and responding to local crises.

4.5.3 Coordination and Chain of Command

Table 14 – Location of each U.S. PRT

City	Province	ISAF Regional Command
Bagram	Parwan and Kapisa	East
Panjshir	Panjshir	East
Kalagush	Nuristan	East
Asadabad	Konar	East
Mehtar Lam	Laghman	East
Jalalabad	Nangarhar	East
Khowst	Khowst	East
Gardez	Paktya	East
Sharana	Paktika	East
Ghazni	Ghazni	East
Qalat	Zabol	South
Farah	Farah	West

Each U.S.-led PRT in RC East is under military command, subordinate to a U.S. brigade task force. The PRTs receive instructions and guidance from their brigade headquarters. They coordinate their actions vertically through the brigade headquarters and laterally with the battalions and civil affairs teams occupying the same area. PRT actions are synchronized by their commands with U.S. and ISAF campaign objectives.

The U.S.-led PRTs have an integrated command group structure combining the military and civilian elements (e.g., USAID, DoS, and USDA) to ensure effective execution of security, development, and governance programs and policies. Coordination among the PRTs is conducted laterally as well, through USAID and USDA representatives in their respective organizations. CJTF-101 provides liaison officers to ISAF, USAID, UNAMA, and CSTC-A to coordinate efforts. USAID and DoS provide advisors at the CJTF-101 headquarters, each brigade task force headquarters, and each U.S.-led PRT. USAID and DoS also provide advisors to 14 of the PRTs led by other international partners active in Afghanistan. CJTF-101 hosts quarterly development conferences with USAID and UNAMA which include representatives from the brigades and PRTs. CJTF-101 also sponsors quarterly interagency conferences that include wide representation from CSTC-A, the U.S. Embassy, and USAID. These conferences address the salient issues that pertain to all U.S. Government agencies executing governance and development support in Afghanistan and are supported by day-to-day coordination between CJTF-101 development related staff and USAID technical officers on development and governance issues. CJTF-101

also sponsors quarterly stakeholder conferences that include UNAMA, most UN agencies, and multiple non-governmental organizations operating in Afghanistan. These conferences are conducted for the same reasons as the interagency conferences mentioned above.

Constant coordination of country-wide PRT efforts is conducted through continual meetings with ISAF partners as well as within the interagency community. Representation of the U.S. and PRT lead nations in the ISAF CJ-9 directorate brings all PRT interests together to promote reconstruction and development efforts. The RC-South Civilian Military planning cell, described in section 2.3.1 of this report, is a current initiative to increase PRT coordination efforts. The planning cell will be operational by November 2008.

4.5.4 Provincial Reconstruction Team Funding

Table 15 – PRT FY2008 Funding

PRT	FY2008 Non-CERP Funding	CERP
Bagram	$11,087,025.00	$158,900.00
Farah	$5,446,417.00	$72,900.00
Paktya	$2,993,000.00	$26,500.00
Ghazni	$32,306,067.00	$88,900.00
Khowst	$18,004,799.00	$41,400.00
Konar	$53,297,667.00	$21,600.00
Laghman	$72,687,950.00	$32,100.00
Nangarhar	$21,820,334.00	$107,300.00
Nuristan	$24,686,202.00	$5,400.00
Panjshir	$6,851,425.00	$22,200.00
Qalat	$2,263,000.00	$43,900.00
Paktika	$5,948,098.00	$20,900.00
PRT TOTAL	**$273,533,056.00**	**$642,000**

U.S.-led PRT efforts are funded through DoD Commanders Emergency Response Program (CERP), complemented by USAID-funded development programs. CERP funds are not used to cover PRT operating costs. Table 15 indicates funding distributed to each of the PRTs for FY2008. The PRT FY2008 numbers include CERP plus U.S. Government and international contributions to the PRTs for projects.

Additionally, through CERP and USAID funding, U.S.-led PRTs fund construction projects that assist the local government in meeting the basic needs of the populace and provide the basic infrastructure to support economic growth and development. Although the CERP funding is shared with the maneuver units, the PRTs execute a majority of the CERP-funded projects. Each month, the PRTs receive a monthly CERP allocation which provides them funding for quick-impact projects, calculated on a per capita basis. The monthly amount is not a spending limit. PRTs nominate projects within their areas of responsibility that are above and beyond their monthly allocation. A CERP Review Board meets weekly to evaluate the project nominations and approves funds for projects that are deemed technically and legally sufficient.

Across the command, CJTF-101, USAID, and DoS work to partner with GIRoA officials at all levels. The primary objective is to help connect the Afghan populace to the government, help build trust and confidence in government institutions and to solidify popular support for the government. The CJTF-101 Commanding General and Deputy Commanding Generals meet regularly with ministers and deputy ministers to ensure that CJTF-101 objectives are in line with GIRoA ministerial strategies. CJTF-101 staff officers meet with and correspond regularly with ministerial officials to work common solutions to issues.

4.6 Reconstruction and Development Oversight

On May 29, President Bush appointed retired Marine Corps Major Gen. Arnold Fields as the Special Inspector General for Afghanistan Reconstruction (SIGAR). Major Gen. Fields will have oversight authority over annual U.S. spending on reconstruction projects in Afghanistan while the Defense Department's Inspector General's office and other oversight agencies will

continue overseeing military spending. To date, $16 million has been appropriated to the SIGAR for its establishment and operations, including $2 million in the FY 2008 supplemental, $5 million in the FY 2009 bridge, and $9 million appropriated in the FY 2009 Continuing Resolution. The SIGAR's first quarterly report was submitted in October 2008 but did not contain any significant recommendations.

USAID draws upon the audit, investigative, and oversight resources of its Regional Inspector General, based in Manila, Philippines, and has instituted a policy of concurrent audits.

4.7 U.S. Funding for Efforts in Afghanistan

Table 16 provides a breakdown of U.S. funding streams for efforts in Afghanistan from 2002-2009.

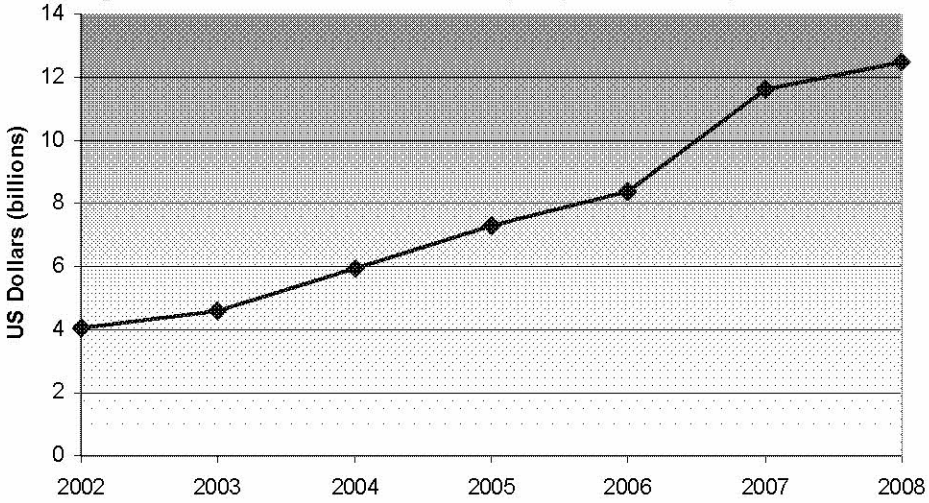
Table 16 – Funding of U.S. Efforts in Afghanistan (fiscal years, $US Millions, including supplementals)

Line of Operation	2002	2003	2004	2005	2006	2007	2008	2009
Security	**147**	**388**	**949**	**1,036**	**1,990**	**7,431**	**2,766**	**2,000**
-- Afghan National Army	86	361	719	786	736	4,872	1,781	
-- Afghan National Police	24	0	160	200	1,218	2,525	964	2,000
-- Other Security	37	27	70	50	36	36	21	0
Democracy/Governance	**103**	**89**	**233**	**223**	**80**	**221**	**434**	**148**
Dev/Hum	**657**	**507**	**1183**	**1766**	**1178**	**1877**	**2276**	**502**
-- Reconstruction	124	296	855	1,240	706	1,191	1,445	254
-- Alternative Livelihood	0	0	0	175	140	229	180	38
-- Rule of Law	7	8	29	21	30	65	126	70
-- Humanitarian/Other	526	203	299	330	302	392	525	140
Counter-Drug	**40**	**3**	**126**	**775**	**420**	**737**	**619**	**272**
-- Interdiction	1	3	76	338	137	323	251	188
-- Eradication	39	0	50	257	138	177	183	46
-- Alternative Livelihood	0	0	0	175	140	229	180	38
-- Other CN	0	0	0	5	5	8	5	0
Total	**947**	**987**	**2,491**	**3,800**	**3,668**	**10,268**	**6,095**	**2,922**

4.8 Economic Development Outlook

The economic situation for the second half of the FY2008 was characterized by food price increases, drought, and continuing security problems. In 2007-2008, real economic growth reached an estimated 11 percent, marking a rebound in agricultural production from drought-afflicted conditions, which slowed economic growth in the previous year. Growth is expected to slow to just over seven percent in 2008-09, according to IMF projections. Average 12-month CPI inflation is projected at 24 percent, with end-period inflation declining to 15.6 percent by year's end. This is an optimistic scenario that assumes a significant drop in food prices in the wake of government and donor efforts to bring adequate supplies of wheat into the country.

Figure 23 - Afghanistan Gross Domestic Product (Licit), 2002-2008* (Source: World Bank)



**2008 date based on IMF projections*

Four factors pose the biggest risks to Macroeconomic growth and stability in Afghanistan:

1. Low domestic revenues;
2. High inflation;
3. Lack of structural reform; and,
4. Weak economic policymaking and governance.

Afghanistan continues to have one of the world's lowest domestic revenue to GDP ratios, at about 7 percent of GDP (compared to 20 percent of GDP in similar low-income countries). Although the GIRoA has increased its revenue collection, it cannot keep pace with increased expenditures, largely driven by the security sector costs, civil servant wage increases, and subsidies for more expensive food and fuel. It is estimated that the GIRoA will cover less than 20 percent of its total recurrent expenditures, including core and external budgets, in FY2009. An important milestone will be whether GIRoA can cover its recurrent expenditures from domestic revenue by 2012-13 as established in its medium-term fiscal framework. The GIRoA has had trouble collecting taxes and fees from some entities due in large part to political interference and lack of capacity in some ministries.

Inflation has risen from as low as five percent in March 2007 to more than 30 percent year-on-year by September 2008. This appears to be almost entirely due to food price inflation, particularly from a one-off export restriction from Pakistan in May 2008. The anticipated shortage in wheat may put additional pressure on inflation and the Central Bank's foreign

reserves in the remainder of the fiscal year. Afghanistan has fallen short on benchmarks related to structural reforms, privatization of state-owned enterprises, and the passage of legislation critical to private sector development. The lack of structural reform, sound economic policymaking, and overall political will has prevented progress from being made. Strong GDP growth and an open trade regime should result in strong government revenues. However, the GIRoA has failed to collect taxes or implement tax reforms to broaden the country's tax base. Some progress has been made in passing and implementing legislation to boost the private sector; however, much more needs to be done, particularly regarding credit and property laws.

Thus far, the GIRoA has proved unable or unwilling to address economic risks. In order to encourage the requisite political will and reform, the U.S. is pursuing four economic governance priorities within the context of its ongoing efforts:

1. Embracing free market economic policy at senior levels of government;
2. Enhancing government resources;
3. Addressing inflation; and,
4. Implementing structural reforms.

These priorities support the objectives of the ANDS and the U.S. Reconstruction and Development lines of operation supporting the overall COIN strategy. Without the needed political will, sound policy, and structural reform, the efforts towards Reconstruction and Development will not reach their full potential.

Afghanistan's balance of payments position is projected to improve due to strong export growth, mining-related FDI, and aid inflows in excess of 50 percent of GDP. In the first seven months of FY2008 the Afghani remained steady despite rising inflation.

The potential for economic instability in Pakistan arising from difficulty in financing a large current account deficit may have negative spillover effects on Afghanistan's economy. The underlying trends, however, signal that the Afghan authorities have a monetary stance appropriate to containing inflationary pressures as evidenced by confidence in the domestic currency, which has remained broadly stable against the U.S. dollar in nominal terms.

Reconstruction Opportunity Zones

Reconstruction Opportunity Zones (ROZs) are a Presidential initiative aimed at improving security by providing duty-free access to the United States for certain goods produced in certain areas, thereby promoting economic development and addressing severely lacking economic conditions in Afghanistan and the border region of Pakistan. Creating legitimate economic opportunities and promoting capacity-building will stimulate badly-needed development and strengthen government credibility and authority in ROZ areas. As of September, 2008 enabling legislation for ROZs was under consideration by the U.S. Congress.

Section 5: Counternarcotics (CN)

Narcotics-related activities fuel the insurgency in Afghanistan, threaten the legitimacy the GIRoA, and threaten the long-term stability of the country and surrounding region. According to the United Nations Office on Drugs and Crime (UNODC), 93 percent of the world's opiu m originates in Afghanistan. Despite some positive metrics and significant efforts and resources on the part of the U.S., the international community, and some Afghan government officials, overall progress in CN has been inadequate. This slow progress is due to the difficult economic, security, and governance conditions in the country. Afghans often lack economically viable alternatives to growing poppies. In many areas, the narcotics industry is closely linked to the insurgency; hence the lack of overall security allows narco-trafficking to flourish. The absence of an established rule of law also aids narco-traffickers, as the narcotics industry is linked to and abetted by high levels of corruption within the GIRoA. A lack of coordination among the Afghan and international entities contributing to CN activities has further hampered progress. NATO Defense Ministers adopted, in principle, a more aggressive approach to counter-narcotics by agreeing to target drug producers and traffickers with the GIRoA in the lead. Nonetheless, some forces continue to be limited in their ability to conduct certain types of CN activities due to their respective nations' laws and policies.

DoD, the Drug Enforcement Administration (DEA), DoJ, and INL are committed to strengthening the counternarcotics (CN) capabilities of the GIRoA and bordering nations.

5.1 Strategy and Priorities

The U.S. Government has developed both short and long-term objectives to meet CN goals in Afghanistan and the region. These objectives are framed within the Five Pillar strategic plan for Afghanistan. The five pillars include: 1) Public Information, 2) Alternative Development, 3) Poppy Elimination and Eradication, 4) Interdiction and Law Enforcement, and 5) Justice Reform and Prosecution.

In the short term (one to three years), DoD's primary focus will be on the interdiction pillar. To this end, DoD will continue to focus on capacity building programs; sustaining CN police forces; training the ABP to identify, track and interdict outgoing narcotics and incoming precursor chemicals; increasing the capacity of the CNPA; integrating CN capacity building in the provinces within the CSTC-A FDD program; and better utilizing the National Guard State Partnership Program for regional CN support activities.

DoD's long-term (three to five years) strategy is to continue providing support to interdiction-capacity building. This support will primarily be targeted towards Afghan law enforcement, but DoD will also continue efforts to enhance the abilities to control borders and interdict outgoing narcotics and incoming precursor chemicals in neighboring countries.

Overall, U.S. efforts aim to reduce opium cultivation, contain narcotics trafficking within Afghanistan, break the nexus between insurgents and the drug trade, continue to engage Pakistan and the Central Asian states in order to disrupt the trade in narcotics and the precursor chemicals needed to produce them, ensure regional efforts remain Afghan-centric, and eventually transfer CN program support to the GIRoA and partner nations. To achieve these goals, the U.S. will continue to fund programs that enhance the logistical and technical abilities of the GIRoA and partner countries to conduct CN programs.

Because future CN efforts and funding-levels will be conditions-based, it is not possible to provide reliable estimates for out-year CN budgets. Table 17 on the following page contains a breakdown of DoD funding for CN initiatives between 2004 and 2008.

Table 17 – Allocation of DoD CN Resources 2004 – 2008 ($US thousands)

	FY2004	FY2005	FY2006*	FY2007*	FY2008*
NIU/CNPA - Air Mobility (OCONUS)	12,800	72,833	27,866	56,829	38,794
NIU/CNPA - Air Mobility (CONUS)	0	2,390	610	15,459	1,900
NIU/CNPA - Training	3,200	11,580	12,441	13,176	21,039
NIU/CNPA - Equipment	0	647	2,796	15,036	4,285
NIU/CNPA - Facilities	0	16,045	8,568	11,191	26,457
Afghan Special Narcotics Force Enhancement	3,800	6,075	0	0	0
CN Border Police - Facilities (BCPs)	3,480	6,587	16,127	5,449	0
CN Border Police - Facilities (HQs)	6,420	42,684	0	0	0
CN Border Police - Training	0	9,911	7,350	41,460	28,973
CN Border Police - Equipment	9,000	14,188	1,500	10,945	959
CN Highway Police Facilities	8,400	0	0	0	0
CN National Police Facilities	11,800	2,103	0	0	0
CN Police - Equipment	5,000	4,850	0	0	0
Public Information Campaign for MOI	3,900	3,432	0	0	0
Intelligence and Technology-MIP Efforts	4,000	7,382	12,564	70,976	43,625
Intelligence and Technology-Non MIP Efforts	0	4,900	9,030	38,670	13,700
Other Program Support	0	9,228	9,202	11,794	9,887
State Dept Helicopter Lease	0	9,700	0	0	0
TOTAL	**71,800**	**224,535**	**108,054**	**290,985**	**189,619**

*Includes total Supplemental funding appropriated in that year.

5.2 Roles and Missions

The CNPA is Afghanistan's national policing agency responsible for countering illicit narcotics traffickers in the country. The CNPA mission is to enforce the narcotics laws and regulations, the policy of the President of the Islamic Republic of Afghanistan, and orders from the MoI. In order to foster stability, security, and governance, the CNPA targets narcotics trafficking suspects and those who protect them. Provincial governors are responsible for discouraging poppy cultivation and conducting governor-led eradication (GLE). Should governors need assistance in conducting eradication, they can request assistance from the central government. In provinces where governors are either unwilling or unable to conduct GLE, the central government's Poppy Eradication Force (PEF) may be deployed, even if the governor does not request support.

The international forces present in Afghanistan provide operational support to the GIRoA. Until October 2008, ISAF viewed CN operations as a supporting task to aid the GIRoA. At the Budapest Defense Ministerial in October, it was agreed that ISAF, with the GIRoA in the lead, can take a more active role in combating drug producers and traffickers.

The DoS works within the five-pillar plan to coordinate public information campaigns and poppy eradication. DoS and DoJ work in conjunction to enhance the Afghan judicial system, train prosecutors, and build the infrastructure necessary to indict, arrest, try, convict, and incarcerate drug traffickers. The DEA, DoJ, DoS, and DoD have been successful in building the interdiction capacity of the CNPA. USAID provides development opportunities for the Afghan people, and is building roads, installing and rehabilitating irrigation systems, constructing cold

storage facilities, and introducing improved farming techniques to the Afghan people, among many other initiatives, with the goal of providing viable alternatives to opium cultivation. The DEA is in the process of developing a three-to-five-year expansion plan for DEA operations in Afghanistan. Initial funding for the DEA's expansion has been entirely secured through the U.S. Government's Global War on Terrorism (GWOT) funding. As a result, the DEA will assign an additional 67 direct-hire personnel to the Kabul Country Office area of responsibility. By the end of FY2009, it is anticipated that 55 of the 67 potential personnel will be in place in Kabul. The positions are to be based out of Kabul and will be forward-deployed to RC-South, RC-West, RC-North, and RC-East when billeting and office space is made available.

5.2.1 Interagency Coordination

To ensure the goals of the CN strategy are met, several weekly and bi-weekly interagency CN coordination meetings are held. All principal policy makers take part in the Afghan Interagency Operations Group (AIOG), the Afghan Counternarcotics Working Group (ACNWG), the Afghan Steering Group (ASG), and Deputies and Principals Committee meetings.

5.2.2 International Coordination

The opium problem in Afghanistan cannot be viewed as Afghanistan's problem alone. For this reason, the U.S. will continue to build the interdiction capacity of neighboring countries in the South and Central Asia region. DoD will continue CN support to Pakistan, Tajikistan, Turkmenistan, and Kyrgyzstan. At the request of DoS, DoD is assisting in funding the development of the Border Management Task Force (BMTF). The BMTF provides oversight and management of U.S. border initiatives and assists the GIRoA with border issues. The UNODC looks to the BMTF as the focal point for border management issues on behalf of the international community.

5.2.3 Use of Intelligence

The U.S. coordinates the development of CN programs and the sharing of CN intelligence and information with partner nations and lead federal law enforcement agencies. Sharing intelligence, while building the capacity of the GIRoA and neighboring countries to collect CN intelligence, will allow the U.S. to shift the burden of CN activities in Afghanistan to the GIRoA more quickly. Intelligence sharing is facilitated through institutions including: the Joint Narcotics Analysis Center (UK-led, based in London), the Interagency Operations Coordination Center (IOCC) (U.S.-U.K. joint leadership, based in Kabul), and the CNPA Intelligence Fusion Center (CNPA – IFC). In FY2008, DoD will provide more than $57 million towards CN intelligence programs in Afghanistan, and has requested funding to continue these programs. The CN intelligence clearing house within Joint Intelligence Operations Center-Afghanistan (JIOC-A) has improved intelligence sharing regarding CN operations among the U.S., ISAF, and the GIRoA.

5.3 Efforts to Improve Afghan Capacity

In FY 2008, DoD is providing more than $88 million to foster CNPA development in partnership with DEA and DoS. DoD is developing an Unmanned Aerial System program to provide dedicated intelligence, surveillance, and reconnaissance support to interagency CN forces. This program will provide situational awareness and force protection for CN forces when they are conducting operations, specifically DEA Foreign-deployed Advisory and Support Teams (FASTs) and the NIU. The FASTs provide guidance, mentoring, and bilateral assistance to the GIRoA and CNPA in identifying and disrupting clandestine drug operations. U.S. military personnel do not directly participate in law enforcement operations, though U.S. forces do provide MEDEVAC in-extremis support, pilot training, lift support for administrative purposes, and intelligence for law enforcement CN missions.

> ***Kandahar Cannabis Seizure***
> On June 13, 2008, a joint DEA and ANP operation seized over 236 metric tons of cannabis worth $600 million in Kandahar. This joint operation netted the largest seizure of cannabis in history and showed the growing capability of Afghan CN capability.

In FY 2008, DoD will provide approximately $30 million to build the capacity of the Afghan Border Police (ABP) and the Afghan Customs Department. DoD supports the Border Management Initiative (BMI). The BMI is intended to improve security and promote stability in the border regions, and to increase interdiction capacity. The Focused Border Development program, described in section 2.5.6 of this report, will supplement these efforts.

5.3.1 Good Performer's Initiative

The Good Performer's Initiative, established by the GIRoA in 2006, provides high-impact development assistance awards to governors who exhibit the political will to substantially reduce or eliminate poppy in their provinces. The U.S. and the U.K are currently funding the Good Performers Initiative funding for the 2008 season. Good Performers Initiative rewards are awarded in one of three categories:

- Poppy-Free Provinces ($1 million each)
- Net Poppy Reduction ($1,000 per hectare above 10 percent, total cultivation)
- Special Recognition Awards ($500,000)

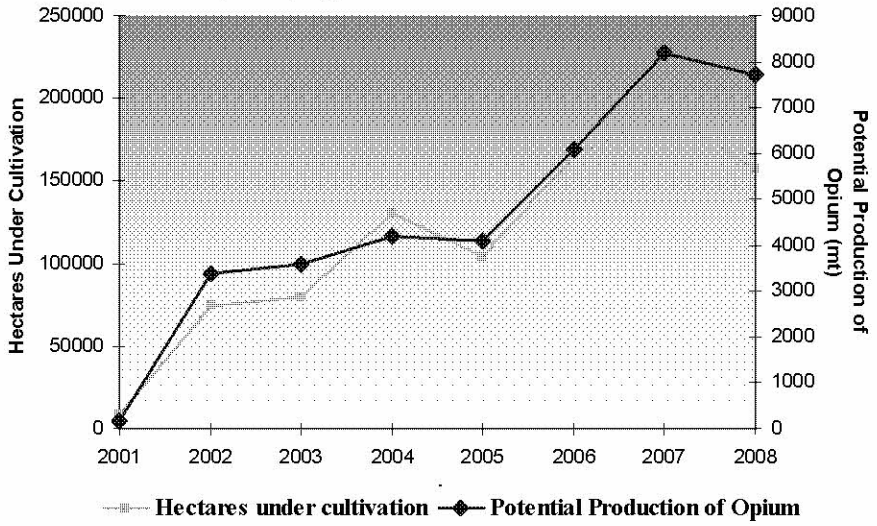
In 2008, 29 provinces earned $39.7 million in Good Performer's Initiative assistance, including $10 million to Nangarhar province.

5.4 Progress to Date

Over the past year there has been progress in the fight against narcotics. The 2008 UNODC report on Opium Cultivation in Afghanistan cited a 19 percent decrease in 2008 poppy cultivation compared to 2007. Some of this decrease may be attributable to drought conditions.

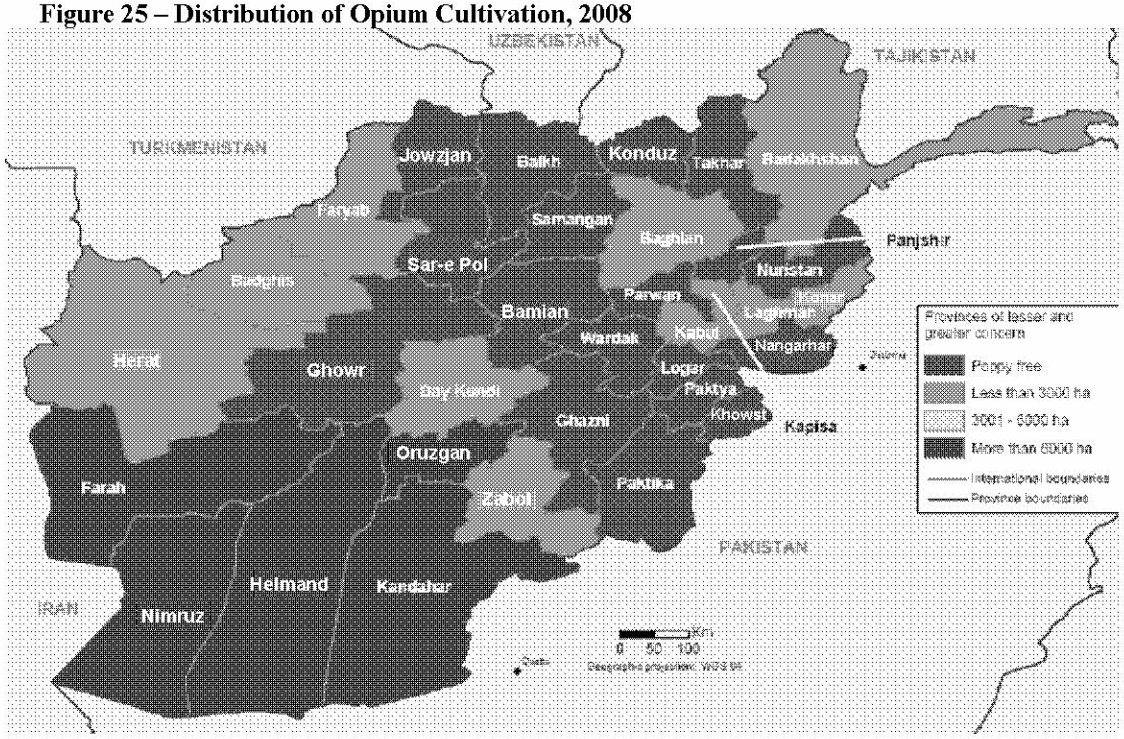
Although productivity per hectare (ha) has risen since 2001, total potential production of opium and the total area under cultivation in Afghanistan fell in 2008, as indicated in Figure 24.

Figure 24 – Area under Poppy Cultivation (ha) and Potential Production of Opium (mt), 2001-2008



In 2008, there were 18 poppy-free provinces out of a total of 34, five more than the year before. Cultivation has largely moved to the south of the country, as indicated in figure 25.

Figure 25 – Distribution of Opium Cultivation, 2008



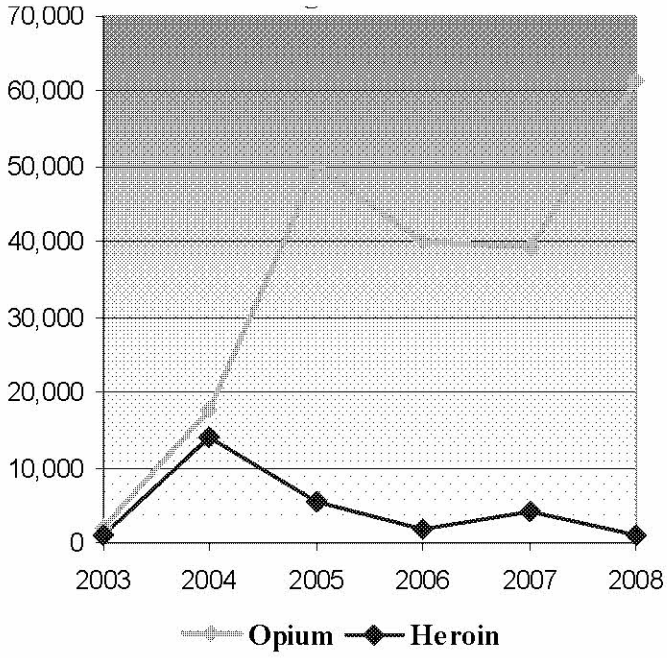
The overwhelming majority of the country's poppies were grown in seven provinces in the South and West, accounting for 98 percent of the country's total poppy crop. Helmand, in which 66 percent of Afghanistan's poppy was cultivated in 2008, is the most significant single source of opium. Not coincidentally, Helmand sees high levels of insurgent activity and has very weak central government authority. In 2007, Nangarhar ranked as the second highest poppy cultivating province in Afghanistan, but became poppy free in 2008. These positive results are due to a CN strategy that is integrated into security operations, a balance of CN

incentives and disincentives, and strong gubernatorial and provincial leadership from Governor Sherzai.

As stated previously, between January and September 2008, the GIRoA seized approximately 61,500 kg of opium, 944 kg of heroin, and 265,326 kg of hashish. Figure 26 demonstrates illegal narcotics seizures between 2003 and August 2008.

One of the biggest obstacles to U.S. and international CN efforts is the ineffective implementation of the Afghan National Drug Control Strategy (NDCS). Similar to the U.S. strategy, the NDCS addresses public awareness, alternative development, eradication, law enforcement, criminal justice, demand reduction, institution building, and international and regional cooperation. The strategy has yielded success in the north and east, where there is sufficient political will on the part of leaders and relative security. As demonstrated by Helmand, the lack of security in the south has made implementation of CN programs very difficult. With growing evidence of a link between the insurgency and the narcotics trade it is becoming increasingly apparent that security in Afghanistan is directly tied to CN efforts.

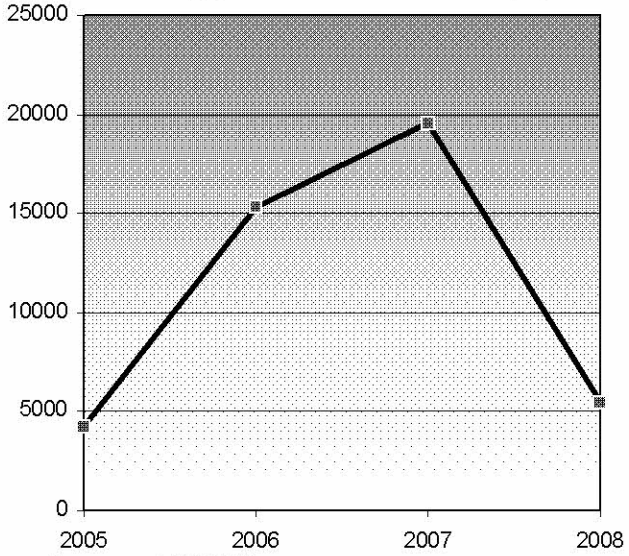
Figure 26 – Illegal Narcotics Seizures (kg), 2001-2008



Another major issue that requires resolution is the lack of coordination between MoD and MoI. The current framework leads to a compartmentalization of responsibility between these ministries. The Counternarcotics Infantry Kandak (CNIK) is an example of improved coordination between the MoD and MoI. The CNIK is an ANA infantry battalion dedicated to providing force protection to the PEF. CSTC-A has provided embedded trainers and equipment for the CNIK, which is expected to be prepared for CN missions in the spring of 2009.

5.4.1 Eradication Efforts

Figure 27 – Poppy Eradication 2005-2008 (ha)



Source: UNODC

In 2008 the UNODC and the Afghan Ministry of Counternarcotics (MCN) verified 5,480 ha of poppy eradicated. Of those 5,480 ha, GLE accounted for 4,306 destroyed hectares and the central government-led PEF accounted for 1,174 ha.

The decrease could be attributed to numerous factors, including: an unusually cold winter; an increase in poppy-free provinces; and an increase in voluntary or forced eradication by farmers. Also, the majority of

cultivation is currently in less secure provinces, making eradication much more difficult. Security incidents related to eradication and opium cultivation increased in 2008 as eradication efforts were strongly resisted by the insurgency. As cultivation shifts to the south, this problem will increase. Security incidents related to eradication efforts resulted in the death of 78 people in 2008, up from 19 in 2007.

5.5 Impact of CN on the COIN Mission

U.S. forces provide support to CN law enforcement operations within the scope of current rules of engagement, applicable law and regulations, and within the limits of their means and capabilities. Use of limited forces in Afghanistan is a zero-sum endeavor. A shift in force application from one mission set to another comes with a cost of a reduction of available forces for the former mission set. A shift of limited assets may result in a degradation of the COIN mission. At the same time, the COIN mission cannot be addressed effectively without engaging in the CN mission. Additional resources, targeted to the CN mission, would be needed to expand direct DoD support to counternarcotics operations.

5.6 Potential Improvements

The U.S. Government has made progress in improving the interdiction capacity of Afghanistan. Efforts now must be made to identify and arrest high value targets and build the infrastructure necessary to try and incarcerate these individuals. The U.S. military is committed to continued work with other U.S. agencies, within the legal constraints imposed by Congress on military assistance to law enforcement operations, to support U.S. efforts in Afghanistan and Central and South Asia to defeat the Afghan opium problem. The success in RC-East's Nangarhar Province, principally due to Governor Sherzai's willingness to address the problem and his capacity to exert authority, provide a solid model for future CN efforts in Afghanistan. The integrated counterinsurgency and counternarcotics model provided increased coordination, resources, and intelligence to both missions.

Section 6: Regional Engagement

5.1 Pakistan[22]

One of the greatest challenges to long-term security within Afghanistan is the presence of extremist sanctuaries along the border with Pakistan, including within the Federally Administered Tribal Areas (FATA). The U.S. Government and the Government of Pakistan recognize that Pakistan cannot rid its territory of violent extremist organizations by military means alone.

To that end, the Government of Pakistan has developed a comprehensive COIN "Frontier Strategy" that includes economic and social development, and the strengthening of effective governance in the border areas in order to extend Islamabad's authority and deny extremist safe havens. To implement this strategy, the Government of Pakistan (GoP) developed a nine-year, two billion dollar Sustainable Development Plan in the tribal areas to improve existing social and economic conditions in the FATA by providing services, upgrading infrastructure, and bolstering commercial activity. The U.S. Government has agreed to assist Pakistan implement its COIN strategy. The DoS is assisting with governance and social development; DoD is assisting Pakistan's security forces.

The U.S. has announced a commitment of $750M over five years to support these efforts. The majority of these funds will be managed via USAID through a series of infrastructure development and social welfare programs. USAID's Office of Transition Initiatives (OTI) is already engaged in various agencies of the FATA with tribal leaders, political agents, and non-government organizations to provide near-term, quick-impact projects at the village level.

The U.S. is also working with Pakistan and Afghanistan to revitalize the Tripartite Commission (TPC), a trilateral mechanism designed to facilitate and enhance regular military-to-military communication and focused on border deconfliction issues. The last TPC meeting was held in October 2008 and highlighted significant progress made in coordination between Pakistani, Afghan, and ISAF forces.

The continued support of approximately three million Afghan refugees in countries of asylum is a major regional issue and affects security and stability along the border. Pakistan has committed to voluntary, not forced, repatriation, and is party to the Tripartite Agreement on Voluntary Repatriation with the GIRoA and the United Nations High Commissioner for Refugees (UNHCR). Afghans who register as refugees with the Pakistan authorities are eligible for a Proof of Registration card that allows them to stay in Pakistan until the end of 2009.

According to UNHCR, 242,000 Afghan refugees had been assisted with voluntary repatriation from Pakistan between January and September 2008. At a meeting of the Tripartite Commission, Pakistan announced that it was reviewing its internal strategy for Afghan refugees. The GoP, the GIRoA, and UNHCR agreed that further repatriations from Pakistan to Afghanistan will be predictable, voluntary, and in consultation with all three entities. Given the GIRoA's limited capacity to absorb destitute, landless citizens with little education or skills, repatriations are likely to be spread out until at least 2012.

In addition to caring for almost two million refugees from Afghanistan, Pakistan itself is now struggling to deal with over 300,000 persons internally displaced from the FATA to the North West Frontier Province (NWFP) in July and August 2008. Military operations in the

[22] See Annex D for further detail on the Afghanistan-Pakistan border areas and the Federally Administered Tribal Areas.

Bajaur Agency of the FATA and floods in the NWFP have created an Internally Displace Person (IDP) crisis within Pakistan's borders, further straining the resources of the GoP and the assistance community that supports Afghan refugees. Although many IDPs have returned to their home areas as conditions allowed, refugees may have a harder time finding accommodations and competing for jobs in urban areas where some IDPs have also fled. Due to limited access by humanitarian assistance providers, it is still not possible to estimate the number of IDPs within the FATA itself, but estimates have ranged as high as 260,000 persons.

In order to generate jobs and offer alternatives to recruitment by extremists, the Government of Pakistan supports the concept of Reconstruction Opportunity Zones (ROZs, see inset on page 90) in Afghanistan and Pakistan as proposed by the United States. Additionally, the U.S. encourages bilateral and trilateral dialogue at the government level and through the Jirga process to improve relations between Pakistan and Afghanistan and build stability in the areas along their mutual border.

The Government of Pakistan's capacity to conduct a successful counterinsurgency against extremists in the FATA and the NWFP is vitally important to the national security of Pakistan and the U.S. Moreover, a secure, stable, and democratic Pakistan is critical to our success in Afghanistan and the War on Terror. DoD has agreed to assist Pakistan's security forces in acquiring the necessary equipment and training to enhance their ability to counter the extremists. Chairman of the Joint Chiefs of Staff Admiral Mullen has met with the Pakistan Army Chief of Staff six times through September 2008 and conveyed the importance of doing more against extremists and allowing the U.S. do more to help Pakistan.

DoD continues to work with Pakistan to improve the capabilities of the Pakistan Army and Frontier Corps. DoD has agreed to support Pakistan through a six-year Security Development Plan (SDP) to enhance Pakistan's ability to secure the border, deny safe havens to violent extremist organizations, and create a secure environment for the population that will allow development investment to achieve its goal. The SDP consists of the following: a train and equip program for the Frontier Corps; a train and equip program for special operations units of Pakistan's Army; establishing and manning (with Pakistan, Afghan, and coalition liaisons) Border Coordination Centers (BCCs), enhancing Pakistan Army aviation units, and establishing Frontier Corps Sector headquarters.

The Frontier Corps is a paramilitary force composed of ethnic Pashtuns who have the cultural, linguistic and geographic skills to perform as an effective security force with border control and counter-narcotics responsibilities. DoD continues to work with the special operations units of Pakistan's Army to enhance U.S. and Pakistani forces' ability to conduct counterterrorism missions together in the border area by providing training and equipment. These units engage in missions to kill or capture high-value extremist targets and support the Army during significant engagement in the border area.

Finally, the SDP is also providing Pakistan a series of enabling initiatives that will further enhance their overall capabilities. DoD plans to fund construction of a series of BCCs where Pakistani, Afghani, and coalition liaison officers will share intelligence, develop a common operational picture on both sides of the border, and coordinate interdiction operations. The first BCC, located in Afghanistan, became fully operational in August 2008, and the second BCC, also in Afghanistan, is presently under construction. Other BCCs are planned in Pakistan and Afghanistan. DoD began training Pakistani trainers in October and will commence training of new Frontier Corps units in early 2009. Additionally, Sector headquarters will be established to enhance the ability of the Frontier Corps to conduct security operations in the FATA. Finally, the SDP is focused on enhancing the operational readiness of several of Pakistan's helicopter

platforms to further support the respective missions of the Frontier Corps, special operations units, and the regular Army.

Although Pakistan is an indispensable partner in the War on Terror, our desire for a long-term relationship is not confined to the military relationship. The U.S. Government is working to increase our economic and social development programs and applauds Pakistan's return to democracy.

5.2 Iran

Iran remains a significant donor of aid and infrastructure to Afghanistan and Iranian influence is expected to continue to increase at a steady rate over the rest of 2008 and the beginning of 2009. Numerous Iranian companies continue to expand their presence in Afghanistan, employing large numbers of Afghans. Iran will continue to aid the GIRoA and covertly undermine ISAF with aid to the insurgents.

There is evidence that the insurgency in Afghanistan has been provided with lethal aid originating in Iran since at least 2006. It is unclear what role, and at what level, the Iranian government plays in providing this assistance. At present, the lethal support that has been provided to the insurgency in Afghanistan has not proven militarily significant. Analysis of interdicted weaponry, ordnance, and explosively formed penetrators (EFPs) in Afghanistan indicate that the Taliban has access to Iranian weaponry produced as recently as 2006 and 2007.

There is potential for disagreement between Afghanistan and Iran. An example of a potential source of conflict is water-sharing rights, which could be affected by current Afghan dam projects. Another is the Government of Iran (GoI)'s forced expulsions of undocumented Afghan economic migrants, which challenges the Afghan government's ability to ensure the well-being of its citizens. In the first three quarters of 2008, UNHCR reported that Iran deported 242,949 individuals. There were no documented reports of registered refugees being forcibly repatriated as part of these deportations. Concern remains that the 50,000 Afghan refugees living in Sistan Baluchistan, which the GoI declared a "No Go Area" for foreigners, may have difficulty re-registering under the new "Amayesh III" program instituted by the GoI. They may also have difficulty finding the means to relocate to approved areas within Iran. The majority of the estimated one million registered Afghan refugees in Iran live in urban areas. Few have chosen to repatriate to Afghanistan in 2008 due to Afghanistan's limited absorption capacity and lack of economic opportunities and basic services. The GIRoA and UNHCR will continue to negotiate with the GoI to ensure that refugees are handled according to international norms, to limit deportations, and to facilitate legal employment for the many Afghan workers who contribute to Iran's economy, particularly in the construction and agricultural sectors.