Progress toward Security and Stability in Afghanistan

June 2009

Report to Congress in accordance with the 2008 National Defense Authorization Act (Section 1230, Public Law 110-181)

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 third 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 April 20, 2009. Charts and figures reflect data through 31 May to the greatest extent possible.

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Executive Summary[1]

In 2009, the United States continues to face severe challenges in Afghanistan. However, the U.S. continues to work with the Government of the Islamic Republic of Afghanistan (GIRoA), the Government of Pakistan, the North Atlantic Treaty Organization (NATO)-led International Security Assistance Force (ISAF), and the international community to disrupt, dismantle, and eventually defeat al-Qaida and its extremist allies, their support structures, and their safe havens in Pakistan, and to prevent their return to Pakistan or Afghanistan. This report describes the U.S. strategy in Afghanistan, efforts towards achieving U.S. objectives in the country, and measures of progress along the security, governance, and reconstruction and development lines of operation.

A New U.S. Strategy

In March 2009, the Obama administration conducted a strategic assessment of U.S. efforts in Afghanistan and subsequently announced a new strategy for Afghanistan and Pakistan. The focus of the new strategy is to disrupt, dismantle, and defeat al-Qaida and prevent terrorist and extremist use of safe havens in either Pakistan or Afghanistan. Our new approach will properly resource U.S. forces in Afghanistan, re-focus civilian and military efforts so that they are mutually reinforcing, create clear measures of effectiveness, and regularly evaluate progress. The focus for U.S. forces will be to 1) to provide security for the Afghan people and 2) to train Afghan security forces so that they can take an increasing role in operations. To meet our strategic objectives, the United States and its allies will pursue a fully resourced counterinsurgency (COIN) campaign which leverages the diplomatic, informational, military, and economic assets of the United States and of the international community to diminish insurgent capability, maintain security, deliver services, and build economic infrastructure and human capital. The COIN campaign consists of sequenced operations across three lines of operation: 1) Security; 2) Governance; and, 3) Reconstruction and Development. Three enabling concepts underpin this strategy: 1) taking an integrated approach that synchronizes the efforts of all key partners to achieve comprehensive effects across the lines of operation; 2) utilizing the "clear, hold and build" COIN framework; and 3) training and partnering with the Afghan National Security Forces (ANSF).

As one of the first steps towards implementing the new strategy, President Obama nominated Ambassador Richard Holbrooke as the U.S. Special Representative to Afghanistan and Pakistan. As Special Representative, Ambassador Holbrooke will coordinate across the U.S. Government to achieve our strategic goals in Afghanistan and Pakistan.

Security

During the reporting period of October 2008 to April 2009, the security situation continued to deteriorate in much of Afghanistan. Insurgents continued to attack U.S., international, and Afghan security forces and continued to attempt to influence and intimidate the Afghan population. Insurgent-initiated attacks during the reporting period were 57 percent higher than during the same period the previous year. Sixty-seven U.S. personnel were killed in action between October 2008 and May 2009, a 24 percent increase from 2007-2008. Military deaths, including international and Afghan security forces personnel, increased by 68 percent. The increased level of violence outside of the usual "fighting season" was due in part to an ISAF

[1] This third submission of the report on *Progress toward Security and Stability in Afghanistan* covers the period between October 2008 and April 2009.

decision to deny insurgents respite and to aggressively pursue them in their winter enclaves. Unseasonably warm conditions also facilitated higher levels of insurgent activity during the late winter and early spring.

Despite the increased levels of violence against security forces, total civilian casualties, including those caused by international, GIRoA, and insurgent forces, were down nine percent between October 2008 and May 2009, as compared to the same time last year, according to ISAF data. Also, the Afghan population increased its assistance to the GIRoA in fighting the insurgents. "Pro-GIRoA" events, including turn-ins of Improvised Explosive Devices (IEDs) and weapons caches as well as other anti-insurgent activities, increased slightly. However, insurgents were active in more areas throughout Afghanistan and at higher levels than they were one year ago.

In February and March 2009, the President approved increases of over 21,000 U.S. forces to deploy during the course of the year. Between October 2008 and April 2009, U.S force levels increased by approximately 11,000. In June 2009, there are approximately 57,000 U.S. forces in Afghanistan. By September 2009, the United States will have approximately 67,000 forces deployed to Afghanistan. The recently deployed U.S. forces will work to provide stability in RC-South and train ANSF. These forces will add significant capacity to under-resourced Afghan police reform programs, expediting critical police development.

Security: October 2008-April 2009

- Insurgent-initiated attacks were up by 57 percent.
- U.S. forces increased by 11,000.
- Total civilian casualties fell by 9 percent.
- December: Heads of State and government granted U.S. and international forces in Afghanistan increased flexibility in targeting illegal narcotics traffickers and facilities that are tied to the insurgency.
- April: the JCMB approved an increase in the number of ANP by at least 4,800 officers, with the possibility of an additional 10,000.

Shortfalls in ISAF required personnel and materiel as defined in the Combined Joint Statement of Requirements remain. However, our international Allies and partners recognize the importance of the mission in Afghanistan and increased their collective contributions during the reporting period. Although neither the International Conference on Afghanistan in March nor the NATO Summit in April 2009 yielded significant new military force contributions from NATO Allies or the international community, the two conferences did yield significant new assistance to the efforts in Afghanistan. Most notably, at the NATO Summit, heads of state and government agreed in principle to a NATO training mission for Afghan National Police (ANP). Other offers from the two conferences included increased donations of funds and some increases in individual countries' force levels. Many ISAF troop contributing nations continue to maintain caveats on their forces, though there was a slight decrease in caveats during the reporting period.

The ANSF continued to improve its capability. If provided the necessary resources, the Afghan National Army (ANA) will reach its currently-authorized end-strength of 134,000 personnel by December 2011. As part of this acceleration plan, eight infantry *kandaks*

(battalions) are being fielded in 2009 as security force *kandaks*. Shortages of training personnel for the ANA persist. The United States has fielded 1,665 of the 3,313 personnel required for Embedded Training Teams for ANA. Fifty-two ISAF Operational Mentoring and Liaison Teams provide the equivalent of another 799 personnel. As stated above, a portion of the increased U.S. forces in 2009 will support the ANSF development mission.

In April 2009, the Joint Coordination and Monitoring Board (JCMB) approved an increase in the total number of ANP personnel by 4,800 officers, to be in place in Kabul in time for the August 2009 Presidential elections. The JCMB also approved, in principle, a further increase in ANP of 5,000-10,000 officers, to be placed in vulnerable or unstable provinces in time for the election. The increase beyond the initial 4,800 officers will be subject to available funding and training resources. The Focused District Development (FDD) program will continue to train district-level ANP. The eighth FDD cycle will begin in the spring or early summer of 2009, with police mentor team contributions from Germany, the U.K., and the Netherlands. Significant shortfalls in ANP training personnel continue to hamper police development in Afghanistan.

As an additional initiative to enhance local security, the GIRoA, in cooperation with ISAF and the Combined Security Transition Command – Afghanistan (CSTC-A), has initiated a pilot Afghan Public Protection Program (AP3). This program will empower selected Afghan communities to recruit, train, and deploy their own local defensive forces. These forces are not militias, but will form, train, and deploy under the direction of the Afghan Ministry of Interior (MoI) and will be responsible to the district and provincial chiefs of police. The pilot program began in February 2009.

Opium cultivation in the country decreased by almost 20 percent in 2008 and the United Nations Office of Drug Control predicts 2009 will see a further decrease in cultivation. In November 2008 NATO changed its rules of engagement to give ISAF more flexibility in targeting drug facilities and traffickers that support the insurgency. In December 2008, the Secretary of Defense approved a change in U.S. rules of engagement to provide U.S. forces similar flexibility to target narco-traffickers and modified policy to facilitate closer cooperation and support from the military to law enforcement agencies operating in Afghanistan. The ANA CN Infantry Kandak (CNIK) provided dedicated ANSF protection for GIRoA Poppy Eradication Force for the first time in the beginning of 2009. As of April 2009, the GIRoA Poppy Eradication Force, with force protection provided by the CNIK, had eradicated twice as much poppy in 2009 than it did in the same period in 2008. However, total eradication of Poppy was down from 2007 due to weaker performance by Provincial Governor-led eradication (GLE) forces. USAID and associated Alternative Development efforts continued to show results. Nearly 20,000 poor farmers agreed to grow wheat and other crops in lieu of poppies in priority communities in Helmand Province.

Governance: October 2008-April 2009

- The Afghan Independent Election Commission registered over 4 million new voters.
- Leadership has strengthened in some Ministries, notably the Ministries of Interior and of Rural Rehabilitation and Development.

Governance

The GIRoA is, and will for the foreseeable future continue to be, hampered by lack of capacity, resources, and interagency

planning and coordination. Although steps have been taken to address institutional shortcomings, international donor support will be necessary for the foreseeable future to assist the GIRoA in meeting its domestic and international responsibilities. Government corruption saps the credibility of the institutions of governance and undermines Afghan and international efforts to build these institutions. Afghan ministries lack resources and are often permeated by corruption, entrenched bureaucracy, and weak management. Ministerial leadership in some Ministries has strengthened, but strong ministers have not been able to develop second- and third-tier leadership. Furthermore, strong and dynamic Ministers can obscure underlying organizational weaknesses. Domestic revenue remains very low and is failing to grow at the same rates as the government's operating expenses. Securing cabinet-level support for increasing revenue collection will allow the government to assume greater responsibility for GIRoA operating costs may not be met unless GIRoA revenue collection and reverse the recent downward slide.

There have been small but notable examples of improvement in Afghan governance during the reporting period. Several laws intended to support economic growth have been passed in the country, both by the Afghan Parliament and by presidential decree. Several recently-appointed ministers (notably the Ministers of the Interior and of Agriculture, Irrigation, and Livestock) have shown promise in instituting real reform in their respective ministries. Due to sustained capacity building, USAID is now able to provide up to $236 million over five years directly through the Ministry of Finance for expenditure and management by the Ministry of Public Health (MoPH). The Afghan Counter Narcotics Tribunal (CNT) continues to set an example for instituting the rule of law in Afghanistan. In April, the CNT convicted a significant heroin producer and trafficker.

On August 20, 2009 Afghanistan will elect a President for the second time in its history, employing an entirely Afghan-led process. The Independent Elections Commission (IEC) conducted a successful four-phase voter registration campaign in preparation for the 2009 Presidential elections. The campaign, intended to register only new voters, resulted in more than 4.6 million new registrations in 34 provinces38 percent of which were women. MoI, MoD, and ISAF provided security and registration proceeded with few incidents. As of April 2009, the international community has provided the security forces necessary for a secure election. However, there remain significant difficulties with planning, logistical coordination, funding, and resources for the election. Successful Presidential elections will depend on the continued engagement and participation of the international community. The United States will work closely with Afghanistan and its international partners to ensure a peaceful and credible election.

Human rights remain a serious issue in the country. The Shi'a Personal Status Law, signed by President Karzai in March 2009, would have required Shi'a women to have their husband's permission to leave the house and would have legalized marital rape. After international outcry and strong domestic protest, President Karzai put the law under review to ensure that

Reconstruction and Development: October 2008-April 2009

- The Ring Road is 78 percent complete.
- The Afghan Parliament and the President have passed several important laws intended to improve the country's regulatory framework.

it is in line with the Afghan constitution and suspended its enforcement.

Reconstruction and Development

U.S. efforts to improve economic conditions in Afghanistan continued throughout the reporting period. The Ring Road is now 78 percent complete. More than 90 percent of the Ring Road will be complete by early 2011. Road construction in Afghanistan has significantly decreased travel costs and time throughout much of the country. However, a lack of consistency in transit taxing among provinces and a lack of security have diminished the potential benefits of the highway.

Due to the continued efforts of the Afghan Ministry of Public Health (MoPH) and the U.S. Agency for International Development (USAID), 82 percent of the Afghan population now has access to the MoPH's Basic Package of Health Care Services, and 40,000 more Afghan infants are alive each year due to sustained reductions in infant and child mortality. Access to education continues to grow throughout the country, with more than 7 million enrolled in school on the March 22 opening day.

A report to international donors on implementation of the Afghan National Development Strategy (ANDS) is due in June 2009. Political will and capacity within the GIRoA to fully implement the ANDS across all sectors have been inconsistent. Donor assistance has been limited and requires improved coordination. Of the $20 billion pledged at the June 2008 Paris donors conference, $7 billion was, in fact, previously-pledged assistance. The actual net gain at the Paris conference was approximately $13 billion.

In March 2009, the Afghan Parliament passed and President Karzai signed the Mortgage Law. The law is intended to encourage the development of the housing sector. In February 2009, President Karzai passed the Law on Negotiable Instruments by presidential decree. In March, the Lower House of the Afghan Parliament passed the Law on Secured Transactions for Moveable Property. At the time of this report, this law was in the Upper House of parliament for review. The GIRoA also amended its land-use law to support agriculture. These laws are designed to encourage private sector economic growth.

The United States is pursuing regional engagement and trade facilitation agreements to support economic development in Afghanistan and Pakistan. At the time of this report, the U.S. Congress is considering a bill that would grant the President the authority to designate reconstruction opportunity zones (ROZs). The State Department, USAID, and the U.S. Department of Agriculture plan to deploy over 400 additional civilian experts in support of governance and development initiatives over the next year.

Looking Ahead

As stated above, U.S. force levels will increase substantially in the coming months to help ensure the security for expanded economic and social initiatives in Afghanistan, particularly in the south of the country. The expanded force structure will also provide resources to accelerate training for the ANSF, and help to accelerate the transition of counterinsurgency efforts in the country to Afghan leadership.

The elections in August 2009 will bring about a period of increased risk to the country. Though

Looking Ahead: 2009

- Presidential Elections on August 20, run-off elections (if necessary) in October.
- Increasing U.S. force levels.
- Increasing international civilian presence.

adequate security forces for the elections have been provided, the United States will continue to work closely with the GIRoA, ISAF, and the international community to ensure that the necessary military, civilian, and financial resources are available and properly coordinated to support a free and fair election for the Afghan people.

A peaceful and democratic Pakistan is a critical partner to achieving U.S. goals in Afghanistan. The United States will work closely in the short- and long-term with the Government of Pakistan to help that country adequately secure its border areas and to deny internal safe havens to al-Qaida and other extremist organizations.

Section 1: Comprehensive Strategy for Afghanistan

1.1: Core Goal of U.S. Efforts in Afghanistan

The core goal for the United States in Afghanistan and Pakistan is to disrupt, dismantle, and eventually defeat al-Qaida and its extremist allies, their support structures, and their safe havens in Pakistan, and to prevent their return to either country. Extremists must be denied sanctuary from which to launch terrorist attacks in the region and worldwide.

Afghanistan and Pakistan are inextricably linked in defeating extremists in central Asia. The ability of extremists in Pakistan to undermine Afghanistan is proven, while insurgency in Afghanistan feeds instability in Pakistan. Instability in either country will lead to or exacerbate instability in the other, with profound implications for global security.

1.2: Objectives

Achieving our core goal in Afghanistan and Pakistan is vital to U.S. national security. It requires, first of all, realistic and achievable objectives. These include:

- Disrupt terrorist networks in Afghanistan and especially Pakistan to degrade any ability they have to plan and launch international terrorist attacks.
- End Pakistan's active and passive support for terrorist and insurgent groups.
- Use all available U.S. assts to enhance civilian control and a stable constitutional government in Pakistan.
- Develop Pakistan's counterinsurgency (COIN) capabilities.
- Involve the international community more actively to forge an international consensus to stabilize Pakistan.
- Promote a more capable, accountable, and effective government in Afghanistan that serves the Afghan people and can eventually function, especially regarding internal security, with limited international support.
- Develop increasingly self-reliant Afghan security forces that can lead COIN and counter-terrorism efforts with reduced U.S. assistance.
- Involve the international community more actively to forge an international consensus to stabilize Afghanistan.
- Reduce the enmity and distrust between Pakistan and India.

U.S. civilian and military efforts in Afghanistan and Pakistan will be closely coordinated. The United States will base its diplomatic effort upon building a clear consensus behind the common core goal and supporting objectives among the relevant members of the international community and continuing to foster the trilateral relationship between itself, Afghanistan, and Pakistan. The United States will demonstrate to the Afghan people its commitment to promoting a legitimate and capable Afghan government and a sustainable economy. The United States will engage the Pakistani people based on its long-term commitment to help them build a stable economy, a stronger democracy, and a vibrant civil

society. All assistance to both Afghanistan and Pakistan will be aligned with U.S. objectives and tied to progress on the part of the recipients.

1.3: Key Elements of the Strategy

Removing al-Qaida's sanctuaries and establishing effective democratic government control in Pakistan and supporting a self-reliant government in Afghanistan will establish the conditions for withdrawal of combat forces while allowing for a sustained commitment to political and economic development. The following are key elements covering three principal focal areas, Afghanistan, Pakistan, and the International Community, are .necessary to establish those conditions:

1.3.1: Afghanistan

Executing and resourcing an integrated civilian-military counterinsurgency strategy in Afghanistan.

U.S. military forces in Afghanistan will execute two priority missions:

1) securing Afghanistan's south and east against a return of al-Qaida and its allies in order to provide a space for the Afghan government to establish effective government control; and
2) training and partnering with the ANSF so that those forces are able to expand rapidly, take the lead in effective counterinsurgency operations, and allow the United States and other international forces to decrease their role in combat operations.

According the U.S. COIN strategy, security operations are integrated with governance and economic development efforts led by civilian agencies. Security operations will separate the population from the insurgents and provide the space and time in which stabilization and reconstruction activities can take hold. Security operations will be coupled with a strategic communications campaign to counter the terror and misinformation campaigns of the insurgents.

Building Afghan Civilian Capacity

Afghan governance and economic prosperity is hampered by a lack of government capacity. Building that capacity is necessary to facilitate the growth and effectiveness of government institutions and private enterprise. Through civilian-led training, mentoring, and assistance programs; the United States will work to develop civilian expertise at all levels of the public sector while promoting an environment conducive to private sector activity. However, developing the expertise necessary to develop a relatively prosperous and well-run Afghanistan will require increased involvement from our international allies, international institutions, and non-governmental organizations.

Expanding the Size and Capability of the Afghan National Security Forces

To independently provide for the internal and external security of Afghanistan, the ANSF must substantially increase both in size and capability from current levels. The expansion will begin with an accelerated build-up of the Afghan Army and police, to 134,000 and 86,600 forces respectively, over the course of 2009 and 2010. Further increases will be implemented as circumstances and resources warrant. Because GIRoA revenue is limited, the international community must sustain the ANSF for an extended period of time, while working

to establish a regular mechanism to account for the sustainment costs of the ANSF within the Afghan national budget.

Engaging the Afghan Government and Bolstering its Legitimacy

The legitimacy of the GIRoA is essential to the long-term stability and prosperity of the country. The United States will work to bolster the legitimacy of the Afghan government by helping to ensure free and fair elections for Afghan leaders and increasing the ability of the government to effectively and fairly deliver public services.

Encouraging Afghan-led Reconciliation Programs

To defeat the insurgency, the GIRoA must work to diminish insurgent capacity by reconciling insurgents outside of the ideological hardcore. Reconciliation and integration of former fighters must be Afghan-led. The United States will support the Independent Directorate of Local Governance to develop a reconciliation effort targeting mid-to-low level insurgents and led by provincial governors. The United States will also explore avenues to rehabilitate captured insurgents.

Building Provincial and Local Government Capacity

Capable and honest provincial and local government will facilitate effective delivery of public services, connect the Afghan population to the government in Kabul, and increase the legitimacy of the GIRoA. The United States will focus civilian assistance and capacity-building programs on increasing the capability of provincial and local government in Afghanistan and increasingly linking them to line ministries funded from the national budget.

Breaking the Link between Narcotics and the Insurgency

Besides fueling corruption and eroding the legitimacy of the GIRoA, the illegal narcotics trade in Afghanistan provides a source of funding to the insurgents. The U.S. and the North Atlantic Treaty Organization (NATO)-led International Security Assistance Force (ISAF) will work, with ANSF in the lead, to interdict narcotics traffickers. Whenever possible, counternarcotics (CN) operations will target high-level narcotics traffickers with proven links to the insurgency. Expanded operational authorities for U.S. forces and ISAF permit the destruction of labs, drug storage facilities, drug processing equipment, and drug caches in order to break the nexus between the insurgency and the illegal narcotics trade. Kinetic operations will support alternative livelihood and crop substitution programs that help Afghan farmers pursue legitimate livelihoods.

1.3.2: Pakistan

Building Pakistan's Capability to Fight Extremists

The United States will work to assist the Government of Pakistan (GoP) to build security forces that are capable of effective counterterrorism and COIN operations. The United States will provide training and mentoring as well as equipment and enablers for Pakistani Special Operation Forces and the Frontier Corps.

Increasing and Broadening U.S. Economic Assistance to Pakistan

Creating an environment of relative prosperity and economic opportunity in Pakistan will support the struggle against extremism and terrorism in the country. Increasing economic assistance to Pakistan, including:

- direct budget support;
- development assistance;
- infrastructure investment;
- technical advice on making sound economic policy adjustments; and
- strengthening trade relations.

U.S. assistance will focus on long-term capacity building, agricultural sector job creation, education and training, and on infrastructure requirements. Assistance will directly support the GoP's full-spectrum COIN campaign.

Strengthening Pakistani Government Capacity

Strengthening the civilian, democratic government in Pakistan must be a centerpiece of our overall approach to the country. Efforts towards this end will include fostering the reform of provincial and local governance in the Federally Administered Tribal Areas and the North West Frontier Province. The United States will assist Islamabad in delivering public services and emergency assistance in areas cleared of insurgents.

1.3.3: The International Community

Mobilizing Greater International Political Support for Objectives in Afghanistan and Pakistan

U.S. efforts in Afghanistan are a struggle against forces that pose a direct threat to the entire international community. Hence, our international Allies and partners share the U.S. interest in denying sanctuaries to terrorists and extremists in Pakistan and Afghanistan. The United States will build a shared understanding of what is at stake in Afghanistan among members of the international community and encourage the international community's involvement in Pakistan and Afghanistan.

For the mission in Afghanistan, the U.S. will continue to seek contributions for combat forces, trainers and mentors, strategic lift, and equipment from our friends and allies. The U.S. will also seek significant international contributions of funding and expertise for reconstruction and development efforts and Afghan governance capacity building at the national, provincial, and local levels.

The United Nations Assistance Mission in Afghanistan should take the lead in exploring ways that donors could systematically share the burden of building Afghan capacity and providing civilian expertise. As part of its coordination role for civilian assistance, the UN should consolidate requests and identify gaps.

In Pakistan, the United States will urge allies to provide economic and development assistance, including additional direct budget support, development assistance, infrastructure investment and economic policymaking expertise. The United States will ask international allies to provide technical advice and assistance in strengthening government capacity.

Encouraging and Facilitating Bilateral and Trilateral Coordination among Afghanistan, Pakistan, and the United States and Broader Engagement with the International Community

The United States will continue to propose and hold forums for security, political, and economic communication and coordination among, Afghanistan, and Pakistan and the United States.

Successfully shutting down the extremist safe havens in Pakistan will require consistent and intensive strategic engagement with Pakistani leadership in both the civilian and military spheres. The engagement must be conducted in a way that respects and enhances democratic civilian authority.

The United States will enhance bilateral and regional trade involving Afghanistan and Pakistan. The United States will implement Reconstruction Opportunity Zones in the two countries and encourage foreign investment in key sectors. To encourage broader assistance to Pakistan from the international community, the United States will assist Islamabad to develop a concrete strategy for utilizing donor aid.

In coordination with our international partners, the United States will promote the development of regional organizations that focus on economic and security cooperation and foster productive political dialogue.

1.4: Conclusion

In 2009 and 2010, the United States and its Allies and partners must reverse the Taliban's momentum in Afghanistan and work with Pakistan to disrupt the threats to security along Pakistan's western border. The United States is committed to working with our partners in the region and with the international community to achieve its objective of dismantling terrorist networks and safe havens in Afghanistan and Pakistan. Achieving this objective will require sustained involvement on the part of the United States, the international community, as well as from Afghanistan and Pakistan. Trilateral summits between Afghanistan, Pakistan, and the United States have already proven to be useful in promoting cooperation in the region. The danger of failure is real and the implications of such a failure are grave.

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 is comprised of approximately 70,000 military personnel from 40 nations. OEF is a smaller multinational force of approximately 24,000. Although both ISAF and OEF support the overarching COIN strategy, they fulfill slightly different but complementary missions. OEF forces pursue an aggressive counterterrorism role and bear primary responsibility for generating and developing the ANSF; while ISAF forces concentrate on stability and reconstruction operations, including command of Provincial Reconstruction Teams (PRTs). Both OEF and ISAF forces train and mentor the ANA. To date, ISAF forces have not conducted police training.[2]

For ISAF forces, Afghanistan is divided into five regional commands (RC), with each region under the command of a different ISAF country. The lead nations, displayed in Table 1, are unchanged from the previous report.

Table 1- Lead and Support Nations Regional Commands, March 2009

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

2.1: U.S. and International Force Levels[3]

Forty-one nations contribute approximately 88,000 Coalition forces (CF) in Afghanistan. U.S. force levels in Afghanistan are increasing to meet the challenges of a reinvigorated insurgency. Between October 2008 and April 2009, the U.S. force structure increased by approximately 11,000. This force increase brought the total number of U.S. forces in Afghanistan to 41,000, with approximately 15,000 assigned to ISAF and 26,000 assigned to OEF. In February 2009, the President approved an increase of more than 21,000 U.S. forces to deploy during the course of the following year. The increase will begin this spring with an influx of 17,700 additional personnel into RC South. By September 2009, the United States expects to contribute approximately 67,000 personnel to Afghanistan. At present, the bulk of U.S. forces assigned to ISAF operate in RC-East. As stated above, much of the U.S. force increase in 2009 will be in RC-South, where U.S. forces will conduct security and stability operations and train ANSF.

[2] Some ISAF countries, including the Netherland and Canada, have contributed police training assets independent of ISAF. At the NATO summit, government leaders agreed in principal to establishing a NATO police training mission in Afghanistan.

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

2.2: Efforts to Increase Coordination among ISAF Countries

United States Forces-Afghanistan

On October 3, 2008, at the direction of the Secretary of Defense, Commander, U.S. Central Command (USCENTCOM) created a new U.S. National Command Element Headquarters in Afghanistan designated U.S. Forces Afghanistan (USFOR-A). The purpose for this new command is to improve coordination between OEF and ISAF and to establish unity of command for U.S. forces deployed in Afghanistan. National Command Element responsibilities have been delegated by USCENTCOM to the senior U.S. general officer in Afghanistan, who is also assigned duty as the Commander, International Security Assistance Force (COMISAF). This action did not affect COMISAF's duties within the NATO chain of command, but rather enables enhanced coordination between ISAF and OEF.

USFOR-A's mission is to conduct operations to defeat terrorist networks and insurgents; develop an effective ANSF; support governance capacity-building, reconstruction and development programs; and enhance regional stability. The USFOR-A staff is adjusting to accommodate the planned increase of U.S. forces into RC-South and the assumption, in April 2009, of National Security Element duties from USFOR-A's subordinate command, CJTF-101. USFOR-A leadership is reviewing command manning to ensure capacity exists to effectively support increasing responsibilities.

RC-South Civilian-Military Planning Cell

In November 2008, the Commander, RC-South, established a Civilian-Military Planning Cell to facilitate a regional comprehensive approach in RC-South. The cell supports the Commander in the development and implementation of a comprehensive, long-range regional strategy that synchronizes all lines of operation. In addition, the cell promotes the primacy of governance and development in all planning and operations, integrates activity between lethal and non-lethal operations and among national PRTs, and improves the application of additional resources that are complementary to national efforts. The cell reports to the RC-South Deputy Chief of Staff for Governance, Reconstruction, and Development (DCOS GR&D), works with key partners and stakeholders in the region (e.g., UNAMA, GIRoA, and contributing nations), and coordinates with the Integrated Civil-Military Action Group (ICMAG) at the U.S. Embassy Kabul.

The Executive Working Group (EWG) and the Integrated Civil-Military Action Group

In November 2008, U.S. Embassy Kabul established the ICMAG to initiate a systematic effort to better align the efforts of the different U.S. agencies operating in Afghanistan. The ICMAG is the planning and action staff of the Executive Working Group (EWG), which is comprised of the Deputy Chief of Mission, USFOR-A Deputy Commanding General and Military Advisor to the Ambassador, USAID Mission Director, RC-East Deputy Commanding General-Support, CSTC-A Deputy Commanding General-Programs, and RC-South Deputy Commander-Stability. The EWG's mission is to unify U.S. efforts in Afghanistan through coordinated planning and execution. The ICMAG supports U.S. decision-makers by facilitating problem-solving and unity of effort and helping to translate U.S. national-level strategic guidance into actionable operational guidance for implementation in the field by PRTs and Task Forces.

The ICMAG's initial focus is to sustain an ongoing integrated COIN planning effort with RC-East and improve collaboration among U.S. offices and agencies on core sub-national initiatives including:

- Nangarhar, Inc., an initiative to expand economic opportunity and employment in Afghanistan's eastern region;
- the Border Access strategy, an effort to ensure an increase in border traffic for military support;
- the Focused District Development Program, a CSTC-A and GIRoA program for synchronizing development and governance activities with the training of Afghan police forces in high-priority districts; and
- the UNAMA district planning process, a program to identify key districts for focused synchronization of security, governance, and development efforts.

The ICMAG works under the overall guidance of the U.S. Ambassador and COMISAF/COMUSFOR-A. The ICMAG's mandate is to support the EWG's integration of civilian and military actions to improve unity of effort along the three principal lines of operation. The ICMAG works with stakeholders to link strategy with geography, identifying critical areas in which U.S. programs can make a significant impact. The ICMAG represents U.S. national interests to the GIRoA, UNAMA and other international partners. It also coordinates with technical sector working groups – such as the Governance Policy Group, the Economic Policy Group, and the Special Committee on Rule of Law – to ensure that their strategies are linked and mutually reinforcing.

Action District Program

ISAF initiated the Action District Program to increase coordination in GIRoA, UNAMA, and USFOR-A planning within the "clear, hold, and build" COIN strategy. The intent of this program is to focus combined efforts on critical districts where a currently stable situation is deteriorating or where there is an opportunity to bring stability to an unstable district. The Action District Program is a holistic approach intended to bring the right resources to bear at the right time to provide security, enhance government capacity, and deliver coordinated and phased reconstruction and development assistance. At this point, five pilot action districts have been identified through the Integrated Approach Planning Process, with operations expected to begin in the late spring or early summer of 2009.

2.3: International Engagement

During the reporting period the U.S. Government developed a comprehensive set of requests for contributions from the international community. The United States sent tailored requests to individual international partners and allies. The requests were for civilian, military, and financial support and were delivered in March 2009. At the time of this report, there has been limited response to the request.

In addition to the comprehensive requests and regular engagement with international allies to ensure coordination of efforts and contributions of new resources, the United States also participated in the International Conference on Afghanistan and the NATO Summit.

International Conference on Afghanistan

On March 31, 2009, representatives from more than 80 countries, including Iran, met at the "International Conference on Afghanistan". The conference was organized by the U.N. and took place in The Hague, the Netherlands. The U.N. Delegation was headed by Secretary General Ban Ki-Moon and Special Representative Kai Eide. President Karzai represented Afghanistan and the U.S. delegation was led by Secretary of State Hillary Clinton. Secretary Clinton took the opportunity represented by the Conference to unveil the President's new strategy for Afghanistan.

Delegates to the conference stressed the importance of improving security in Afghanistan, Afghan self-reliance, economic development, coordination between civilian and military efforts, regional engagement, and increased training assets for ANSF. Though it was not a pledging conference, several delegates announced new commitments to Afghanistan. China stated that it would provide an extra $75 million over the next five years. Spain said that it would donate $120 million between 2009 and 2010. France made an important offer of Gendarmerie for ANSF training. Representatives from Bosnia and Herzegovina, New Zealand, and Latvia stated that their countries would slightly increase the number of deployed forces in Afghanistan. Several nations also pledged support to the August 2009 Presidential elections (see below).

NATO Summit

On April 2-4, 2009, NATO held a summit in Strasbourg, France and Kehl, Germany. Though the focus of the summit was not Afghanistan, the NATO heads of state and government released a statement outlining several important agreements regarding Afghanistan. The representatives agreed to:

- establish a NATO Training Mission – Afghanistan to oversee higher levels of NATO training for the ANA and the ANP;
- provide more trainers for the ANP;
- assist the ANSF in providing security for the Presidential elections;
- provide more operational mentor and liaison teams (OMLTs) in support of aggressive expansion of the ANA to a 134,000 force structure;
- expand the role of the ANA trust fund to include sustainment costs;
- further develop the expanding long-term relationship between NATO and Afghanistan;
- encourage and support strengthened cooperation between the governments of Afghanistan and Pakistan, and to build a broader political and practical relationship between NATO and Pakistan;
- further support the Government of Afghanistan and the U.N. in the development of an integrated approach to strengthening synchronized civil-military efforts across Afghanistan;
- encourage all nations to support the Afghanistan elections fund; and
- further support engagement with all of Afghanistan's neighbors to promote long-term security and stability.

ISAF Commitments and Caveats

By April 2009, neither NATO nor any other ISAF-contributing countries have provided the resources outlined in the Combined Joint Statement of Requirements, the document in which

ISAF Allies define what they will need to achieve their mission in Afghanistan. However, in 2009, Romania, Canada, the Netherlands, and the U.K. will increase their force contributions in Afghanistan. Between October 2008 and April 2009 the United States focused on encouraging its NATO Allies to provide the increased security forces necessary for the August 2008 Presidential elections. The Allies have met nearly all of the requirements for Election Support Forces.

The United States and the international community will seek to increase civilian efforts in Afghanistan. The United States plans to encourage NATO to do more in the civilian sector, improve coordination between NATO's civilian and military assets, and increase cooperation with UNAMA in achieving common objectives for stability in Afghanistan.

There was a slight improvement in caveats on NATO-led ISAF forces during the reporting period[4]. However, the number of nations which impose caveats on their forces deployed to Afghanistan remains high. Caveats continue to have an impact on the operational effectiveness and public perception of ISAF. Briefings by Allied Command Operations to the North Atlantic Council (NAC) occur on a recurring basis and encourage nations to remove caveats. The Chairman of the Military Committee and International Military Staff briefings to the NAC also stress removing caveats on troops supporting ISAF.

2.4: Interagency Engagement

During the reporting period, regular interagency engagement continued in working groups, Deputy's Committees, and Principal Committees, as described in the previous report.

In January 2009, Ambassador Richard Holbrooke was appointed Special Representative for Afghanistan and Pakistan. As Special Representative, Ambassador Holbrooke will lead U.S. interagency efforts in the two countries and work to ensure coordination between U.S. civilian and military efforts.

2.5: Operations[5]

Coalition operations remained steady through the winter of 2008-2009. Coalition forces continue to separate insurgents from the population by building positive relations with the Afghan people through Key Leader Engagements, joint patrols and security operations, local infrastructure improvement and agricultural projects, and disaster-relief assistance. U.S. and international forces continued to work to generate and develop the ANSF.

In addition to destroying insurgent capability by partnering with the ANSF, ISAF operations include: ensuring main supply route security and freedom of maneuver; integrated shape-clear-hold-build operations in support of designated action districts; by mentoring the ANSF and liaising with the GIRoA; and supporting counter-narcotics operations. ISAF remains committed to enhancing security, extending Afghan governance, and supporting the development of Afghanistan. Since October 2008, ISAF has provided over-watch and *in extremis* support to World Food Program efforts, enabling the delivery of 35,940 metric tons of food to the people of Afghanistan. These food deliveries were critical in mitigating drought-induced food shortages.

Coalition forces continue to apply pressure to insurgents and insurgent organizations by blocking the illegal import of weapons, targeting sources of insurgent funding, hunting improvised explosive devices (IEDs) and weapons and explosives caches, and targeting

[4] See Annex H for details on the NATO caveats.
[5] For security indicators related to ISAF regional commands, see Annex C

insurgents and insurgent leaders. ISAF averages between 80 and 100 military operations per day. The majority of the operations take place in RC-East and RC-South. Control of Afghanistan's border regions remains problematic given the disputed nature of the border, the rugged terrain in the border region, and the fact that development of the Afghan Border Police (ABP) lags behind other elements of the ANSF. The Focused Border Development Program (FBD), initiated in late 2008, is enhancing the effectiveness of the ABP (see section 3 for more detail).

2.6: The Insurgency

The insurgency continues to comprise diverse and often competing insurgent elements which interact and cooperate in order to serve their mutual tactical interests and contribute to their overall strategic objectives in Afghanistan and the region. The insurgents continue to attempt to increase their access to and influence over the population. Insurgents have continued with asymmetric attacks intended to counter successes made in the development line of operation. Attacks along the Ring Road, Afghanistan's major highway, were up 39 percent in 2008 from the previous year.

Besides attacks on infrastructure, insurgents executed several high-profile attacks designed to highlight the worsening security situation in the country and discredit the GIRoA. In December 2008 insurgents committed a suicide vehicle-born IED (SVBIED) attack in Khost which killed 16 people and wounded 58. In January 2009 insurgents committed another SVBIED attack in the vicinity of Camp Eggers and the German Embassy in Kabul. In February 2009, insurgents initiated a coordinated attack on several government buildings in Kabul that killed 20 people.

The 2009 and 2010 national elections present a period of increased risk throughout Afghanistan. Enemy elements may attempt to disrupt the elections themselves in order to weaken the resolve of the populace and erode the legitimacy of the GIRoA. 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 central government. Kabul remains vulnerable to spectacular IED events. However, Afghan-led security has proven effective and the overall security situation in Kabul continues to improve.

2.7: Supply Lines

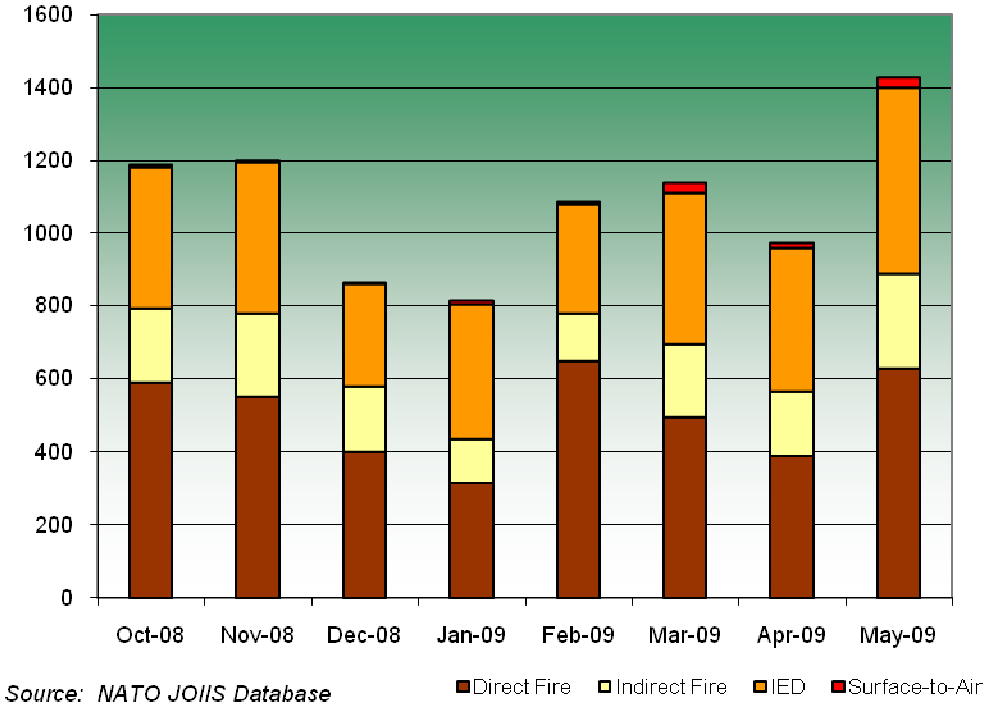
Efforts to address the challenges of moving supplies through Pakistan to support U.S. and ISAF forces in Afghanistan improved during the reporting period. The United States provided assistance to Pakistan and Afghanistan to improve and streamline processes and build capacity at major border crossings. Consequently, the crossings at Torkham Gate and Chaman will be able to meet the increased requirements that will come with the upcoming increase in international forces. Planned infrastructure projects, including widening and improving roads and building parking areas for vehicles waiting to transit the border will improve commercial ties between the countries and support the logistical requirements for U.S. and international forces. At the May trilateral meetings work began on a cross-border transit agreement between Afghanistan and Pakistan. Finalizing such an agreement would improve supply lines.

2.8: Security Indicators

Recorded kinetic events remained high during the winter of 2008-2009. Between October 2008 and May 2009, insurgent-initiated attacks were up by 57 percent from the levels

of the same period last year. This was due in part to a deliberate ISAF and OEF policy to deny insurgents rest and to continue extending the ISAF footprint during the winter. The insurgents took advantage of an early end to winter by attempting to infiltrate back into areas that they had been forced to concede and to prepare for the traditional seasonal increase in violent activity in spring and summer. Figure 1 contains ISAF statistics[6] for monthly insurgent-initiated attacks for October 2008 – May 2009.

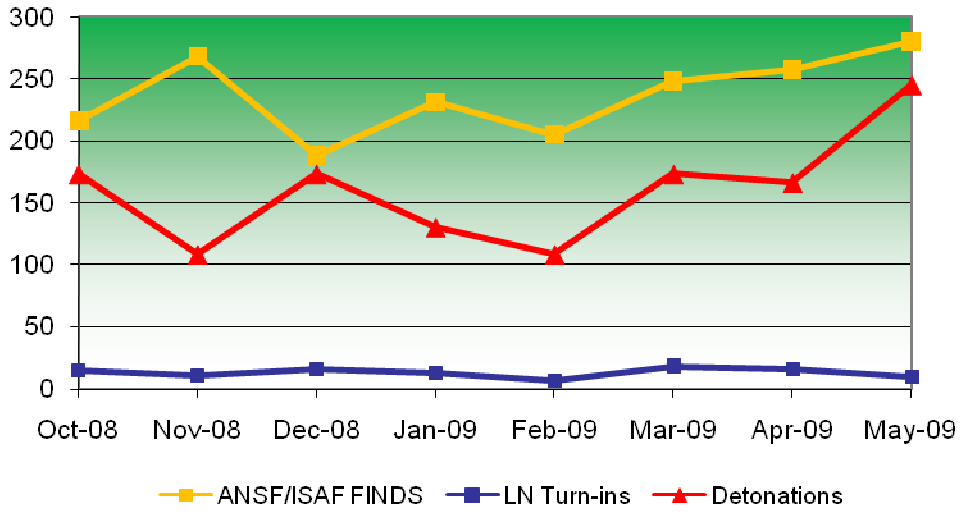
Figure 1 – Insurgent-initiated Attacks, October2008- May 2009



Improvised explosive devices (IEDs) cause approximately 70 percent of ISAF casualties. Figure 2 indicates IED events during the reporting period, including IEDs found by ANSF or international forces, IEDs turned in by local nationals (LNs), and IED detonations. Between October 2008 and May 2009, IED turn-ins and finds were up 66 percent from levels one year previously. However, detonations were up 39 percent.

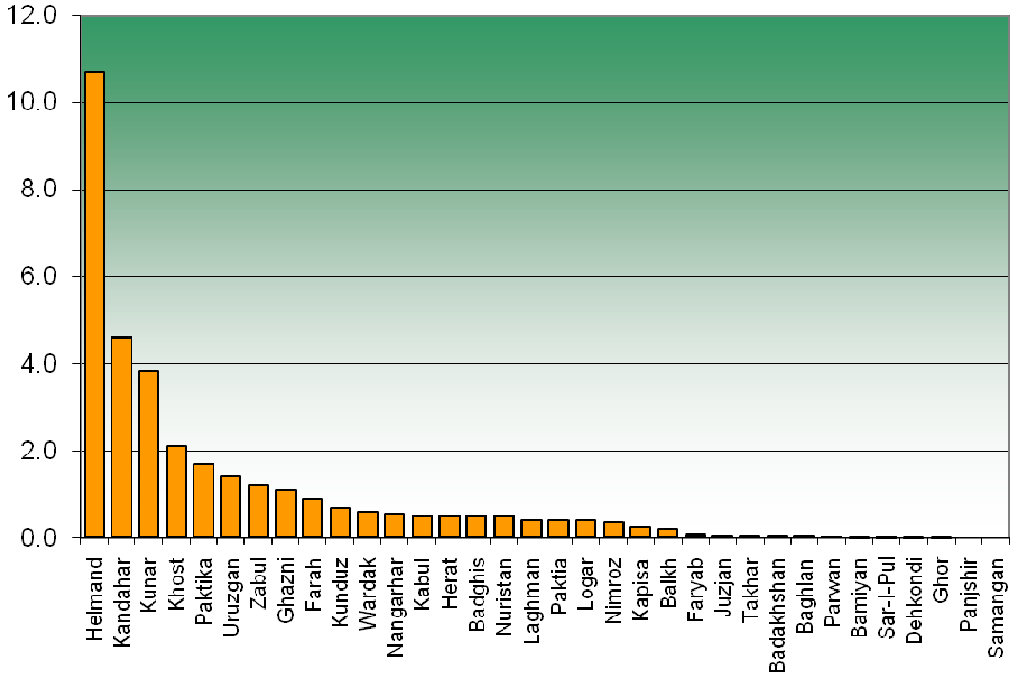
[6] For more in-depth data on security incidents in Afghanistan, see Annex C

Figure 2 – IED Events, October 2008 – May 2009



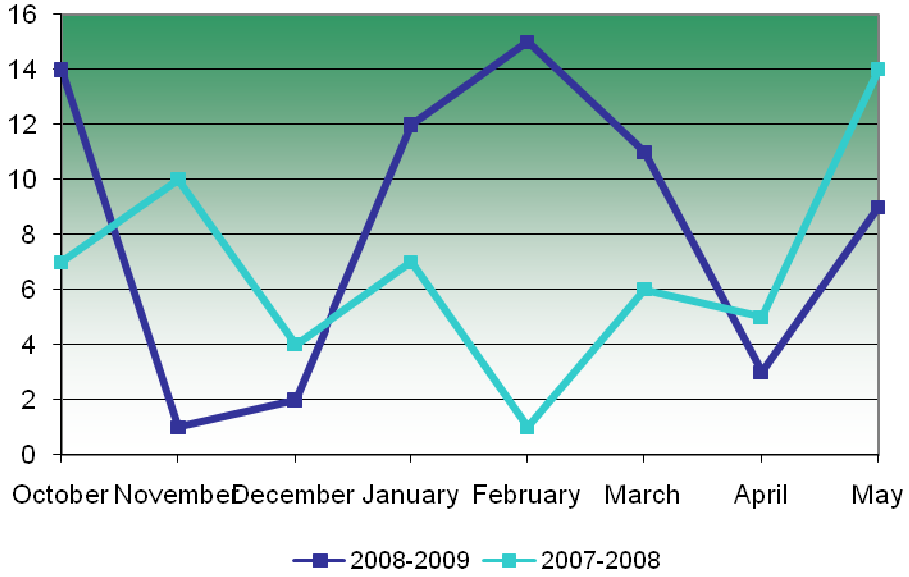
The majority of insurgent-initiated incidents occurred in the east and south of the country. Figure 3 indicates the average number of daily attacks by province between January and May 2009.

Figure 3 – Average Daily Insurgent Attacks, by Province, January-May 2009



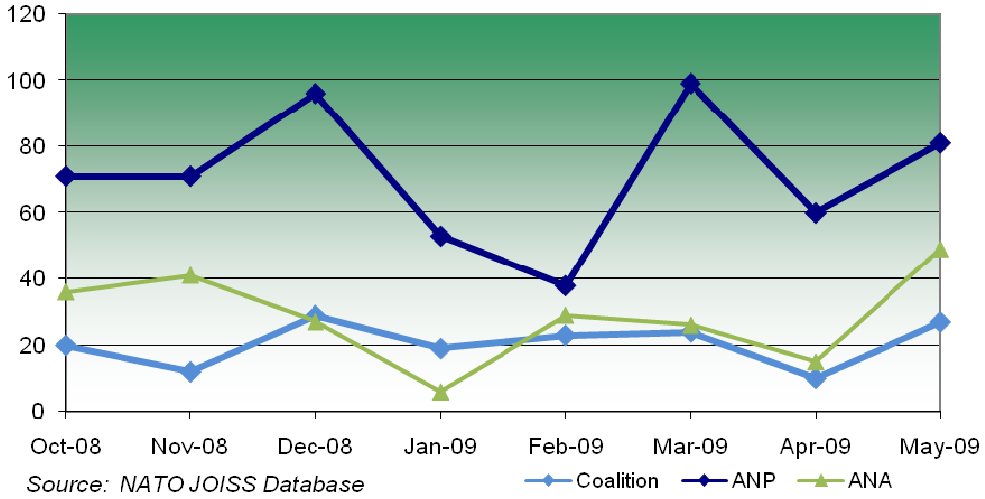
U.S. casualties are higher for the reporting period than they were for the same period one year previously. Between October 2008 and May 2009, 67 U.S. personnel were killed in Afghanistan as opposed to 54 in the same period for 2007-2008.

Figure 4– U.S. Fatalities as a result of Hostile Action, October 2008-May 2009



In conducting operations with international forces, the ANSF bear the majority of casualties. Figure 5 compares Coalition, ANA, and ANP casualties by month between October 2008 and May 2009.

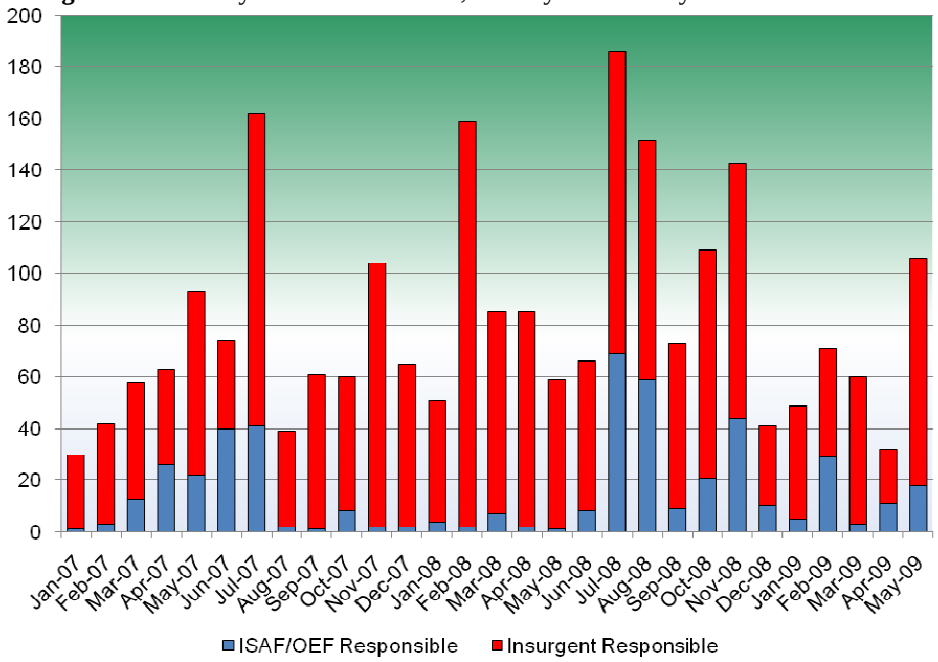
Figure 5– Coalition, ANA, and ANP KIA, October 2008-May 2009



During the reporting period, insurgents caused 75 percent of civilian casualties. An estimated 505 Afghan civilians were killed by insurgents or by ANSF, ISAF, or OEF action. Despite higher levels of overall violence in the country, civilian casualties for this period are down nine percent from the same period one year previously. Figure 6 depicts ISAF estimates of civilian casualties between January 2007 and May 2009. [7].

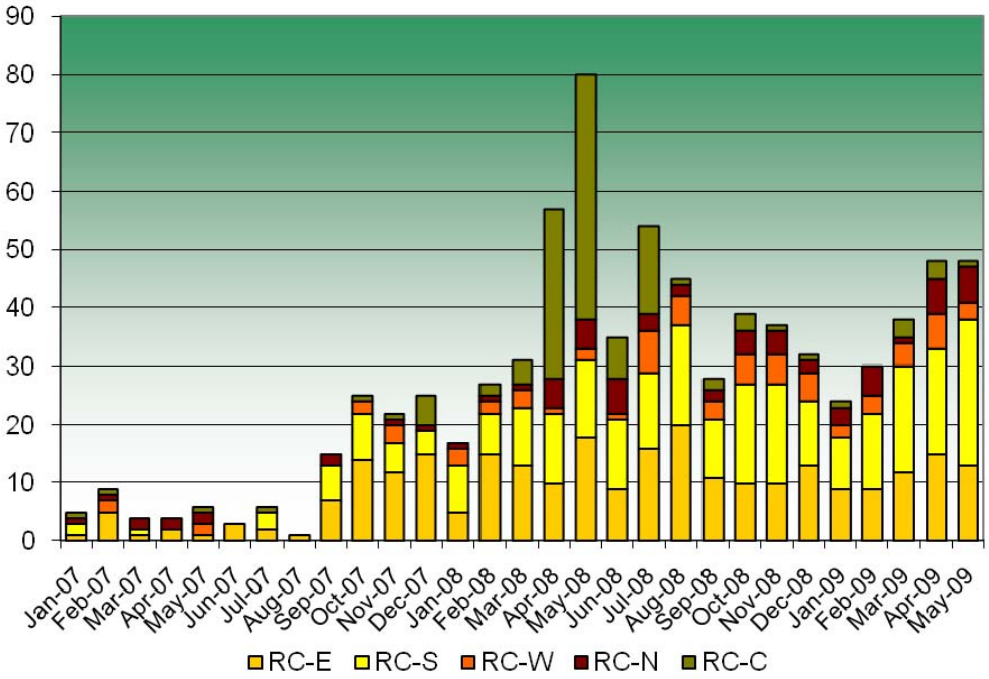
[7] This extended timeframe for civilian casualty event data is provided here because this information has not been included in previous reports.

Figure 6 – Monthly Civilian Casualties, January 2007 – May 2009



"Pro-GIRoA" events increased slightly during the reporting period. Pro-GIRoA events include IED and weapons caches turned in by local nationals and other anti-insurgent activities. Figure 7 indicates pro-GIRoA events by ISAF regional command between January 2007 and May 2009.[8]

Figure 7 – Pro-GIRoA events by province, January 2007 – May 2009



[8] As in figure 6, the extended timeframe for pro-GIRoA event data is provided here because this information has not been included in previous reports.

Section 3: Afghan National Security Forces

Developing ANSF capable of independently providing for the security and stability of Afghanistan is a central piece of the U.S. and international COIN strategy in Afghanistan. The Combined Security Transition Command – Afghanistan (CSTC-A) is the U.S. entity responsible for planning, programming, and implementing U.S. ANSF development efforts.

Table 2 – Afghan National Security Forces; force levels

Component	Authorized	Assigned	Date Complete
Ministry of Defense Forces			
MoD/GS	3,246	2,651	Sep 2011
Sustaining Institutions	1,519	1,259	Jun 2011
Intermediate Commands	15,484	15,048	Jun 2011
Detainee Operations	554	520	TBD
CN Infantry Kandak	854	780	TBD
ANA Combat Forces	66,406	53,417	Jun 2012
ANA Air Corps	3,412	2,562	Jun 2016
TTHS	12,000	13,284	N/A
TOTAL MoD	103,475	89,521	Jun 2012[9]
Ministry of Interior Forces			
MoI Headquarters	5,059	4,273	Mar 2010
Counternarcotics	2,519	3,572	Dec 2011
Customs Police	600	603	Dec 2008
Uniformed Police	47,384	51,406	Dec 2011
Border Police	17,621	12,792	TBD
Anti-Crime	5,103	4,013	Dec 2012
Civil Order Police	5,365	2,462	Mar 2011
Fire/Medical/Training	3,149	2,388	TBD
TOTAL MoI	81,956	81,020	Dec 2012
TOTAL	190,275[10]	171,030	DEC 2012

The ANA will reach its objective of 134,000 personnel by the end of 2011 if required resources are provided. 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 at least 86,800 personnel. 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. Development of existing ANP forces continues at a slow pace because of the shortage of Police Mentor Teams.

The MoI is instituting the Afghan Public Protection Program (AP3) as a pilot initiative in Wardak province. As of March 2009, the AP3 comprises 243 candidates and empowers and encourages local community leaders and communities to take responsibility for their own security.

3.1 Afghanistan National Security Forces-led Operations

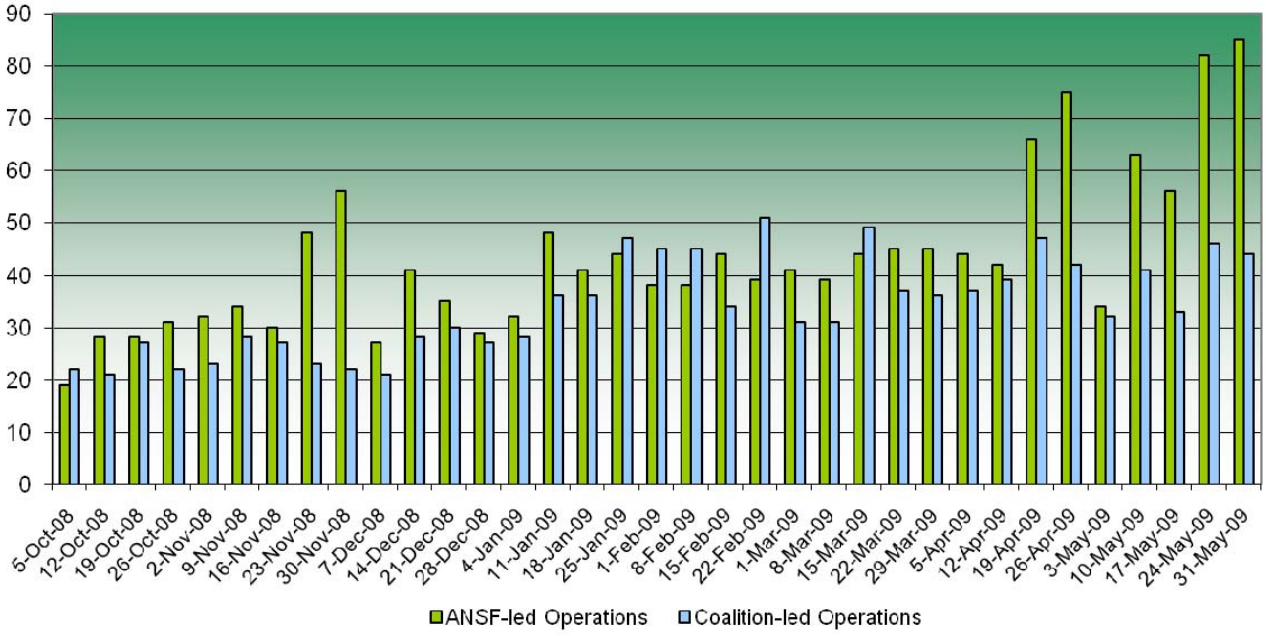
The ANSF is demonstrating increased capacity and capability to lead deliberate operations. The ANA has approximately 52,000 troops leading or engaged in major operations

[9] With the exception of the ANA Air Corps (complete in June 2016).

[10] MoD and MoI authorizations adjusted to reflect current version of the FY2009 solar year 1388 *tashkil*. Future *tashkils* will include the full 134,000 force structure.

alongside ISAF forces. Between October 2008 and May 2009, the ANSF led 54 percent of operations.

Figure 8 – Weekly ANSF – Led Operations, 5 October 2008 – 31 May 2009



ANSF Response to Taliban Attack in Kabul

On February 11, 2009 the Taliban launched a coordinated assault on the GIRoA Ministries of Justice, Education, and Foreign Affairs. Ten insurgents were involved in the attack. An independent, proportionate, and well-coordinated response involving elements of the ANA, ANP, and the NDS captured two insurgents and restored security in the capital only three hours after the initial assault.

3.2: ANSF Budget

CSTC-A receives funding through the Afghan Security Forces Fund (ASFF) to equip, train, and sustain the ANSF. The fiscal Year (FY) 2009 ASFF request totaled $5.6 billion, including $4.0 billion for the ANA, $1.5 billion for the ANP, and $68.0 million for related activities including the training and operations of Detainee Operations and COIN activities. FY 2009 Bridge Funding was received in the sum of $2.0 billion, including $1.2 billion for the ANA, $842.0 million for the ANP and $4.0 million for the Related Activities. An additional $3.6 billion has been requested in the FY 2009 Supplemental Appropriation. ANSF development efforts are conditions-based; therefore it is not possible to provide a reliable estimate of a long-term ANSF budget.

3.2.1: ANA Trust Fund

Until the beginning of 2009, the NATO ANA Trust Fund was used only for ANSF development costs, which included fielding, equipping, and shipment of donated equipment. In March 2009 NATO approved the expansion of the ANA trust fund to cover ANA sustainment costs to allow non-NATO countries to contribute. The expectation is that the expansion of the

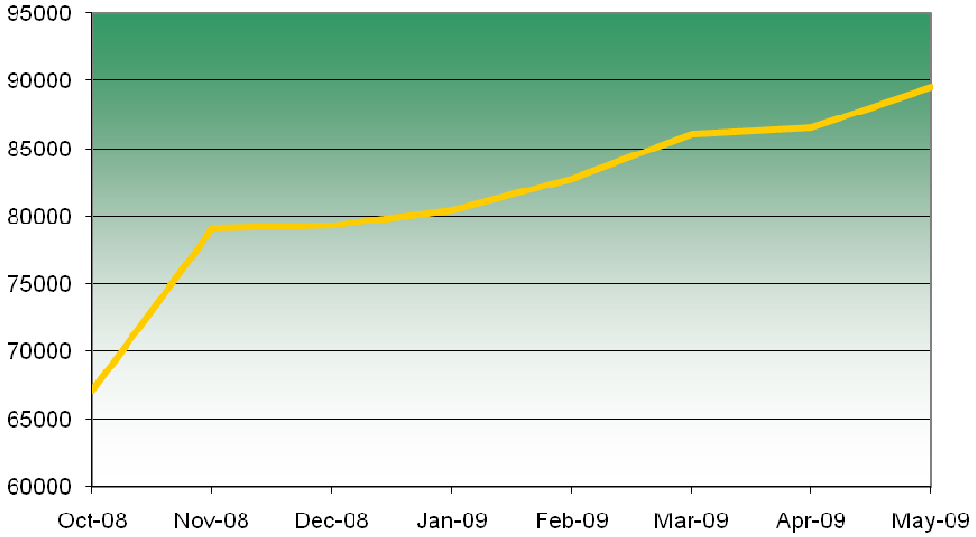
trust fund will encourage increased international contributions for ANSF sustainment; however, as of April 2009, contributions have been limited.

3.3: ANSF Growth

As of May 2009, the total number of assigned ANSF is 170,537 and, pending funding, will reach the current objective of 216,000 by the end of 2011.

In May 2009, the ANA stood at 86,558, including a 9.1 percent absent-without-leave (AWOL) rate in combat units, and comprised 69 *kandaks* (battalions) and five commando *kandaks*. Figure 9 illustrates the growth of the ANA between October 2008 and May 2009.

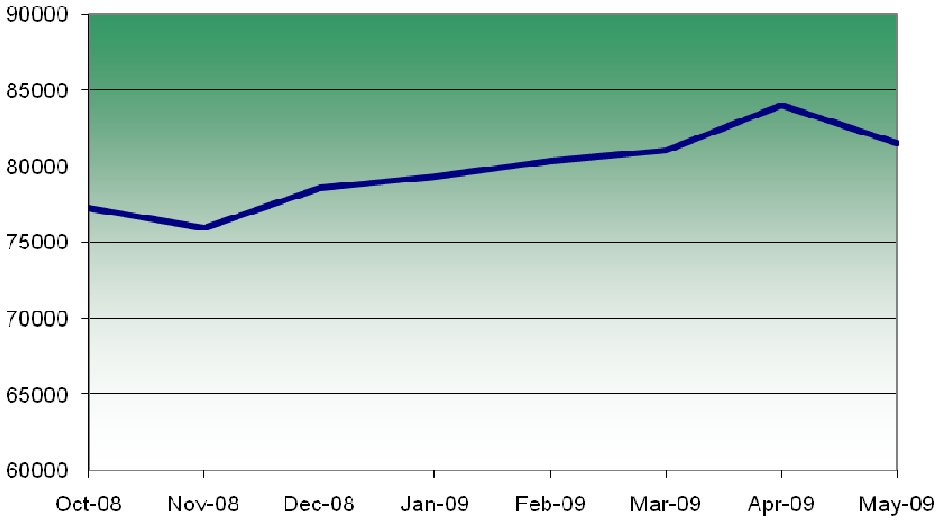
Figure 9 – Afghan National Army Trained and Assigned, October 2008 – May 2009



The ANA will reach its current objective of 134,000 forces by December 2011. The United States will take the lead in supporting the expansion by providing funds for the initial training and equipping of new ANA units. CSTC-A has requested $589 million in supplemental funds in order to build the first eight *kandaks* of the new force structure in FY 2009. Because of the limited amount of equipment immediately available for accelerated fielding, these *kandaks* will initially receive only 40 percent of the standard infantry kandak transport capabilities. The new *kandaks* will be used to provide security along the Ring Road. The long-term final end-strength for the ANA is conditions-based and may increase in the future.

In April 2009, the Joint Coordination and Monitoring Board (JCMB), the entity responsible for coordinating international assistance efforts in Afghanistan, agreed to increase the target end-strength of the ANP from 82,000 personnel to 86,800. The JCMB also agreed in principal to a further increase of between 5,000 and 10,000 ANP personnel, subject to the availability of funding. As of May 2009, there were 81,509 assigned ANP and 243 candidates to join the AP3.

Figure 10– Afghan National Police Assigned, October 2008-May 2009



3.4 International Engagement and Coordination to support the ANSF

During the reporting period, the United States continued to work closely with its allies to encourage international support for the ANSF. CSTC-A continued to work closely with the NATO-led ISAF and the international community to ensure that all donations of training assets and/or material were compatible with ANSF needs and sustainable in the long term. The expansion of the ANA Trust Fund (described above) to cover sustainment costs was an important step forward in facilitating international support of the ANSF.

Another significant improvement in international support of the ANSF was the NATO decision to establish a NATO training mission in Afghanistan to oversee an expanded NATO role in developing the ANSF. As of May 2009, the United States is working with NATO to determine the role that the NATO training mission will play, what capabilities it will have, and how it will complement ongoing training programs.

3.5 Afghan National Army

The ANA is subordinate to the MoD and is divided into five regional corps (aligned with the ISAF regional commands) and an air corps. Each corps is divided into brigades comprised of three infantry kandaks, one combat support kandak, and one combat service support kandak. The commando kandaks are under the tactical control of the regional corps.

Overall, the MoD and ANA General Staff continued to progress during the reporting period. Strengths include strong leadership from the Minister of Defense and the Chief of the General Staff and a steadily improving capability to formulate and distribute policies, plans, and guidance. Liaisons continue to encourage senior leaders from the Ministry of Defense and the General Staff to work together and focus on horizontal integration. ANA force generation remains on schedule in accordance with the accelerated program to increase the ANA end strength to 134,000 soldiers by December 2011. Development of existing ANA forces continues to progress; as of May 2009, 29 *kandaks* had achieved Capability Milestone (CM) 1.

3.5.1: ANA Training Efforts

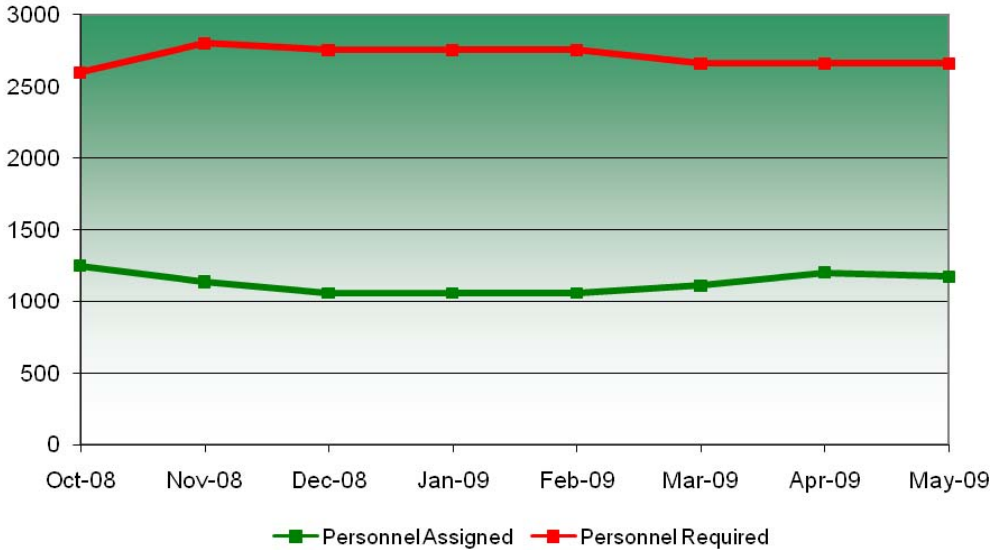
The soldier training process begins with careful, needs-based recruiting followed by initial entry training (IET) at the Basic Warrior Training Course (BWT). BWT occurs at the

Kabul Military Training Center and is 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).

Each ANA combat unit is accompanied by either a U.S. Embedded Training Team (ETT), or an ISAF Operational Mentor and Liaison Team (OMLT). ETTs and OMLTs provide ANA unit leadership with advisory support on all unit functions and direct access to U.S. and ISAF resources that 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.

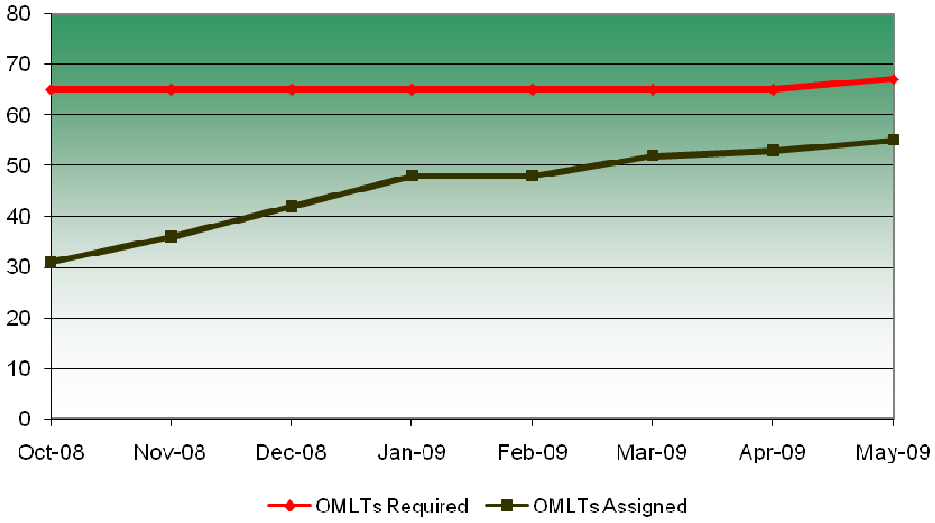
As of May 2009, the total requirement for U.S. ETT personnel for ANA training is 3,313 military personnel. ANA Units at the Corps level and below require 2,663 U.S. training personnel. The current U.S. contribution is 1,175 personnel, with 1,204 of those military personnel training ANA units at the Corps-level and below. The international community contribution of 55 OMLTs fills an additional 831 requirements. The low U.S. fill-rate is due to the concurrent mission to train the ANP. As stated above, a significant portion of the planned 2009 U.S. force increases will be dedicated to the ANSF training mission. Figure 11 depicts ETT personnel levels for the reporting period.

Figure 11–U.S. ETT Personnel Required and Assigned, October 2008 – May 2009



NATO has committed to providing 103 OMLTs by the time the ANA reaches 134,000 personnel in 2011. As of April 2009, there were a total of 53 OMLTs out of the current requirement of 65 OMLTs. While the shortfall of OMLTs impacts the training of the ANSF, this is the smallest OMLT shortfall since the CJSOR was established. Figure 12 illustrates the number of OMLTS required and deployed between October 2008 and April 2009. The United States is actively encouraging allies to provide more OMLTs and other ANSF training resources.

Figure 12 – ISAF OMLTs, October 2008 – May 2009



3.5.2: ANA Recruiting and Retention

Recruiting between March 2008 and March 2009 will surpass the previous five years in ANA recruitment of soldiers. As of January 2009, the ANA has recruited 28,292 soldiers. We expect to recruit in excess of 34,000 by March 2009. The recruiting process remains unchanged from the previous report.

The year-to-date re-enlistment average in the fielded ANA is 57 percent for soldiers and 63 percent for NCOs. This is an increase of seven percent for both soldiers and NCOs from the previous year. To encourage re-enlistment, the ANA approved an incentive pay package, a $20 per month pay increase, and the option for soldiers to sign one-year contracts.

Table 3 – Yearly AWOL rates, 2008 and 2009.

	2008	2009
AWOL	7 percent	9 percent

The current annual ANA absent AWOL rate is nine percent. With the exception of the 203rd Corps, AWOL rates are highest in units with high operational tempos. Other factors that contribute to high AWOL rates include poor leadership, difficulty returning from leave, and difficulty in supporting their families while deployed.

3.5.3: 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 4 depicts the current monthly, 25-year base salary plan for members of the ANA. Salaries have increased slightly since the previous report.

Table 4- 25-Year Base Pay Plan (ANA)

RANK	GRADE	<1 to 3	>3	>6	>9	>12	>15	>18	>21	>24
GEN	O-10	$900	$945	$960	$975	$990	$1,005	$1,020	$1,035	$1,050
LTG	O-9	$800	$845	$860	$875	$890	$905	$920	$935	$950
MG	O-8	$700	$755	$770	$785	$800	$815	$830	$845	$860
BG	O-7	$600	$655	$670	$685	$700	$715	$730	$745	$760
COL	O-6	$450	$485	$500	$515	$530	$545	$560	$575	$590
LTC	O-5	$400	$435	$450	$465	$480	$495	$510	$525	$540
MAJ	O-4	$350	$385	$400	$415	$430	$445	$460	$475	$490
CPT	O-3	$270	$305	$320	$335	$350	$365	$380		
1LT	O-2	$230	$265	$280	$295	$310	$325			
2LT	O-1	$210	$245	$260	$275	$290				
SGM	E-9	$230	$265	$280	$295	$310	$325	$340	$355	$370
MSG	E-8	$190	$225	$240	$255	$270	$285	$300	$315	$330
SFC	E-7	$165	$200	$215	$230	$245	$260	$275	$290	$305
SSG	E-6	$150	$185	$200	$215	$230	$245	$260		
SGT	E-5	$135	$170	$185	$200	$215	$230			
SDR	E-4	$120	$155	$170	$185	$200				

3.5.4: ANA Equipment

M16 assault rifle fielding continues in the 201st Corps, 203rd Corps, 205th Corps and Capital Division. NATO weapons fielding will be complete by spring 2010. Commando *kandaks* are currently equipped with U.S. and NATO weapons systems that include the M4 carbine and 81mm mortars.

As of March 2009, the CSTC-A program to refurbish existing artillery (122mm, D30) is funded and awaiting award of contract. CSTC-A is attempting to acquire additional D30 artillery systems to expedite artillery fielding. In addition to artillery, CSTC-A is currently in the process of fielding more than 4,100 high mobility multi-purpose wheeled vehicles (HMMWVs) to the ANA, with expected completion by mid-2010.

Afghan National Army Air Corps (ANAAC) equipment remains unchanged from the previous report. The ANAAC currently operates seven medium cargo planes (five An-32s and two An-26s) and thirteen helicopters (nine Mi-17s and four Mi-35s). By December 2009, the inventory will include an additional three Mi-17s and four C-27s.

3.5.5: ANA Assessment

ANA unit readiness is gradually improving. Figure 13 provides numbers and readiness status for ANA units between October 2008 and May 2009. Table 5 provides overall unit Capability Milestone (CM) levels current as of May 2009.

Figure 13– ANA kandak/squadron CM Levels, October 2008 – May 2009

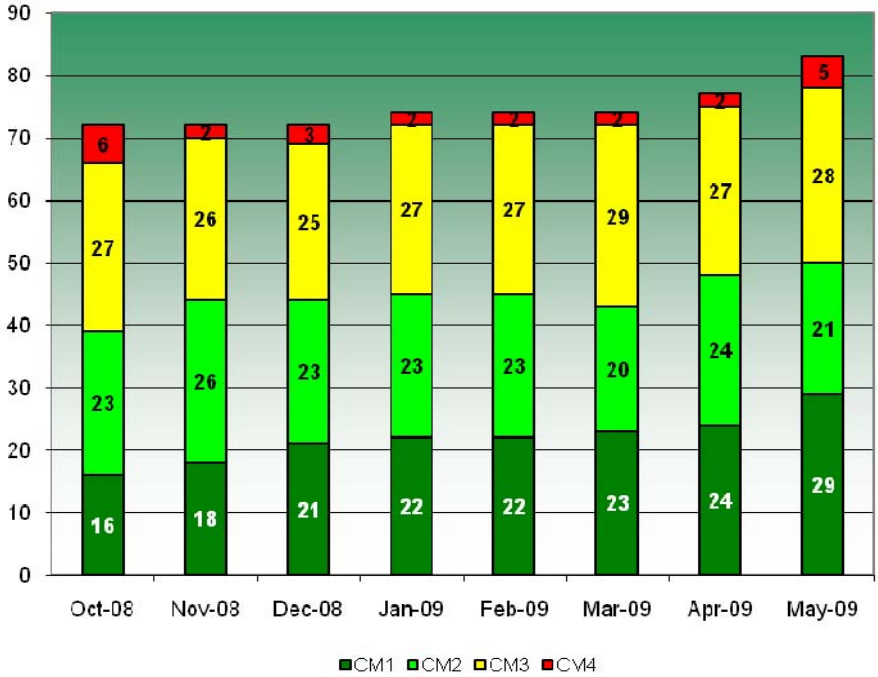


Table 5- ANA unit CM levels, May 2009

ANA Unit	CM1	CM2	CM3	CM4
Kandak	29	21	28	5
Brigade HQ	9	1	5	1
Corps HQ	2	1	3	0
Other	6	0	0	2

The overall assessment of the ANA officer corps effectiveness from the kandak- to corps-level is unchanged from the previous report; trends are positive and ANA officers continue to work to improve their professionalism. In January 2009, the first 84 lieutenants graduated from the internationally-accredited National Military Academy of Afghanistan (NMAA) and received their commissions. The academy will provide an annual influx of professionally-trained young officers for the Army and Air Corps.

ANA communications capability continues to improve. As of March 2009, the ANA is in the process of completing a planning annex to the National Military Command Center (NMCC). In March 2009 the planning annex attained initial operating capability. This new capability is already greatly improving planning coordination between the ANA and coalition forces and enhancing development of ANA planning staff.

The capability of the ANAAC continues to improve. Several milestones were reached in 2008. The first large fixed-wing movements of ANCOP occurred in July and August, moving 230 policemen from Herat to Kabul. A new ANAAC record for passengers transported in a single month was set in October 2008, with 9,337 personnel moved. The Air Corps moved an average of 54,000 kilograms (kg) of cargo and 9,100 passengers per month from between October and December of 2008, with an average of 810 sorties per month. Airlift numbers during January and February 2009 were lower due to poor weather conditions.

3.6: Afghan National Police (ANP)

DoD assumed responsibility for the development of the ANP in April 2006. According to an agreement between DoD and the Department of State (DoS), DoS provides policy guidance and DoD executes the program. ANP development efforts prior to 2006 were not comprehensive and lacked both resources and unity of effort within the international community.

CSTC-A's current efforts focus on key reforms within the MoI, building greater unity of effort within the international community, and continued individual training with the support of the DoS Bureau for International Narcotics and Law Enforcement Affairs (INL).

3.6.1: MoI

The appointment of Mohammed Hanif Atmar as the Minister of Interior in November 2008 created new momentum for ministerial reform and accountability. As one of his first acts as minister he began the implementation of a reorganization of the Ministry to enhance capability and transparency and reduce duplication of effort within ministerial branches.

However, challenges with personnel accountability may lead to inaccuracy in MoI-reported force levels. The MoI has deployed 34 provincial teams to establish personnel and equipment accountability throughout the country. As of March 2009 the MoI had completed work in 341 of 365 districts.

3.6.2: ANP Training

Initial Entry Training (IET) is conducted at seven Regional Training Centers (RTCs), a Central Training Center, and the Kabul Police Academy. INL uses a private contractor to provide civilian police training and program design at the training centers, as well as some field-based training. More than 25,000 ANP received training in 2008. Building ANP training capacity has been a priority. Civilian police mentors are training Afghan instructors. Germany is establishing a police training facility in the north to increase training throughput.

Police Mentor Teams (PMTs) are composed of both military and civilian personnel and train and mentor ANP units. More than 500 civilian police trainers and mentors are deployed with PMTs in the field and at training centers. The objective is to provide a PMT to every ANP unit. Howver, limited resources and the broad geographic scope of the ANP will necessitate additional training capacity and equipment if this objective is to be met. CSTC-A is currently able to provide PMTs to no more than one-fourth of all ANP organizations and units. Assuming that one-third of AUP districts will have PMTs assigned at a given time, minimum PMT manning needs to be 2,375 personnel. As of January 2009, 922 personnel were assigned to PMTs and six districts had PMTs provided by the Special Purpose Marine Air-Ground Task Force (SPMAGTF).

Biometric Data Collection

Establishing reliable identification and personnel accountability for the ANP is a focus of CSTC-A efforts. Before the U.S. assumption of ANP development, identity documentation for ANP officers was limited to the name of the individual. Because Afghans often pass entire names through the family, these records are of little value in ascertaining the identity of police officers. The MoI is building a database of biometric information on ANP officers who have attended training at the RTCs. As of February 2009, 18,744 policemen had been enrolled in the biometrics database. All officers who attend training at RTCs are entered into the database. The Ministry is working to extend the program to include all ANP officers

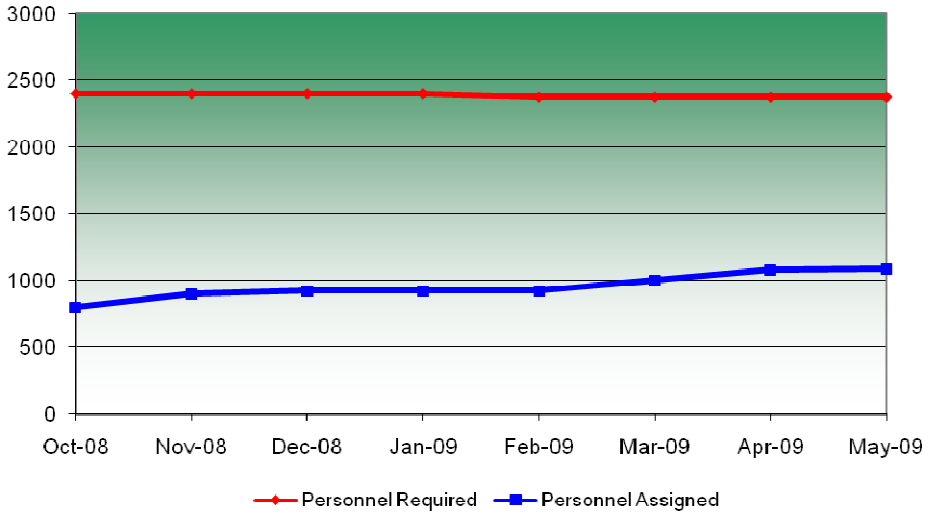
International Police Training and Mentoring

The United States has made progress in working with international Allies to increase the police mentoring and training resources available in Afghanistan. The international community has recognized the success of the Focused District Development (FDD) program and three countries, the UK, Germany, and the Netherlands, have agreed to provide PMTs for the upcoming seventh cycle of the FDD program. Additionally, the German, Dutch, British, and Canadians have expressed interest in taking over mentoring responsibilities in FDD districts within their respective forces' areas of operation. Canada may assume mentor responsibility for districts in Kandahar City in the summer of 2009. ISAF police mentoring will allow U.S. teams to move on to other districts. As stated above, heads of state and government agreed in principle to an expanded NATO training mission in Afghanistan. EUPOL is attempting to expand its current mission of approximately 200 personnel to 400.[11]

Efforts to Increase U.S. Training Personnel

Figure 14 demonstrates required and fielded U.S. PMT personnel between October 2008 and May 2009.

Figure 14– U.S. PMT Personnel; fielded and required; October 2008-May 2009



In accordance with orders from the Commander, USFOR-A, U.S. maneuver forces that deploy to Afghanistan beginning in the spring of 2009 will have the additional mission of providing police mentors in districts where they are operating. The request for forces (RFF 920) that outlines this program projects that these U.S. maneuver forces will be able to provide 1,278 police mentors for the PMT mission. AUP districts will continue to undergo reform through the FDD program. Unit PMTs will participate in the district assessment, police training, and mentorship following the training to ensure that the teams are fully integrated into the FDD process.

The remainder of the police mentor requirements beyond the RFF 920 sourcing was identified in RFF 937, which provides the full requirement for both ANA and ANP mentor teams over time. RFF 937 outlines the requirement for 1,097 police mentors and 3,349 Army

[11] To date, EUPOL ANP training and mentoring has only been executed at the regional and provincial levels. This restriction enhances the importance of NATO and other international ANP development programs that provide trainers and mentors down to the district police level.

mentors for FY 2009. The Joint Staff is currently planning to source RFF 937 with two brigade combat teams (BCTs). If this sourcing solution is approved, the BCTs will be terrain-oriented with one BCT responsible for the CSTC-A training team mission (ETTs and PMTs) in the west and south, and the other BCT responsible for the training mission in the north and east.

3.6.3: Afghan Public Protection Program

The Afghan Public Protection Program (AP3) is a current MoI initiative. The AP3 is an Afghan-initiated and Afghan-led program that relies on increased community responsibility for security. The AP3's mission is to enhance security and stability, strengthen community development, and extend the legitimate governance of the GIRoA to designated districts in key provinces through community-based security forces. The AP3 comprises security forces under MoI authority, closely coordinated with the ANA, ANP, and international forces. The AP3 leverages the same community elder groups that the Independent Directorate for Local Governance (IDLG) has worked with through the Afghan Social Outreach Program (see below). These community elder groups select members of the security forces. The AP3 pilot began in Wardak province in RC-East in March 2009. Wardak province was selected to facilitate partnering and monitoring by U.S. forces. Once the program has been validated it will be expanded to other areas.

3.6.4: Focused Border Development

Focused Border Development (FBD) is a program designed to enhance the effectiveness of Afghan Border Police (ABP) line companies in the RC-East area of operations. CSTC-A and CJTF-101 have partnered to accelerate the fielding of ABP companies in these areas. FBD will man, train, and equip 52 companies. Following the training and equipping stage, the ABP companies will establish partnering relationships with CJTF-101 units. The program is in the process of expanding to six companies in RC-South and eight companies in RC-North. Initial reports from partner units indicate positive progress, with ABP companies returning from training with increased capability to conduct operations. Eighteen companies have completed the training as of March 2009, which amounts to 1,677 border police trained. Additionally, 784 ABP are currently in training. ABP companies are provided with vehicles, weapons, and communication assets as they complete their training cycle.

3.6.5: Focused District Development Program Progress

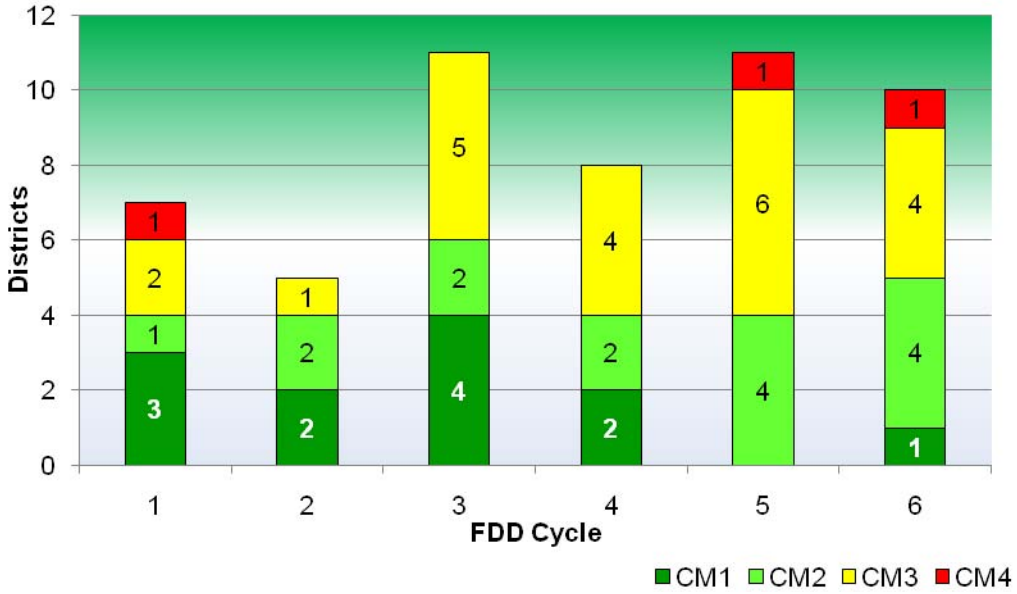
Focused District Development (FDD) is a comprehensive program divided into six phases for assessing, training, and validating district AUP units. The program began in late 2007. Each phase includes units between seven and 11 AUP units. Fifty-two police districts out of a total of 365 districts in Afghanistan are currently enrolled in the Focused District Development (FDD) program. To date, selection of FDD districts has focused on districts in the south and east, near the Ring Road.[12] For the first seven cycles of FDD there were no formalized procedures for collaborating with international partners to select which districts would go through the FDD program. FDD cycle eight will incorporate a more collaborative approach to district selection. CSTC-A, through USFOR-A, approached ISAF to propose developing a more formal and integrated approach to district selection. CSTC-A, USFOR-A, ISAF, UNAMA, the ICMAG, and the MoI worked together to produce a prioritized list of FDD

[12] For a map of FDD districts, current as of January 2009, see Annex J.

districts coordinated closely with the COIN strategy. This collaborative approach to district selection will be continued for future FDD cycles.

Figure 15 illustrates the CM levels for district AUP units through the first six cycles of FDD, as of May 2009.

Figure 15– District CM levels of FDD Cycles, May 2009



The first six cycles of FDD included only district-level AUP. However, cycle seven will consist of eight provincial police companies and four district units mentored by international PMTs (IPMTs) from Germany, the Netherlands, and the UK. The inclusion of provincial ANP in the FDD is the result of the lack of PMTs. The fact that provincial police have assigned mentors has eased the PMT constraint and facilitated their inclusion in FDD. It is also of significant value to the provincial police chiefs and governors to provide a trained police resource for quick response to crises and to provide flexibility within the province.

At full manning levels, the FDD program would take three years to complete. As mentioned above, there are significant shortages in PMTs and overall ANP training personnel.

3.6.6: ANP Recruiting and Retention

Between March 2008 and February 2009, nationwide recruiting numbers for all police programs was 17,191 (2,737 ABP, 3,562 ANCOP, and 9,468 AUP and specialty police)[13]. It is important to note that the MoI has not had any problems achieving any of their recruiting goals. Positive polling data on popular support for the police and the propensity to serve as well as recent experiences with FDD suggest that this trend can continue. The MoI will transition from locally-based recruiting to a national recruiting system in 2009.

The MoI is currently developing its own senior-level vetting system to ensure merit based promotions and to validate the quality of his current leaders. Rank reform was largely completed in 2008 with the total number of officers going from 15,001 to 6,820. At the highest ranks there are now 120 Generals down from 319; 235 Colonels from a high of 2,447, and 305

[13] These numbers do not reflect actual increases in total ANP strength for this time period. Many candidate officers do not complete the vetting and training process. ANP ranks are further decreased by high casualty rates and the failure of ANP officers to report for duty.

Lieutenant Colonels from 1,824. Officers took a written test as part of the reform process. Those that did not pass the test were provided a second opportunity to demonstrate their skills. The individuals who failed both tests were reduced to NCOs or patrolmen.

All Afghan National Police recruits (AUP, ABP, ANCOP, etc.) undergo the same vetting process established four years ago by the MoI Recruiting Department and now fully implemented. The recruits are screened by the MoI Medical, Intelligence, and Criminal Investigative Departments. Recruits must have either a national identification card (*tashkira*) or two letters of recommendation from community elders.

Upon arrival at an RTC for FDD training, all AUP officers are vetted for a second time by a regional police recruiter. They also undergo health screening, biometrics data collection, enrollment in the electronic payroll system, issue of Identification Cards, enrollment in electronic funds transfer where available, and drug testing. Recruits who test positive for opium are released from the training program. Recruits who test positive for hashish or marijuana remain in the program and receive counseling concerning ANP drug policies and prevention. 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.

As of March 2009, the ANP is paid at parity with the ANA and all thirty-four provinces are using Electronic Funds Transfer to pay police. Electronic Funds Transfer is intended to eliminate the hand-to-hand method of payment that provides many opportunities for corruption. However, such opportunities persist. It is still possible for ANP commanders to demand a portion of their officers' salaries after disbursement from the electronic system. The MoI will extend Electronic Funds Transfer as the banking system extends throughout the country. The MoI is also testing a program to electronically pay police officers using cellular telephone technology. Table 6 provides ANP pay rates. These figures have increased slightly since the last report.

Table 6 – ANP Pay Reform

RANK	GRADE	ANP/ANA Pay Parity
LTG	O-9	$800
MG	O-8	$700
BG	O-7	$600
COL	O-6	$450
LTC	O-5	$400
MAJ	O-4	$350
CPT	O-3	$300
1LT	O-2	$250
2LT	O-1	$220
1st SGT		$210
2nd SGT		$190
3rd SGT		$165
1st PTRLMN		$130
2nd PTRLMN		$120

3.6.7: 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 2009 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 counternarcotics and counterterrorism police receive equipment consistent with their mission.

The ANP is provided Ford Rangers as light tactical vehicles (LTVs) and International Harvesters as Medium Tactical Vehicles (MTVs). The ANCOP is currently fielded with LTVs and MTVs, but these will be replaced with armored HMMWVs in late fall 2009. Ambulances are scheduled to be provided in March 2009 to ANCOP and ABP elements.

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 Command Center (NPCC) and the MoD NMCC. Based on current fielding plans, the networks will be completed by 2012.

3.6.8: ANP Assessment

Figure 16 illustrates progress in district AUP and specialized unit CM levels between October 2008 and May 2009. The goal for the ANP is 432 units, including district AUP units and specialized police units, rated at CM1. Table 7 contains the current CM rating for ANP units as of May 2009.

Figure 16 – District AUP and Specialized Unit CM levels, October 2008 – May 2009

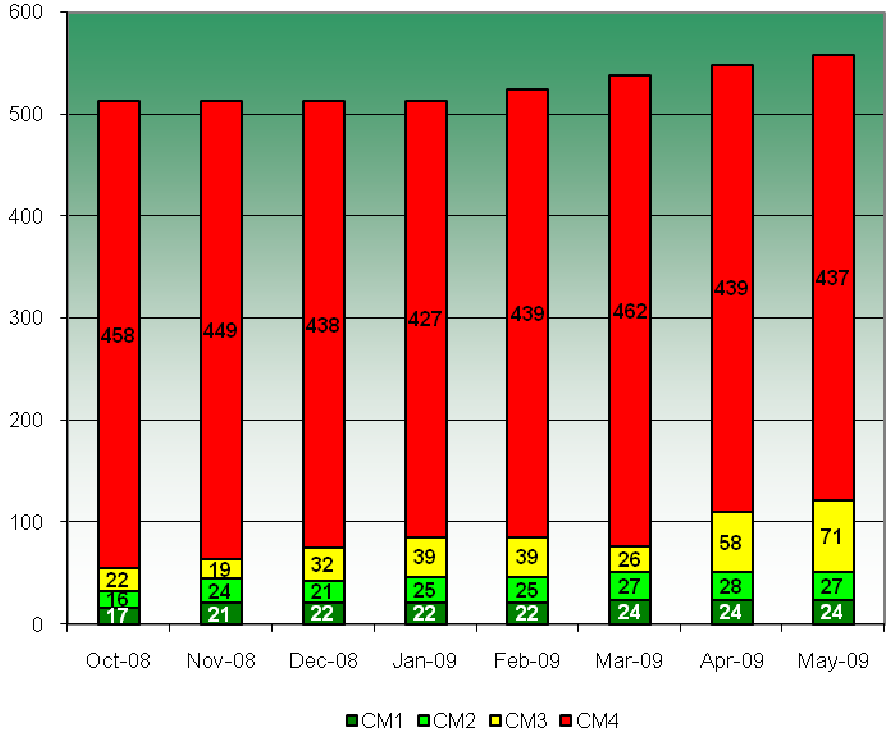


Table 7 – ANP CM Ratings, May 2009

CM1	CM2	CM3	CM4
24	27	71	437

The number of CM1-rated ANP units increased from 17 in October 2008 to 24 in May 2009. The number of units at CM2 more than doubled, going from 13 units to 28.

Section 4: Governance

Effective governance is crucial to achieving U.S. objectives in Afghanistan and facilitating the country's independence. The international community, including the United States, continues to work with the Afghans to build governance capacity at the national, provincial, and local levels. With some noteworthy exceptions, governance in Afghanistan made only limited progress during the reporting period. Corruption has continued almost unabated. The Afghan Parliament drafted and passed a law in direct contravention of international human rights standards. However, there have been a few limited improvements. Reformist ministers were appointed to lead crucial ministries. The Ministry of Public Health (MoPH) and the Ministry of Communications and Information Technology (MCIT) continued to demonstrate real leadership in managing and expending donor funds. The Afghan Social Outreach Program, a program initiated to support local governance, expanded to new provinces.

One of the principal activities related to Afghan governance that occurred during the reporting period has been preparation for the Afghan Presidential elections, scheduled for August 2009. Preparation activities included voter registration and the planning and coordination of security activities by the Afghans and ISAF.

4.1: Elections

The first round of Afghan Presidential elections is scheduled for August 20, 2009. If a single candidate fails to garner more than 50 percent of the vote, a runoff election will occur. The official list of candidates will be released on June 12, 2009. President Karzai's constitutional mandate expired on May 22, 2009. However, in March 2009, the Afghan Supreme Court ruled that President Karzai could remain in power until the election.

The Afghan Independent Election Commission (IEC) has registered over 4.3 million new voters for the elections. Voter registration occurred in four phases between October 2008 and February 2009. There were no significant security incidents during the registration process.

In March 2009, an interagency assessment team led by Ambassador Holbrooke visited Afghanistan to check the status of preparations for the elections. The team recommended that the GIRoA and the international community work to ensure a level playing field for all candidates in the election. The team also found that coordination of security efforts for the election was going well but noted that timing is very important and the security preparations must remain on schedule.

The United States is supporting Presidential elections in which the security and legitimacy of voter registration, elections, and vote counting is ensured, and there is a level playing field for candidates. USFOR-A and ISAF are deeply engaged with the GIRoA, the United Nations Development Program and the International Election Committee in planning for the elections. The expectation is that the GIRoA will take the lead in election planning and security, with USFOR-A and ISAF playing a supporting role. Priority efforts by the United States, the international community, and Afghanistan include ensuring:

- Presidential candidates have access to security and transport;
- the presence of the necessary international observers with the appropriate logistical support;
- freedom to report on the election for the media;
- security and logistical support to the IEC, including the IEC Election Complaints Commission;
- adequate security preparations; and

- delivery and implementation of a strategic communication plan.

4.2: Ministerial Capacity

Minister of Interior Hanif Atmar, appointed in November 2008, has shown promise in instituting substantial reform within the MoI. Minister Atmar has implemented new policy designed to promote transparency, and accountability, and to increase the overall capability of the Afghan National Police. Minister Atmar's six strategic priorities for the ministry are to: 1) accelerate and expand the Focused District Development and other existing programs; 2) implement a comprehensive MoI anti-corruption plan; 3) reinforce intelligence and investigative capacity to curb organized crime, reduce civilian and police casualties, and support counter-terrorist and COIN campaigns; 4) enlarge the ANP; 5) improve security in principal cities and along highways; and 6) ensure security for free, fair, and transparent elections in 2009.

Another development with potential positive implications from the reporting period was the assumption of the position of Minister of Agriculture, Irrigation, and Livestock by Asif Rahimi in October 2008. Mr. Rahimi was formerly the Deputy Minister of Rural Rehabilitation and Development. Since its inception in 2002, the Ministry of Rural Rehabilitation and Development (MRRD) has been much more effective than the Ministry of Agriculture, Irrigation, and Livestock (MAIL), a ministry with a similar if not identical mission. The latter has been saddled with a corrupt Soviet-vintage bureaucracy and a lack of human capital. Mr. Rahimi has instituting a restructuring initiative and has begun to implement personnel changes intended to increase efficiency and effectiveness. The full restructuring will take between a year and a half and two years. While international donors are optimistic about Mr. Rahimi, it is unclear as to whether his reforms will be effective.

In January 2009, Wahidulah Shahrani took over as head of the Ministry of Commerce and Industry (MoCI). His predecessor, Minister Farhang was removed amid charges of corruption in December 2008. Minister Shahrani has pledged to reinvigorate the MoCI and to improve Afghanistan's economic regulation and policy, increase transparency, and work with donors to improve capacity at the MoCI.

The Ministry of Finance (MoF) experienced a period of turmoil following the resignation of Minister Anwar-ul-Haq Ahadi in February 2009 to run for the Presidency. In March, President Karzai appointed and Parliament confirmed Dr. Omar Zakhilwal as Minister of Finance. Minister Zakhilwal demonstrated considerable leadership in reversing the decline in customs collections and has pledged to make increasing domestic revenue a priority and to implement a policy of zero tolerance of corruption within the ministry. Of the three GIRoA entities tasked with implementing the Afghan National Development Strategy, Finance is the entity that has made the most progress on its portion of the implementation strategy.

USAID continues to provide assistance to various line ministries. The Capacity Development Program (CDP) is a $218 million program that works closely with the Ministry of Finance (MoF), numerous other ministries, and Independent Administrative Reform and Civil Service Commission (IARCSC) to modernize financial and human resource management structures, systems, and skill sets. Training, coaching, technical assistance and systems development have supported significant capacity development in the program budgeting, procurement, and internal auditing functions of a number of ministries and agencies. The IARCSC is responsible for the Public Administration Reform and Priority Reform and Restructuring programs, the basis for "pay and grade" salary reform efforts, and have assisted in the development of professional human resource management capacities. Additional resources

and expertise are provided to sector ministries, particularly the MoPH, MCIT, the Ministry of Public Works, and the Ministry of Energy and Water. The Department of the Treasury, with USAID funding, began providing direct technical assistance to the Ministry of Finance treasury unit in debt and expenditure management. Treasury also provides technical assistance to the financial intelligence unit at Afghanistan's central bank to reduce financial vulnerabilities to money laundering and other illicit financial activities, including through the registration and regulation of money service providers (*hawalahs*).

4.3: Sub-national Government

Independent Directorate for Local Governance

The IDLG, led by Director Jilani Popal, continued to work to improve the capacity of sub-national government entities and to strengthen links between Kabul and provincial and district authorities. Between December 2008 and January 2009, Director Popal replaced the provincial governors of Kandahar, Baghlan, Khost, and Herat provinces. Since the inception of the Directorate in 2007, the IDLG has replaced over 80 percent of the 34 provincial governors.

In February 2009, the IDLG received donor funding to extend the pilot Afghan Social Outreach Program (ASOP) to eleven key provinces. The ASOP will establish elected community shuras at the district level until formal district councils can be elected. The community shuras connect the population of the districts to the government in Kabul and provide some local governance functions. For example, the ASOP-funded community shuras nominate individuals to serve as part of the AP3 program. The IDLG selected the eleven key districts for initial implementation of ASOP based upon severe and/or worsening security situations in those provinces. The provinces include: Badghis, Farah, Faryab, Ghazni, Helmand, Logar, Kapisa Wardak, Kandahar, Oruzgan, and Zabol.

When the Directorate was established, it was met with enthusiasm by the international community. However, in the run-up to the Presidential election in August 2009, the IDLG has been perceived as too close to President Karzai. According to Director Popal, this has discouraged some international donors from providing assistance to IDLG programs.

During the reporting period, IDLG also drafted a sub-national governance policy to clarify the roles and responsibilities of sub-national government bodies, such as governors and provincial councils. The document has been submitted to the Cabinet for consideration and approval.

National Solidarity Program

The National Solidarity Program (NSP) is a successful program that continued to strengthen community-level governance and social cohesion. The NSP is an Afghan program implemented by the MRRD under the guidance of a steering committee chaired by the second Vice President of Afghanistan. The steering committee includes representatives of the line ministries, principally the MRRD, with observers from the international donor community. Most donor funding for the NSP flows through the Afghan Reconstruction Trust Fund, although some World Bank funds go directly to the Afghan treasury.

The NSP provides training and block grants to elected Community Development Councils (CDCs). CDCs determine which development projects will be most effective for their own communities and allocate NSP funds. The program almost exclusively targets Afghanistan's rural population. As of February 2009, the NSP had disbursed $570 million, from 15 countries and international organizations, to 19,418 communities.

The program has successfully empowered communities to take an active part in their own reconstruction and development. However, two significant challenges hamper the program. The first is security; a lack of security prevents NSP representatives from working with communities in areas affected by the insurgency. The second obstacle to the NSP program is funding. USAID is on track to become the largest supporter of NSP and provides its funds on a timely basis. However, funding from other donors is insufficient and often arrives behind schedule.

USAID Support for Sub-national Governance

USAID finances significant provincial and district governance capacity building, as well as an expanded focus on major urban municipalities. The Local Governance and Community Development program (LGCD) provides mentors to the staff of provincial governors and line ministries and implements small community-led development activities (more than 300 at last count). The Afghan Municipal Strengthening Program is boosting service delivery and governance processes in ten priority municipalities. Other programs focus on electricity, water and sanitation services, on a cost recovery basis and a large new municipal governance program is in the final approval stages.

4.4 Legislative Branch

Parliament has made some progress. During the reporting period, Parliament passed the mortgage law and the private investment law; two much-needed laws intended to encourage economic development. Members of Parliament also made progress on bills regulating water usage, the mining industry, and oil and gas production. However, the Afghan Parliament's overall performance has been poor due to absenteeism and the inability to pass routine legislation. For the whole of 2008, the *Wolesi Jirga* failed to reach a quorum on over half of its business days. Even on days when a quorum is reached, the assembly often loses the quorum before the end of the day.

4.5 Judicial Branch

In support of the Afghan National Development Strategy (ANDS) Rule of Law objectives, the United States and its Allies continue to build the capacity of the judicial system in Afghanistan. With the assistance of U.S. Department of Justice Senior Legal Advisors, the GIRoA continues to advance narcotics prosecutions under the Central Narcotics Tribunal (CNT) and Criminal Justice Task Force (CJTF) in Kabul.

Table 8 – Narcotics Seized, October 2008 – April 2009

Type of Narcotic or Contraband	Quantity seized
Heroin	1,483 kilograms (kg)
Opium	8,763.95 kg
Hashish	55,995.40 kg
Morphine (solid)	952 kg
Morphine (liquid)	946 liters
Chemical Precursors (solid)	48,534.50
Chemical Precursors (liquid)	8,873.77 liters

Between October 2008 and March 2009, the CJTF and the CNT together:

- investigated 188 separate cases involving 201 individuals;
- convicted 113 suspects in Primary Court; and
- convicted 189 suspects in Appellate Court and turned them over to the corrections authorities.

Table 8, on the previous page, includes the total quantity of narcotics and precursor chemicals seized during the same period.

Judicial Capacity Achievements, October 2008-April 2009.

- 70 total female sitting judges trained (up from 40). 1,100 male judges trained (up from 700)
- 20 Judges from FDD districts trained.
- Four Moot Court classrooms at Kabul University constructed.

4.5.1: Efforts to build Judicial Capacity

There are five U.S. agencies involved in building Afghanistan's justice system: DoS/INL, Department of Justice (DoJ), USAID, the Drug Enforcement Administration (DEA), FBI, 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 for INL.

As part of its Afghanistan Rule of Law Project (ARoLP), USAID continued to provide legal education to sitting and prospective judges to preside in Afghan court rooms. During the reporting period, ARoLP trained judges from FDD districts to bolster rule of law in their jurisdiction. The ARoLP also continued to train female judges in Afghanistan. During the reporting period, the number of trained female sitting judges increased from 40 to 70 and the overall number of trained judges increased from 700 to more than 1,100.

From November 19 to 20, 2008, the U.S. Treasury Department, in partnership with the USAID, recruited 34 judges—including three women judges—from Kabul, Kapisa, Konduz, Laghman, Nangarhar, and Wardak provinces for the U.S. Treasury Department's Financial Investigative Techniques (FIT) training program. The FIT program for judges, which was offered separately during the same week to Afghan prosecutors and investors, included lectures on money laundering, corruption, terrorist financing, asset forfeiture, and Afghanistan's own anti-money-laundering laws. The program was intended to raise awareness of various types of financial crimes, a critical issue in a country with significant corruption and narcotics trafficking.

USAID successfully achieved adoption of a standard core curriculum for both the Law and *Sharia* Faculties at Kabul University and completed syllabi and teaching materials for seven of the standard curriculum's core courses in January 2009. The ARoLP also offers intensive legal English courses for law and Sharia students and professors. In March 2009, Kabul University Law and Political Science and Sharia faculties dedicated four new moot court classrooms provided by USAID. The classrooms will offer Afghan's future legal professionals opportunities to develop their oral presentation and advocacy skills as they participate in simulated role-playing scenarios and moot court exercises.

An example of improved judicial capacity and rule of law in Afghanistan is the February 2009 arrest and conviction of Haji Abdullah Khostel, a major drug trafficker (see below).

Correctional Facilities

Afghanistan's prison population grew 21 percent in 2008. The corrections system is in urgent need of reform. Some progress has been made. The corrections officer training programs implemented by the INL Corrections System Support Program (CSSP) have substantially improved conditions in prisons to which the program has access.

In addition to the ongoing hybrid prison and corrections advisors programs, the CSSP is developing pilot programs to address the special needs of vulnerable prisoner populations, including women and juveniles.

The United States is implementing a prison reform strategy, standard operating procedures, and a review of prisoner sentences and conditions to ensure that prisoner rights are met. The case review process has already reviewed over 4,000 prisoners' files and found 89 prisoners to be eligible for release. The United States continues to work with it international partners to refurbish Pol-e-Charki prison.

4.6: Corruption

Corruption, defined as "the abuse of public position for private gain," is a significant and growing problem across Afghanistan that undermines security, development, and state- and democracy-building objectives. Afghanistan has or is developing most of the institutions needed to combat corruption. But these institutions, like the rest of the government, are limited by a lack of human capacity and political will. The apparent unwillingness to pursue and prosecute high-level corruption is particularly problematic. The High Office for Oversight, established in late 2008 is intended to address some of these issues by executing oversight, reporting, and assistance responsibilities across the government. However, this and other GIRoA anti-corruption offices and initiatives have proved inadequate to addressing the problem of corruption in Afghanistan.

Substantial USAID assistance, such as that noted above, is already designed to strengthen transparency, accountability and effectiveness in the most critical functions of national and sub-national government.

INL, through its Justice Sector Support Program (JSSP), is strengthening the capacity of the Attorney General's Office to monitor, investigate, prosecute and appeal cases of corruption more efficiently, effectively, and fairly. To this end, INL/JSSP, with support from DoJ, EUPOL, and the UK, is creating and will continually train and mentor an Anti-Corruption Unit (ACU) within the Afghan Attorney General's Office (AGO) to consist of a specialized core of vetted prosecutors (and supporting staff) to investigate and bring to trial high-level cases of corruption. INL has refurbished and equipped a special building on AGO grounds for the ACU. Other U.S. agencies contributing to the effort include DOJ, FBI (vetting and training), and Treasury (providing financial transaction tracking training and expertise).

DoJ's provincial counternarcotics training program, which is provided on a recurring basis throughout the country, emphasizes the need for the justice sector to adhere to a professional and ethical code of conduct. DoJ continues to build anti-corruption capacity within the CJTF and AGO.

4.7: Human Rights

Observance of human rights has improved little in Afghanistan during the reporting period. In March 2009 President Karzai signed the Shi'a Personal Status Bill into law. Critics of the law interpret it as violating the Afghan Constitution's guarantee of equality between the

sexes when the bill gives husbands the right to legally rape their wives. The United States has expressed its objection to the GIRoA. Subsequent to sustained international and domestic outcry, President Karzai stated that he would review the law and suspend enforcement.

The Supreme Court of Afghanistan upheld the conviction and 20-year prison sentence of Sayed Pervez Kambakhsh, the student originally sentenced to death for distributing information questioning the treatment of women under Islam. The Supreme Court justices issued their decision in secret, without hearing an argument from the defense.

President Karzai has refused to promulgate a new media law that would guarantee journalists freedom of speech and freedom from coercion and intimidation by the National Directorate for Security. Proponents of the law state that freedom of the press is crucial, especially in the context of an election year.

USAID's Women's Rights under Islam Program held its final seminar in January 2009. To build public knowledge about women's rights, the USAID rule of law project has held 66 seminars on related topics throughout Afghanistan, bringing together 2,858 Afghans to discuss women's rights. Also in January 2009, USAID launched a one-month campaign to increase women's knowledge of justice throughout Nangahar province. The province reached out to low-income women who had little knowledge of the law or their rights and do not know where to turn for legal assistance. The campaign encourages women to use the legal system by explaining that they have the right to use the courts and that it is not shameful to do so. The campaign uses a variety of media, ensuring that information reaches even those women who live in remote villages or who cannot read. The message that access to justice is the right of every man and woman is repeated in both broadcast media and on posters, shopping bags, school bags, and other items that get frequent and public use. Over the course of the campaign, USAID will distribute a total of 66,000 comic books, 40,000 pamphlets, 5,000 stickers, 30,000 canvas bags, 900 posters, 15,000 pens, and 25,000 school bags bearing women's rights messages.

4.8: Governance Indicators

In conjunction with the new strategy for achieving U.S. objectives in Afghanistan, President Obama has mandated a program of metrics and measures of effectiveness for U.S. efforts in the country. At the time of writing this report, this program was only in its planning stages. Once developed and implemented, benchmarks and metrics of Afghan governance will be included in this report.

Section 5: Economic and Social Development

5.1: Afghanistan National Development Strategy

The Afghanistan National Development Strategy (ANDS) provides the overarching framework under which the GIRoA and the international community will coordinate their reconstruction and development efforts. The GIRoA developed the ANDS over a three-year period in close collaboration with the international community. The implementation of the ANDS has been hampered by lack of coordination and a lack of political will. Implementation of the ANDS was tasked to three GIRoA entities: the MoF, the Ministry of Economy, and the then-new Government Coordination Committee. Of the three, the MoF, responsible for costing and helping line ministries prepare ANDS budget submissions, is the only entity that functions well. The 2008 budget, developed by the MoF, made a strong attempt to include ANDS priorities.

Neither the international community nor the Afghans has obtained the funding to fully implement the ANDS. At the Paris Conference in June 2008, many nations pledged money that they had pledged previously. Hence, what was initially thought to be $20 billion pledged in support of the ANSDS was actually $14 billion. The GIRoA estimates the cost of fully executing the ANDS at $50 billion. A report ANDS implementation will be submitted to the donors from the Paris Conference in summer 2009.

5.2: International Engagement

In December 2008, the GIRoA and international donors jointly agreed to a proposal to reform the Afghanistan Reconstruction Trust Fund (ARTF) and introduce incentives for improved GIRoA performance. The ARTF is a multi-donor trust fund administered by the World Bank and funded by 27 donors. As of March 2009, the trust fund held $496 million; total paid-in contributions by donors have totaled approximately $3 billion. The new agreement lays out a gradual decline in automatic budget support provided via the recurrent cost window but establishes an off-setting incentive mechanism that rewards the GIRoA for achieving economic reform and revenue generation benchmarks.

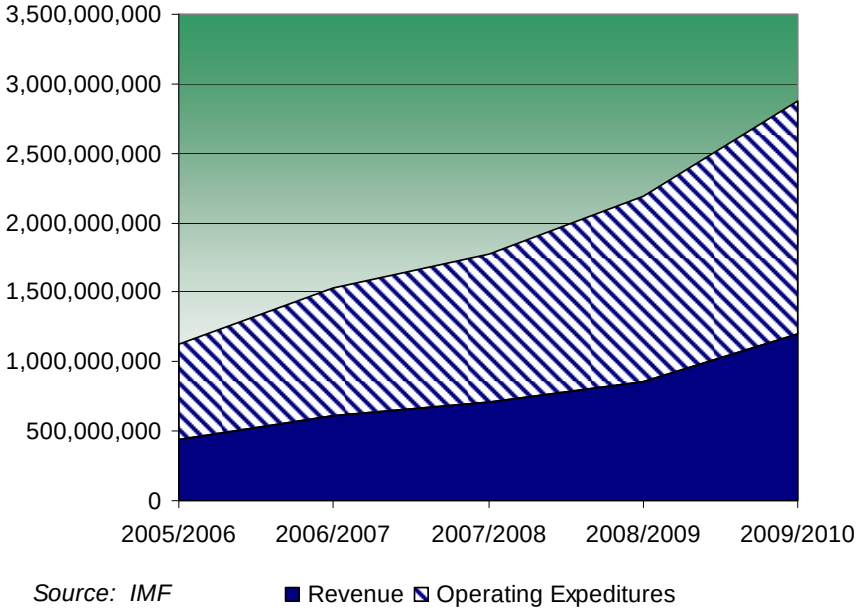
The United States is working to increase its economic ties with Afghanistan. In October 2008, delegates from the United States and the GIRoA met for the third round of Trade and Investment Agreement (TIFA) talks. The delegates discussed ways to facilitate private sector development in Afghanistan and trade between the two countries. Delegates discussed Reconstruction Opportunity Zones (ROZs), in which goods could be produced for duty-free import into the United States. In February 2009, a bill to establish the ROZs was re-introduced in the U.S. Congress by Senator Maria Cantwell. As of the writing of this report, the bill was under review by the Senate Finance committee. In February 2009, U.S. Embassy Kabul began to offer business and tourist visa services to Afghans wishing to enter the United States

In RC-East, 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 and the ANDS. CJTF-101 staff officers meet with and correspond regularly with ministerial officials to work common solutions to issues.

5.3: Government Budget and Revenue

Afghanistan continues to have the world's lowest domestic revenue to GDP ratios, at about seven percent of GDP (according to IMF, the average ratio for seven similar low-income countries was about 14 percent). At the March 31, 2009 International Conference on Afghanistan in The Netherlands, the IMF called on the GIRoA to develop a plan to increase its domestic revenue base. Afghanistan will continue to rely on international donor aid to cover its operating expenditures for the foreseeable future. The total core budget expenditures for FY2009-FY2010 will projected to be approximately $2.9 billion. It is estimated that GIRoA revenue will cover less than 60 percent of its total operating expenditures in FY 2009, with the deficit covered by grants from multi-donor trust funds. The GIRoA has increased its revenue collection in nominal terms, but revenue growth is failing to keep pace with increased expenditures, largely driven by security sector costs, civil servant wage increases, and subsidies for more expensive food and fuel.

Figure 17- GIRoA Revenue and Operating Expenditures ($U.S.)



Source: IMF

The GIRoA has made some progress in improving its revenue base. In 2008, the Afghan Parliament passed new income tax legislation applying to the business receipts tax which added a levy of two percent to most imports. Also in 2008, the GIRoA implemented a memorandum of understanding between the Ministries of Commerce and Finance which gave Afghan Customs full access to state-owned fuel import depot at Hairatan, where more than 70% of fuel imports enter the country. This should increase revenue and discourage corruption at the fuel depot. Corruption in customs collection remains a significant concern and has been highlighted by Finance Minister Zakhilwal as one of his reform priorities for the coming year.

5.4: Regulatory Framework

The GIRoA has taken steps to improve the county's economic regulatory framework during the reporting period. In March 2009, the Afghan Parliament passed the Mortgage Law, intended to encourage the development of the housing sector, and the Law on Secured Transactions for Moveable Property, intended to encourage private sector economic growth. President Karzai has not signed either of these bills into law; hence they are not yet in effect. In

February 2009, President Karzai passed the Law on Negotiable Instruments, another law intended to encourage private sector development, by presidential decree. The GIRoA also amended its land-use law to support agriculture.

5.5: Financial Sector

The Afghan financial sector is growing. In March 2009, the Ghazenfar Bank opened as the seventeenth licensed commercial bank in the country. According to the Central Bank, total deposits of the banking system in Afghanistan reached $2.4 billion in January 2009, an increase of 67 percent over January 2008. Total lending had reached $1 billion. The appointment of Dr. Zakhilwal as Finance Minister has raised expectations that GIRoA will begin taking measures to privatize the two remaining state-owned banks (Bank Pashtany and Bank Millie), which was stalled under the previous Finance Minister.

On March 31, 2009, the Central Bank sponsored the "Afghanistan Financial Sector Development Forum" in Kabul. The Forum brought together more than 150 representatives from academia, business, government, and media to discuss several initiatives for strengthening the financial sector in Afghanistan including a sector strategic plan, financial training, deposit insurance, credit information, and collateral registry.

5.6: Food Assistance

The food security situation in 2009 is likely to be better than it was in 2008. The strength of the World Food Program (WFP) food pipeline (full through November 2009) and the arrival of 250,000 metric tons (MT) of wheat donated by India will strengthen the strategic grains reserve and improve the country's ability to address emergency needs and control wheat prices. According to ongoing Famine Early Warning System (FEWS) food security reports, sown wheat inside Afghanistan for the 2009 wheat crop has increased compared to last year due to very high domestic wheat prices. In addition, food prices have been declining in Afghanistan since October 2008, with wheat prices falling by 30 percent. The arrival of the harvest season in June along with corresponding potential imports from neighboring countries experiencing wheat surpluses will likely push down wheat prices even further over the next six months.

USDA's Foreign Agricultural Service's Office of Global Analysis has an ongoing remote sensing program to monitor agricultural conditions in Afghanistan and estimate grain production. This program provided crucial early warning in 2008 during a severe drought which decimated the country's wheat crop. The timely FAS/OGA assessment allowed the U.S. government and food aid agencies adequate lead time to create an effective emergency response. In FY 2008, the United States provided $167 million worth of wheat (157,520MT) to the UN World Food Program (WFP) in Afghanistan through the USAID Office of Food for Peace (FFP). This represented almost half of the WFP needs for the year and was almost double the food aid provided in FY 2005 or FY 2006. To date in FY 2009, FFP has provided 64,340MT (worth approximately $69 million) to the WFP in Afghanistan, representing 22 percent of annual food aid needs.

In FY 2009, the U.S. Department of Agriculture (USDA) provided food assistance to Afghanistan through its Food for Progress program. USDA awarded a grant to Shelter for Life International for $18.1 million. With this grant, Shelter for Life will monetize 25,000 metric tons of wheat flour to support development programs in Afghanistan. Additionally, in May

2009, the GIRoA was granted approximately 10,600 MT of vegetable oil, valued at about $16.8 million.

5.7 Economic and Social Indicators of Progress

Poverty Levels and Unemployment

Table 9- Poverty Levels and Unemployment, September 2008

Unemployment Rate	40 percent
Population below the poverty line	53 percent

Unemployment and poverty estimates are unchanged from the previous report. Although most analysts estimate that unemployment is high in Afghanistan, accurate statistical data are 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. 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 10 - Wireless phone subscriber and landlines, April 2009

	Current	Previous Report
Wireless phone subscribers	7,898,909	6,536,830
Landlines	55,456	45,668

Communications continues to progress rapidly in Afghanistan. The Ministry of Communications and Information Technology (MCIT) has been one of the most successful Afghan ministries. During the reporting period, the number of mobile phone subscribers and the number of landline telephones in Afghanistan increased by over 20 percent.

In September 2008 the MCIT, working with USAID, launched the one laptop per child initiative in Afghanistan. The first phase of the program will distribute 5,800 laptops across the country.

Energy

Table 11 - Installed Electrical Generation Capacity, March, 2008

	Current
Installed Electrical Capacity	754MW

Though installed electrical capacity in Afghanistan is unchanged since the previous report, there has been progress in giving the population of Afghanistan access to electricity. In January 2009, work was completed by the GIRoA and USAID on power lines to bring electricity from Uzbekistan to Kabul. Prior to completion of the project Kabul residents had only intermittent access to electricity. Today, the supply of electricity to Kabul has greatly improved.

USAID electricity distribution, rehabilitation, and infrastructure projects in all major urban centers continue, including the Northeast Power System (NEPS) and the Southeast Power System (SEPS).

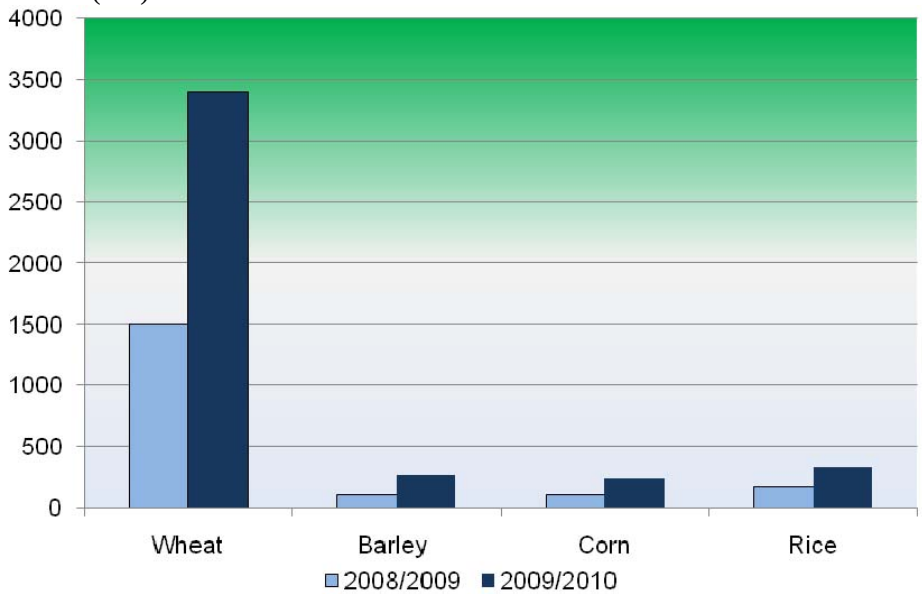
Agriculture

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 40 percent of the nation's GDP and employs more than 80 percent of the work force.

As mentioned above, the GIRoA made an important amendment to its land-use law to enable long-term lease of government-owned land. Under the changed rules, irrigated land can be leased for up to 50 years and non-irrigated land can be leased for up to 99 years. These changes will promote private investment, particularly in agriculture, and more rational use of the GIRoA's extensive land holdings.

Wheat growing conditions in 2009 have been extremely favorable, with timely above normal rainfall blanketing grain crops at crucial growing periods. Irrigation supplies are also more favorable than last year, and crop yields nationally are forecast to considerably improve. The current outlook for wheat production in 2009 is for Afghanistan to produce a near-to-above average wheat crop, with USDA estimating a doubling of production compared to 2008. This preliminary pre-harvest crop forecast will be updated when new information becomes available. Figure 18 compares production in 2009 (2009/2010 growing season) to 2008 (2008/2009 growing season).

Figure 18 – Production of key crops, 2008/2009 and 2009/2010 growing seasons, (MT)



U.S. Agriculture Efforts

USAID programs continue to build human and infrastructure capacity for Afghanistan's agriculture sector. USAID supports commercial agriculture growth and the strengthening of partnerships with the private sector, the strengthening of private and government agricultural extension services, the 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

USAID provides access to the materials, technology, and expertise necessary to produce and market high-value licit crops such as fruits, vegetables, and tree crops. USAID is examining the possibility of assisting Afghan farmers in growing pomegranates and saffron and harvesting cashmere wool, three high-value products that could provide a licit alternative to opium. In the past two years USAID efforts have strengthened the national pomegranate market by one dollar per kilo, adding $180 million of income to the Afghan agriculture industry. . In 2009, an international agri-business interest ordered $20 million worth of export-quality cashmere at a recent agriculture fair financed by USAID and hosted by the Minister of Agriculture. In Helmand, USAID has enrolled 25,000 farmers in a pepper farming program, wherein they receive seedlings, fertilizer and technical assistance, with purchasers already under contract to acquire the harvest later this spring.

The USDA has continued to provide substantial contributions to developing the agricultural sector in Afghanistan. USDA currently has 14 PRT advisors deployed in Afghanistan. USDA continued to provide technical assistance to support livestock health, agricultural extension, and natural resource management. USDA also worked to improve Afghan capacity by sponsoring Afghan citizens to study agricultural issues in the United States. Several Afghan educators have come to the United States for training in a U.S. land grant university. Research scientists have come to the United States for training in horticulture, agronomy, and plant pathology. Afghans have also visited the United States under agricultural extension, economics, and rangeland management training programs.

DoD continued the Agribusiness Development Team (ADT) program, in close coordination with USAID and USDA. ADTs are composed of National Guard personnel with backgrounds and expertise in the agribusiness field. ADTs provide training and advice to Afghan universities, provincial ministries, and local farmers. ADT members' personal ties and relationships allow them to leverage the assets and expertise of land-grant universities and other resources within their home State. Six ADTs from Missouri, Texas, Nebraska, Indiana, Tennessee, and Kansas have deployed in Afghanistan. Another three ADTs will deploy before the end of FY 2009.

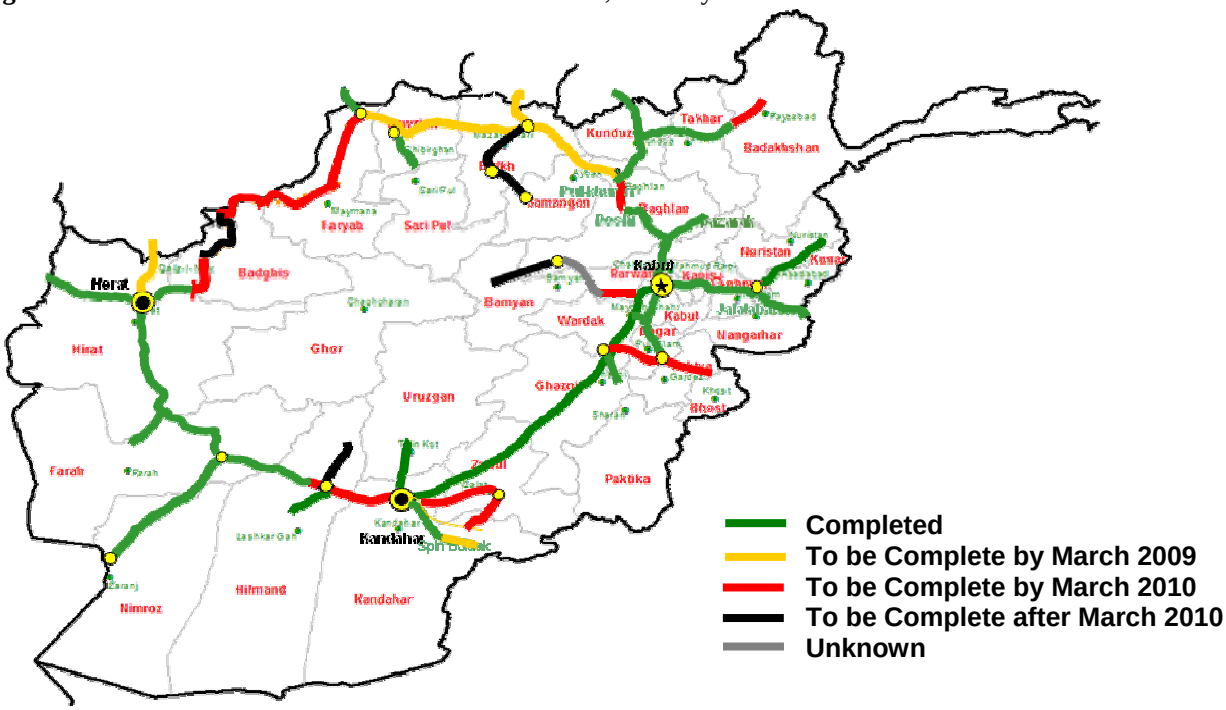
Transportation

Table 12– Kilometers of road and percentage of the Ring Road complete, April 2008

	Current	Previous Report
Roads Built (USAID only)	3,000 km	2,700km
Percentage of Ring Road complete	78 percent	72 percent

The 2,100 kilometer (km) Highway 1, or Ring Road, is 78 percent complete. Incomplete sections include: a 114 km Japanese-funded stretch between Kandahar and Lashkar Gah, a 143 km Chinese-constructed section between Qal-e Naw and Maimana, and an unfunded 200 km section between Herat and Qal-e Naw. The Japanese section will be finished in the summer of 2009, provided that the security situation remains stable, and the Chinese section will be finished by early 2010. Progress continues on the USAID Khost-Gardez, Kisham–Faisabad and Strategic Provincial Roads programs. Figure 19 displays the status of roads under improvement by the international community.

Figure 19 – Status of Roads Built and Under Construction, February 2009



Construction of the Ring Road has had a significant impact on the time and cost of travel in Afghanistan. By some estimates, the Ring Road has reduced travel time by six or seven times in some areas. Despite progress, work remains to be done. Provincial roads throughout the country are in very poor condition. It is not clear that the GIRoA will be able to sustain the roads that the international community has built. Finally, a lack of security and inconsistent taxing (both legal and illegal) by local and provincial authorities increases the risk and cost of using the roads.

While roads are the current priority for improving transportation infrastructure in Afghanistan, there has been progress in rail and air travel. The Iranians have nearly completed a 60 km railway line from the border at Islam Qala to Herat. As part of their investment in the Aynak copper-mining venture, the Chinese are scheduled to build a 700 km rail link from Sher Kahn Bander to Torkham.

In April 2009, the first international flight left from Herat airport to fly to Iran. To make the Herat airport more attractive to international carriers the runway will be extended. Finally, the United Arab Emirates have signed an agreement with the GIRoA to assist in security at airports, starting with Kabul and Kandahar.

Health

Table 13– Access to the Basic Package of Health Services, Trained Healthcare personnel, and Clinics Constructed or rehabilitated, April 2009

	Current	Previous Report
Percentage of population with access to the BPHS	82 percent	80 percent
USAID Trained health care workers	10,600	10,600
Clinics constructed/rehabilitated by USAID	670	670

During the reporting period, the percentage of the population with access to the Ministry of Public Health's Basic Package of Health Services (BPHS) increased slightly from 80 to 82 percent. The ANDS objective is for the BPHS to be accessible to at least 90 percent of the population by 2010.

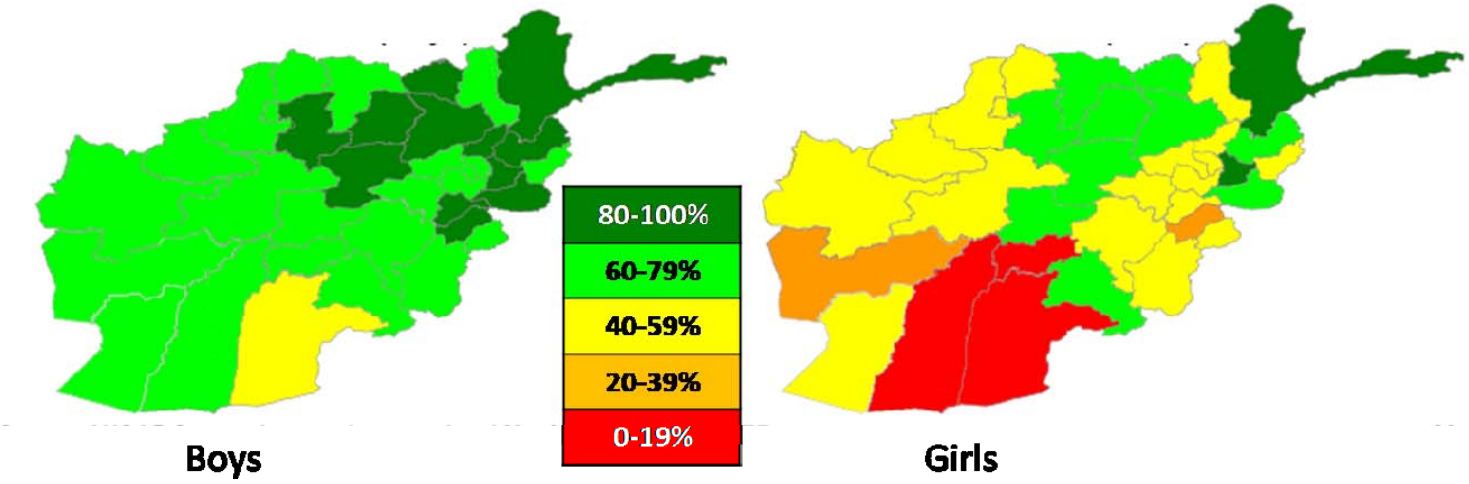
Education

Table 14 – Students enrolled in School, Percentage Female Students, and School Constructed or Rebuilt, April 2009

	Current	Previous Report
Students enrolled in school	7,000,000	7,000,000
Percentage of female students	33 percent	33 percent
Schools constructed or rebuilt by USAID	680	680

ISAF polling indicates that nearly 80 percent of boys and 58 percent of girls attend a school. However, the same polling indicates that access to school varies considerably by province. Figure 20 illustrates geographic variance in access to education in Afghanistan, as indicated in ISAF polling data.

Figure 20 – Percentage of Afghan Children with Access to Schools, March 2009[14]



5.8: Economic Outlook

Real economic growth declined from 12.1 percent in fiscal year 2007/08 (ended March 21, 2008) to 3.4 percent in fiscal year 2008/09 due to the impact of drought on Afghanistan's agricultural output. Growth is projected to rebound to nine percent in FY 2009/10 due to improved agricultural output and increased donor assistance.

Inflation, reached a low of 3 percent in March 2009 (year-over-year), which represents a significant drop from its peak of more than 40 percent (year-over-year) in March 2008. Both the previous increase in inflation and the more recent decline were driven mainly by trends in global food and fuel prices. Lower fuel prices and expected decreases in food prices should keep inflation relatively low in 2009.

[14] There was no sampling in the province of Dai Kundi due to extremely poor security.

5.9: Provincial Reconstruction Teams (PRTs)

The United States leads 12 of the 26 total ISAF PRTs in Afghanistan. Figure 21 indicates the location of all 26 PRTs.

Figure 21 – Location of ISAF PRTs in Afghanistan

5.9.1: Strategy and Objectives[15]

PRTs are a critical civilian-military tool of the U.S. Government and the international community in countering the insurgency in Afghanistan and building the capacity of the Government of the Islamic Republic of Afghanistan (GIRoA) and the Afghan people. These teams are able to leverage key elements of U.S. national power (diplomatic, informational, military, and economic) to support the three main lines of operation: Security, Governance, and Reconstruction and Development. As part of a comprehensive, integrated approach, PRTs support the GIRoA and the goals and priorities of the ANDS and coordinate with key international community partners.

PRTs comprise a mix of civilian and military personnel whose primary purpose is to extend the reach of the GIRoA by helping GIRoA ministries, International Organizations (IOs), and Non-Governmental Organizations (NGOs) deliver reconstruction and stabilization assistance programs to the people of Afghanistan.

PRTs were established by the U.S.-led coalition as part of Operation Enduring Freedom in 2002 after the overthrow of the Taliban. Originally known as Coalition Humanitarian Liaison Cells, these small (ten to twelve personnel) military teams provided key humanitarian information to U.S. military commanders and implemented small DoD-funded projects to develop the confidence and trust of the local population. The first PRT was established by the

[15] Detailed U.S. PRT strategies that have not changed since the last report have been removed for brevity. Key priorities for each PRT are included.

U.S. in Gardez Province (now called Paktya Province) in December 2002. By 2003, ISAF began to expand its authority in Afghanistan under a United Nations mandate to create a secure environment to enable reconstruction. Subsequently, ISAF established eight PRTs. When ISAF assumed responsibility for all of Afghanistan in October 2006, it took command of all of the PRTs deployed in the country.

The U.S. leads 12 PRTs. Due to widely differing regional circumstances, and the different capabilities and approaches of PRT lead nations, a "one size fits all" PRT concept is neither appropriate nor possible. Specific strategies, objectives, civilian-military manpower considerations, priorities and funding remain 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 have acknowledged 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 ANDS and through National Ministerial Strategies.

To this end, NATO recently agreed to new PRT policy implementation guidance to ensure the 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 UNAMA to play an active role in ensuring coordination of PRT activities. The 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.*

Kapisa PRT[16]

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 (FDD) (Tag Ab, with potential follow-on in Alasai).

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:

[16] The Kapisa PRT is responsible for two provinces, Kapisa and Parwan. Due to limited resources and strategic requirements, the PRT's focus is on Kapisa province.

- elections;
- expansion of governance throughout critical districts;
- focused District Development;
- border management; and,
- natural resources.

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;
- expansion of governance throughout critical districts;
- Nangarhar, Inc. (a commerce and industrial focus zone);
- comprehensive FDD (Kus, Konar, Jalalabad, Beshood);
- border management; and,
- sustaining progress in CN.

Laghman PRT

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

- elections; and,
- expansion of governance throughout critical districts.

Panjshir PRT

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

- elections; and,
- natural resource development.

Nuristan PRT

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

- elections;
- expansion of governance throughout critical districts;
- border management; and
- natural resources.

Ghazni PRT

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

- elections;
- expansion of governance throughout critical districts (Andar, Qarabagh, Ghazni City, Moqur);
- Gardez-Ghazni Road; and,
- integrated FDD (Ghazni City, Dih Yak, Andar, Waghez, and Qarabagh with future FDD in Moqur, Gelan and Jaghuri).

Paktya PRT

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

- elections;
- 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 FDD (Phase 4- Jani Khel/Dand Patan); and,
- border management.

Paktika PRT

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

- elections;
- expansion of governance throughout critical districts ;
- FDD; and,
- border management.

Khowst PRT

Current priority focus areas for Khowst Province include:

- elections;
- expansion of governance throughout critical districts (Matun, Mandozai,Gorbuz, Tani, and Terezai);
- Khowst-Gardez Road;
- border management; and,
- natural resource management.

Farah PRT

PRT Farah assists the Islamic Republic of Afghanistan to extend its authority and legitimacy in order to facilitate the development of a safe and secure environment, enable Security Sector Reform, and set the conditions for sustained economic and social opportunity in

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

- elections;
- expansion of governance through critical districts;
- support local priorities, including the comprehensive development of water resources, road infrastructure, agriculture, and power generation; and
- provision of humanitarian aid only in extremis, always in coordination with the GIRoA and UNAMA; support the development of local authorities to address disaster situations.

One-year Overarching End-state for Farah:

- An increasingly responsive & professional government functions as an active, recognized, and transparent authority to provide essential services in all districts. Targeted and focused engagement in cleared areas shows commitment to protecting and supporting the local populace.
- Population is better informed and increasingly accepts and engages with local government. Communities increasingly view the GIRoA as an alternative to insurgent or criminal control. District governors active in all districts.
- UNAMA and other International Organizations and Non-Governmental Organizations (IO/NGOs) establish a permanent presence in Farah Province. UNAMA supports local priorities within the national development frameworks and coordinates reconstruction and development assistance within the province.
- Improved access to training programs, alternative agriculture, credit and markets provides sustainable licit economic opportunities. Incremental progress towards creating a favorable business climate is beginning to draw external investment.
- Insurgent influence in key districts including Bala Baluk, Khaki Safed, Bakwa, Delaram, Golistan, and Pur Chamon is marginalized, while increased Coalition Force and ANSF presence is established in the Shewan area. Mentoring delivers increased capacity for ABP and ANP with completion of FBD and FDD. New ANA Brigade headquarters is functional.
- Infrastructure projects are in line with ANDS and driven by the government. Bakshabad Dam feasibility study is complete. Hospital is functioning at higher standards than at present through national level advocacy. Continuous improvement of roads linking villages to district centers and district centers to the provincial capital.
- Training Agriculture Department staff delivers increased capacity for Agriculture Department to provide outreach to districts. Foundation projects in small scale, high value crops such as trellised grapes, fruit and nut orchards, and pomegranates, are started to provide future high value crops and farm income.

Three-year Overarching End-State for Farah:

- A responsive government with the capacity to deliver essential services and ensure sufficient security (with decreasing Coalition support) within a framework of basic rule of law throughout the province such that an engaged population is able to take advantage of economic opportunity & reduce dependence on the illicit economy.
- A secure environment throughout the province, enabled through the effective extension of GIRoA in each district. Consistent attention to outlying areas has begun to deliver on expectations and promotes a sense of progress across all of Farah.

- The government in Farah capable, accountable, and responsive to the basic needs of the population and the wider future of the Province, with an enhanced capacity to deliver services. Mechanisms are in place to ensure checks and balances, transparency, and accountability of provincial officials.
- The government promotes basic adherence to the rule of law. District ANP are able to police their respective districts independently. Provincial-level policing effectively supports district officers with administration, policies, and training. Police respond appropriately and rapidly, and coordinate their actions with other units of the ANSF. The ANA provides quick reaction and emergency support with the ANP leading daily policing duties.
- Communities access non-poppy sources of economic activity and build the confidence to reject the incursions of criminal and narco-traffickers into their areas. Afghan and international organizations work with the population, and infrastructure and agricultural improvements set the stage for longer-term development. Access to power promotes agribusiness and the storage of agricultural produce. Access to water and improved road networks year-round increases crop production, high-value market production, and access to wider markets.

Zabol PRT

The objective of the Zabol PRT is to provide essential services in partnership with the Provincial Government in order to improve the lives of Zabol residents, meet the residents' basic needs, and legitimize and strengthen provincial and local governance. Our long-term strategy works by, with, and through the Afghan provincial government and in close coordination, deconfliction, and synchronization with the members of Team Zabol, which includes the GIRoA, ANA, ANP, NDS, ETT, PMT, Task Force Zabol, NGOs, and international organizations.

Over-arching End-state for Zabol

Success in Zabol will be measured in inches, not yards, and in years, not months. It will take a generation for Zabol to learn to feed, educate and keep its residents healthy– our 3-5 year aim must be to create the conditions where talented Zabol residents the ability and the will to remain and improve their own country.

Because the baseline for governance, security, and development in Zabol is so low, the end state will reflect only modest changes, including:

- improved government presence in districts and improved government responsiveness at a provincial level;
- improved capacity in provincial departments, including the ability to deliver emergency assistance as well as basic education, agriculture, and health services;
- increased community engagement;
- fewer attacks on Highway 1;
- elections in which a large number of residents feel safe participating; and
- a functioning judicial system.

5.9.2: Staffing of PRTs

Table 15– Composition and Laydown of U.S.-led PRTs

PRT	Military		Civilian					
			DoS		USAID		USDA	
	Auth	On Hand	Auth	O/H	Auth	O/H	Auth	O/H
Konar	85	82	1	1	1	1	1	1
Bagram	63	63	1	0	1	1	1	1
Farah	99	96	1	1	1	1	1	1
Paktya	88	81	1	1	1	1	1	1
Ghazni	84	81	1	1	1	1	1	1
Nangarhar	88	81	1	1	1	1	1	1
Khowst	88	86	1	1	1	1	1	1
Laghman	85	81	1	1	1	1	1	1
Nuristan	88	84	1	1	1	1	1	1
Panjshir	55	55	1	1	1	1	1	1
Qalat	99	92	1	1	1	1	1	1
Paktika	88	83	1	1	1	1	1	1
Total	**1010**	**965**	**12**	**11**	**12**	**12**	**12**	**12**

The U.S. Embassy in Kabul plans to expand its civilian presence in Afghanistan in 2009 and is placing special emphasis on increasing civilian capacity and effort in the provinces and districts. The U.S will tailor civilian representation at existing PRTs and other new models to reflect political, security, and development conditions and Afghan central government priorities (including the ANDS). In addition to existing PRTs with U.S. representation, the U.S. Embassy plan proposes to: ensure all existing PRTs (including coalition-led) have State, USAID and USDA representation; establish provincial governance and development offices with economic, development, and agriculture experts in three of the more stable provinces of RC-East; enhance U.S. civilian representation at current U.S. Brigade Task Forces and provide U.S. civilian staff to new U.S. Brigade Task Forces in RC-South as they are deployed; establish new U.S. PRTs in priority provincial locations after military forward operating bases are created in those areas; establish regional USAID technical offices at the Regional Command headquarters; create District Support Teams (DSTs) to provide capacity-building support in select areas to district-level governance and stabilization; form Fly-Away Teams to seize counterinsurgency windows of opportunity following ISAF and USFOR-A clearing operations; and establish specialized Tribal Engagement Teams. Planned increases in civilian staffing requirements for PRTs in Afghanistan are depicted in table 16. Training for civilian PRT members is unchanged from that described in the previous report.

Table 16 – PRT Civilian Staffing Requirements

	Current Requirement	June 2009 Requirement	Spring 2010 Requirement
DoS	27	58	168
USAID	29	54	187
USDA	17	18	45
TOTAL	73	130	400

A key concept behind this multi-faceted proposal is devolving authority and financial resources downrange to enable the new personnel to implement local programs with strategic and operational effects in support of U.S. Mission objectives and the Campaign Plan. The Embassy proposal is consistent with the level of effort to which the U.S. is committed in Afghanistan and will enhance COIN efforts. By unifying and bolstering U.S. efforts, the increased civilian presence will provide coherence to and directly support evolving GIRoA efforts in sub-national governance and development.

There were approximately 1,000 DoD Civilian personnel in Afghanistan as of February 2009, with approximately 200 assigned to ISAF and 800 assigned to OEF. Between October 2008 and February 2009, DoD Civilian personnel increased by approximately 10 percent (by 100 personnel). Efforts to increase the number of DoD Civilians in Afghanistan are underway.

5.9.3: Coordination and Chain of Command

Table 17 – 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.

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.

5.9.4: Provincial Reconstruction Team Funding

Table 18 – PRT FY 2008/2009 Funding

PRT	FY 2008 Non-CERP Funding	FY 2008 CERP Funding	FY 2009 1st QTR CERP Funding
Bagram	$11,087,025.00	$4,233,270.50	$381,369.98
Farah	$5,446,417.00	$4,558,253.57	$2,940,522.68
Paktya	$2,993,000.00	$36,929,975.90	$142,566.70
Ghazni	$32,306,067.00	$18,421,093.00	$353,649.00
Khowst	$18,004,799.00	$38,665,006.50	$374,448.00
Konar	$53,297,667.00	$10,709,148.49	$183,210.32
Laghman	$72,687,950.00	$21,004,079.02	$3,992,237.00
Nangarhar	$21,820,334.00	$31,840,383.86	$8,953,236.23
Nuristan	$24,686,202.00	$11,678,045.58	$1,290,794.00
Panjshir	$6,851,425.00	$5,438,236.74	$7,964,266.96
Qalat	$2,263,000.00	$460,740.00	$639,500.00
Paktika	$5,948,098.00	$6,979,044.17	$308,912.42
PRT TOTAL	**$273,533,056.00**	**$269,938,044.12**	**$27,524,713.29**

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 18 indicates funding distributed to each of the PRTs for FY 2008, and throughout the first quarter of FY 2009. The PRT FY 2008 numbers include CERP plus U.S. Government and international contributions to the PRTs for projects.

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 through CERP and USAID funding. 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.

5.10: Reconstruction and Development Oversight

The Office of the Special Inspector General for Afghanistan Reconstruction (SIGAR) issued its first quarterly report in October 2008. The first report provided a summary of funds devoted to the reconstruction of Afghanistan since 2001; a review of relevant U.S. and international laws and agreements that govern the approach to the reconstruction of Afghanistan; and a status report on the establishment of the SIGAR as an independent oversight agency. Building on the information provided in the first report, the SIGAR issued its second quarterly report in January 2009. The second submission provided a summary of oversight reports on Afghanistan reconstruction since 2002, discusses the challenges to Afghanistan reconstruction, and concludes by outlining the SIGAR's methodology for oversight. In April 2009, the SIGAR issued its third quarterly report. The third report summarizes recent developments that impact reconstruction in Afghanistan, details the SIGAR's oversight activities undertaken since January 30, 2009, provides an update on the use of reconstruction

funds in Afghanistan, and describes the reports and audits relating to the reconstruction of Afghanistan by other inspectors general and the Government Accountability Office (GAO).

5.11: U.S. Funding for Efforts in Afghanistan

Because U.S. reconstruction and development efforts will be conditions-based, it is not possible to provide a long-term reconstruction and development budget at this time. Table 19 provides a breakdown of U.S. funding streams for efforts in Afghanistan from 2002-2009.

Table 19 – Funding of U.S. Efforts in Afghanistan (fiscal years, $US Millions, including supplemental)

Line of Operation	2002	2003	2004	2005	2006	2007	2008	2009[17]
Security	**147**	**388**	**949**	**2,307**	**1,989**	**7,431**	**2,763**	**2,000**
-- Afghan National Army	86	361	719	1,633	736	4,872	1,788	
-- Afghan National Police	24	0	160	624	1,217	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**	**1,183**	**1,591**	**1,178**	**1,648**	**2,096**	**502**
-- Reconstruction	124	296	855	1,240	706	1,191	1,445	254
-- Rule of Law	7	8	29	21	30	65	126	70
-- Humanitarian/Other	526	203	299	330	302	392	525	140
Counternarcotics	**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**	**4,896**	**3,668**	**10,037**	**5,912**	**2,884**

[17] Does not include FY2009 supplemental.

Section 6: Counternarcotics (CN)

6.1: Strategy and Priorities

U.S. efforts aim to reduce opium cultivation; contain narcotics trafficking within Afghanistan; break the nexus between insurgents and the drug trade; engage Pakistan and the Central Asian states to disrupt the narcotics trade; and ensure that the GIRoA and partner nations in the region have the capacity to enforce counternarcotics laws. To achieve this, the United States and its allies will target drug production facilities and traffickers with the ANSF in the lead and fund programs that enhance the tactical, logistical, and technical abilities of the GIRoA and partner countries to conduct CN programs.

The United States supports a five-pillar CN strategy. The five pillars (and their U.S. agency contributors) are: 1) Public Information (State/INL and DoD), 2) Alternative Development (USAID), 3) Elimination/ Eradication (State/INL), 4) Interdiction (DEA, DoD, and State/INL), and 5) Law Enforcement/Justice Reform (DoJ and State/INL). The United States will continue to prioritize interdiction and Afghan capacity-building in the short- (one- to two-year) and long- term (three- to five-years).

It is not possible provide long-term budget estimates for CN activities, when such activities are conditions-based and will vary according to the situation on the ground.

6.2: Roles and Missions

At the NATO Defense Ministerial Meeting in Budapest in October 2008, Defense Ministers from NATO countries directed ISAF to carry out targeted counternarcotics interdiction, based on a Government of Afghanistan request. Consistent with the appropriate U.N. Security Council resolutions, and under the existing OPLAN, ISAF can act in concert with the ANSF to target narcotics facilities and the facilitators supporting the insurgency, subject to the authorizations of respective nations. According to NATO, ISAF can directly support ANSF CN activities if there is sufficient intelligence that concludes with reasonable certainty a link between drugs and the insurgency. In all cases, the action taken will be in accordance with NATO's policy to avoid civilian casualties to the maximum extent possible.

Subsequent to the NATO Ministerial, U.S. Central Command requested and received expanded counternarcotics authorities. In December 2008, the Secretary of Defense approved changes to DoD rules of engagement and policy that would increase flexibility for U.S. military commanders in targeting illicit drug facilities and facilitators providing support to the insurgency. DoD personnel may provide support to CN efforts in Afghanistan and in a manner that the commander deems suitable based upon appropriate military planning considerations.

On February 4, 2009, the Commander, Joint Forces Command – Brunssum (JFC-B) approved Annex RR to the JFC-B Operation Plan which brought ISAF policy in line with the new U.S. authorities. At present, troop-contributing nations are examining their respective legal and political authorities to determine how they may contribute. Several ISAF nations' respective forces will be prevented from directly supporting CN operations by national caveats.

Table 20 – Allocation of U.S. CN funds, 2009

	FY 2009
NIU[18]/CNPA - Air Mobility (OCONUS)	43,053
NIU/CNPA - Air Mobility (CONUS)	6,000
NIU/CNPA - Training	19,417
NIU/CNPA - Equipment	0
NIU/CNPA - Facilities	14,000
CN Border Police - Facilities (BCPs)	7,635
CN Border Police - Training	20,809
Intelligence and Technology-MIP Efforts	38,750
Intelligence and Technology-Non MIP Efforts	7,000
Other Program Support	15,070
State Dept Helicopter Lease	0
TOTAL	$171,734

The U.S. military provides support to Afghan counter narcotics forces. The ability to provide support enabled the Afghan CN forces and their international counterparts to interdict drugs in areas that were inaccessible due to security concerns. U.S. forces have provided aerial and ground support to joint Counternarcotics Police of Afghanistan (CNPA) and DEA operations. As a result, several processing facilities have been destroyed and several tons of opium, hashish and pre-cursors chemicals have been seized and destroyed by Afghan authorities.

DoS works within the five-pillar plan to coordinate public information campaigns and poppy eradication programs. DoS and DoJ work together to enhance the Afghan judicial system, train prosecutors, and build the infrastructure necessary to indict, arrest, try, convict, and incarcerate drug traffickers. USAID works to provide viable alternatives to opium cultivation.

The DEA has expanded operations in Afghanistan. Initial funding for the expanded DEA operations came from Global War on Terrorism (GWOT) funding. The DEA increased the number of positions in Kabul from 24 to 67. By the end of FY 2009, it is anticipated that 55 of the 67 positions will be filled. The positions are to be based out of Kabul and will be forward-deployed to RC-South, RC-West, RC-North, and RC-East as billeting and office space becomes available. DEA activity in Afghanistan is multi-tracked. The Kabul Country Office oversees all of DEA's in-country activity and is the lead for traditional bi-lateral investigations. The FAST program executes DEA investigations and pursues the DEA's Drug Flow Attack Strategy. DEA's Special Operation Division is the primary sub-element coordinating regional investigations.

6.2.1: 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.

6.2.2: International Coordination

The United States will continue to build the interdiction capacity of neighboring countries in the South and Central Asia region and work to build trilateral and bilateral coordination in COIN and CN operations. At the request of DoS, DoD assists in funding the U.S. Embassy Kabul's Border Management Task Force (BMTF). The BMTF provides oversight and management of U.S. border initiatives and assists the GIRoA with border issues.

[18] National Interdiction Unit – a specialized interdiction unit that is part of the CNPA.

The UNODC and international donors look to BMTF as the focal point for border management issues on behalf of the international community.

The UNODC has established a new strategy to tackle the Afghan narcotics trade through regional cooperation. The "Rainbow Strategy" is a regional response to the threat posed by the supply, trafficking, and consumption of Afghan opiates. It acknowledges that a national problem demands a regional solution, and therefore engages both Afghanistan and neighboring countries.

The Interagency Operations Coordination Center (IOCC) continued to coordinate joint Afghan, U.S., and U.K. operations with the military. Cooperation between U.S., U.K., and Australian law enforcement entities allows for information sharing and successful integration of military and law enforcement operations in support of COIN efforts.

6.2.3: Use of Intelligence

The United States coordinates the development of CN programs and the sharing of CN intelligence and information with partner nations and lead federal law enforcement agencies. Intelligence sharing is facilitated through institutions like the Joint Narcotics Analysis Center (based in London); the IOCC (U.S.-U.K. joint leadership, based in Kabul); and CNPA Intelligence Fusion Center (CNPA – IFC). In FY 2009, DoD will provide more than $45 million towards CN intelligence programs in Afghanistan.

6.3: Efforts to Improve Afghan Capacity

The most significant progress in developing Afghan CN capacity during the reporting period was made by the CN infantry kandak (CNIK). The CNIK consists of approximately 900 soldiers with the specified mission to provide security for CN forces. In November 2008 the CNIK returned to Kabul after providing regular infantry support to combat operations in RC-S. Between November and January, the unit underwent training, equipping, and leadership changes. In January 2009, the CNIK deployed with the GIRoA Poppy Eradication Force (PEF). A U.S. ETT mentors CNIK and PEF commanders and staff who have completed initial training. The presence of advisors led to improved coordination between the CNIK and PEF. Together, the CNIK and the PEF have eradicated twice as much in 2009 as they did in the same period in 2008. At total of 2,644 hectares of PEF-led eradication were verified as of April 25, 2009. PEF eradication at the same time last year was 1,121 hectares.

The DoD-supported Afghan Counternarcotics Training Academy (CNTA) continued to provide advanced training to CNPA officers. Specialized units within the CNPA, such as the NIU, Air Intercept Unit, and Technical Intercept Unit, continued to build their respective capabilities with the objective of eventually conducting independent and effective CN operations.

6.4: Impact of CN on the COIN Mission

The United States, NATO, and the GIRoA recognize the symbiotic relationship between illegal narcotics and the insurgency, as evidenced by the decision of the NATO Defense Ministers to direct ISAF to target narcotics facilities. 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. Counternarcotics operations applied to the narco-insurgency nexus are fully compatible with COIN and CT because it removes a funding source from the insurgency and hence degrades insurgent capacity. At the same time, care must be taken in shifting limited assets out of CT, COIN or the COIN-CN

nexus, into purely CN activities. Such a shift would detract from the former missions and likely result in detrimental effects on the population as military force is applied to purely civilian-criminal narcotics activities.

Thus far, DoD support for CN efforts in Afghanistan has benefited the war on terrorism by targeting drug traffickers and disrupting financial support to terrorists and insurgents in the region. Examples of successful CN operations include:

- In July of 2008, multi-agency and multi-country teams executed search warrants in Nangarhar Province on a number of heroin conversion laboratories and processing sites owned by associates of the Taliban. Nearly 1,500 kilograms of opium and 1,167 gallons of morphine solution were seized and destroyed.
- Two operations in Spin Boldak, Kandahar Province in November 2008, located and destroyed a large cache of hashish associated with the Taliban. International and Afghan forces seized 700 bags of hashish estimated at 44 metric tons. At the second target international and Afghan forces seized and destroyed approximately one ton of hashish, a processing facility with the ability to produce up to 1,500 kilograms of hashish in a 24-hour period, three tractors (modified to drive the production lab), approximately ten 55-gallon drums of various hazardous chemicals, and drug-packaging paraphernalia.

6.5: Potential Improvements

One potential area of improvement for CN efforts in Afghanistan is interagency coordination. Interagency efforts should be coordinated through the development of a CN campaign. Also, the GIRoA must build the internal political will to stem the production and trafficking of illegal narcotics and, with it, the often drug-related corruption.

6.6: Progress to Date

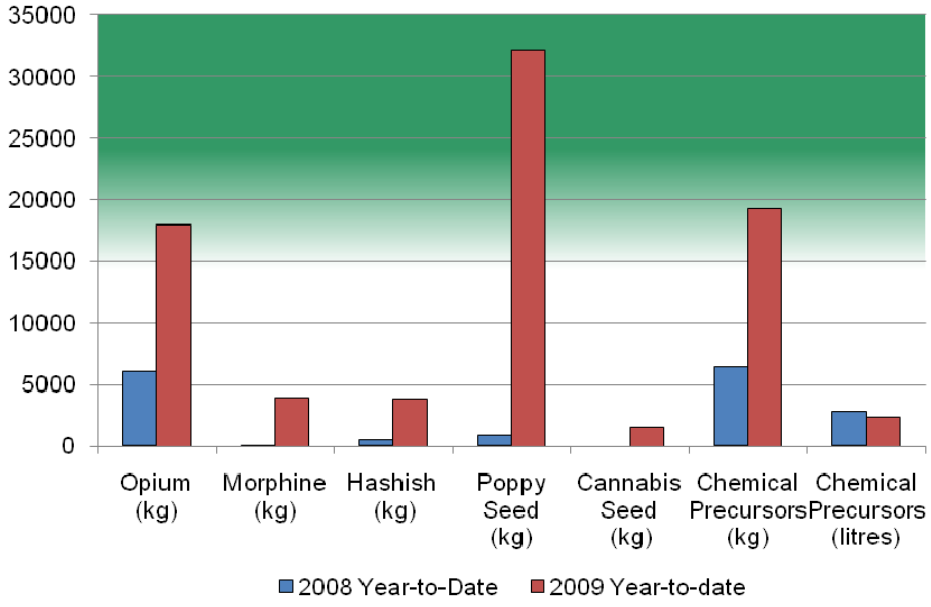
Afghan prosecutors and security forces have made important progress in countering the narcotics trade. In February 2009, Haji Abdullah Khostel was indicted on narcotics-related charges in Kabul. Mr. Khostel is accused of establishing and running one of the largest heroin producing and trafficking operations in Afghanistan as well as collusion with the Taliban. In February 2009, ANSF conducted raids on Khostel's associates and drug processing facilities. Mr. Khostel was subsequently arrested. His trial began in late March.

The CNIK has been working with the MoI PEF since January 2009. Despite resistance from insurgents, as of April 2009, the security provided by the CNIK has enabled the PEF to eradicate more than twice the poppy than had been eradicated at the same time last year. CNIK and PEF operations have encountered resistance from insurgents and suffered at least one casualty during the reporting period. CNIK performance has been marred by intermittent refusals to conduct operations in regions with extremely poor security. As the mission of the CNIK and PEF becomes more clearly defined, one challenge that should be addressed is the establishment of a command and control structure with authority over both forces.

Although central-government-led eradication has dramatically increased in 2009, Provincial-Governor-led eradication has fallen considerably. According to the UNODC, as of May 2009, net eradication was 18 percent lower than it was the same time last year.

The total amount of narcotics and narcotics-related contraband either seized or destroyed has increased in 2009. Figure 22 indicates the amounts of contraband seized or destroyed between January and May, 2009 and the same time period in 2008.

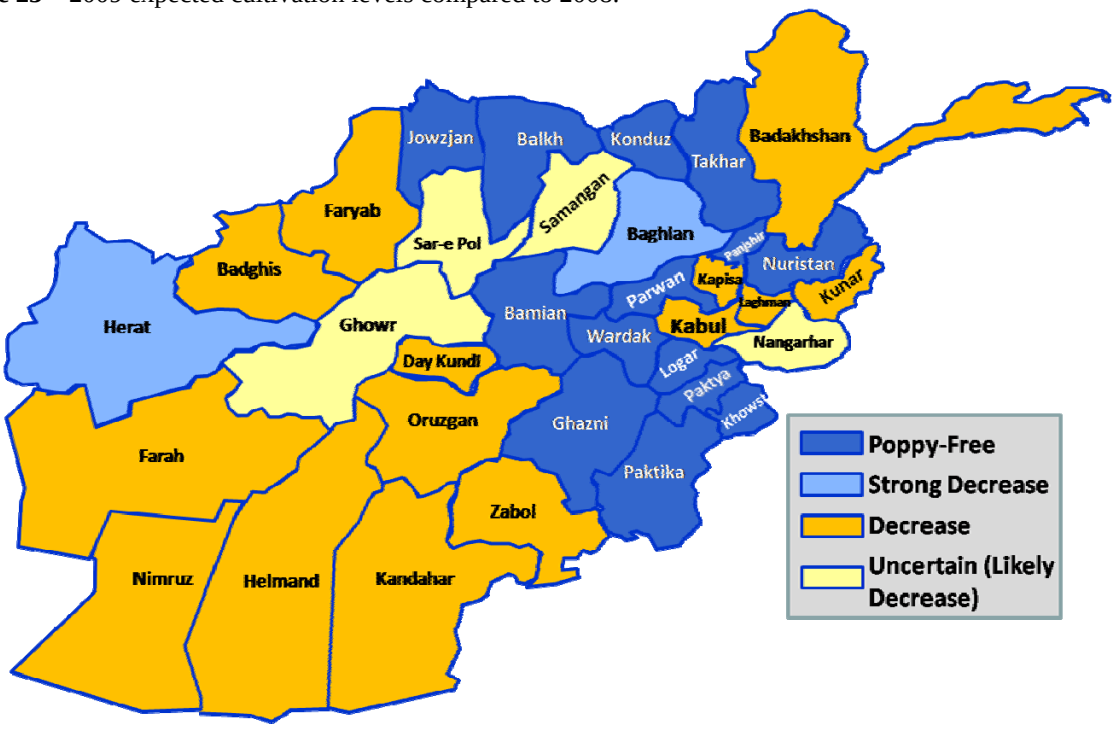
Figure 22 – Narcotics Contraband Seized and Destroyed January-May 2008, 2009



6.7: Opium Production Outlook for 2009

In a preliminary report,[19] the UNODC predicts a decrease in opium cultivation in Afghanistan for the second year in a row. Figure 23 indicates expected change in opium cultivation in Afghanistan by province in 2009 over 2008 levels.

Figure 23 – 2009 expected cultivation levels compared to 2008.



[19] "Afghanistan: Opium Winter Assessment"

As it was in 2008, the majority of opium cultivation will be concentrated in the south of the country. The provinces of Farah, Nimruz, Helmand, Kandahar, Zabol, and Oruzgan will produce over 90 percent of Afghan opium.

Section 7: Regional Engagement

7.1: Pakistan[20]

The new strategy announced by President Obama in February 2009 recognizes that a regional approach is essential to eliminating extremism in Afghanistan and Pakistan. According to the new strategy, the United States will work closely with the Government of Pakistan (GoP) to build Pakistani COIN capacity, provide economic development assistance, and enhance bilateral Pakistani-Afghan relations. To lead this regional approach, the Secretary of State appointed Ambassador Richard Holbrooke as Department of State Special Representative for Afghanistan and Pakistan. Ambassador Holbrooke has already brought increased focus and energy to trilateral discussions. In February 2009, trilateral talks among the United States, Pakistan, and Afghanistan laid the groundwork for continuing dialogue between the three countries.

The United States has revitalized the Tripartite Commission (TPC); a trilateral mechanism including senior officials from ISAF, the Pakistani military, and the ANSF designed to facilitate and enhance regular military-to-military communication and focused on border deconfliction issues. The last TPC meeting was held in January 2009. In the January meeting, participants discussed Border Coordination Centers (BCCs). ISAF, ANSF, and the Pakistani military have executed several coordinated operations in the border region. Operation Lion Heart I and II are ongoing complementary operations between U.S., Afghan, and Pakistani forces.

In order to generate jobs and offer alternatives to recruitment by extremists, the GoP supports the concept of Reconstruction Opportunity Zones (ROZs) in Afghanistan and Pakistan as proposed by the United States. In February 2009, a bill to establish the ROZs was introduced in the U.S. Congress by Senator Maria Cantwell. At the time of this report, the bill was under review by the Senate Finance committee.

In support of the GoP plans, USAID's Federally-Administered Tribal Areas (FATA) Development Program is supporting work across FATA by:

- Strengthening government institutions to improve service delivery.
- Expanding economic opportunities, creating jobs, and increasing productivity.
- Improving maternal and child health.
- Improving teaching standards, upgrading teacher training institutions, and providing essential equipment and supplies to raise overall quality of education.
- Addressing the needs of displaced people affected by the recent conflict and military operations, as well as rapidly responding to natural disasters.

The GoP's capacity to conduct successful COIN operations against extremists in the FATA and the NWFP is vitally important to the national security of Pakistan, Afghanistan, and the United States. DoD continues to work with Pakistan to improve the capabilities of the Pakistan Army and Frontier Corps. DoD continues to support Pakistan's 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

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

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 ISAF liaisons) Border Coordination Centers[21] (BCCs); enhancing Pakistan Army aviation units; and establishing Frontier Corps Sector headquarters.

DoD began training Pakistani trainers in October and commenced training of 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.

DoD continues to provide training and equipment to Pakistani Army special operations units in order to enhance U.S. and Pakistani forces' ability to conduct counterterrorism missions together in the border area. These units engage in missions to kill or capture high-value extremist targets and support the Army during significant engagement in the border area.

The first BCC, located at Torkham in Afghanistan, became fully operational in August 2008, and has already increased information-sharing between Pakistan and Afghanistan. The second BCC at Lwara, also in Afghanistan, became fully operational in April 2009. Four more BCCs are planned in Pakistan and Afghanistan.

7.2: Iran

Iran continued to provide reconstruction and development assistance to Afghanistan, particularly in the west of the country, where Iran has had historical influence. Iran has also actively sought to engage Afghanistan and Pakistan regarding counternarcotics and has participated in coordinated CN operations. Due to a growing domestic heroin problem, the Government of Iran (GoI) is eager to stem the flow of narcotics from Afghanistan; hence Iran is likely to continue to be an active partner in matters related to CN.

Though insurgents in Afghanistan have been supplied with lethal aid from inside Iran, the aid has not been militarily significant. It is not clear as to what level the GoI is involved in the provision of such aid to insurgents.

[21] See Annex K for a more detailed discussion of the BCC program.

Acronyms

ABP	Afghan Border Police
ACNWG	Afghan Counternarcotics Working Group
AD	Alternative Development
ADT	Agribusiness Development Team
AIOG	Afghan Interagency Operations Group
ANA	Afghan National Army
ANAAC	Afghan National Army Air Corps
ANCOP	Afghan National Civil Order Police
ANDS	Afghan National Development Strategy
ANP	Afghan National Police
ANSF	Afghan National Security Force
APPP	Afghan Public Protection Program
ASFF	Afghan Security Forces Fund
ASG	Afghan Steering Group
AUP	Afghan Uniformed Police
AWOL	Absent Without Leave
BCT	Brigade Combat Team
BMTF	Border Management Task Force
BWT	Basic Warrior Training
CAB	Combat Aviation Brigade
CERP	Commander's Emergency Response Program
CF	Coalition Force
CIED	Counter Improvised Explosive Device
CJOA-A	Combined Joint Operations Area-Afghanistan
CJTF	Combined Joint Task Force
CM	Capability Milestone
CMC	Chairman of the Military Committee
CN	Counternarcotics
CNIK	Counternarcotics Infantry Kandak
CNPA	Counternarcotics Police of Afghanistan
CNPA	Counternarcotics Police of Afghanistan
CNT	Central Narcotics Tribunal
COIN	Counterinsurgency
CSTC-A	Combined Security Transition Command-Afghanistan
DCOS GR&D	Deputy Chief of Staff for Governance, Reconstruction, and Development
DoD	Department of Defense
DoS	Department of State
EFP	Explosively Formed Penetrator

ETT	Embedded Training Team
EUPOL	European Union Police Mission in Afghanistan
EWG	Executive Working Group
FATA	Federally Administered Tribal Area
FBD	Focused Border Development
FDD	Focused District Development
FY	Fiscal Year
GDP	Gross Domestic Product
GIRoA	Government of the Islamic Republic of Afghanistan
GOI	Government of Iran
GPI	Good Performers Initiative
HMMWV	High Mobility Multipurpose Wheeled Vehicle
HOO	High Office of Oversight for Implementation of Anti-Corruption Strategy
HQ	Headquarters
IAPP	Integrated Approach Planning Process
IAWG	Integrated Approach Working Group
ICMAG	Integrated Civil-Military Action Group
IED	Improvised Explosive Device
IET	Initial Entry Training
IFC	Intelligence Fusion Center
IMS	International Military Staff
INCLE	International Narcotics Control and Law Enforcement
INL	U.S. State Department Bureau for International Narcotics and Law Enforcement Affairs
IOCC	Interagency Operations Coordination Center
ISAF	International Security Assistance Force
JCMB	Joint Coordination and Monitoring Board
JFC-B	Joint Forces Command – Brunssum
JIOC-A	Joint Intelligence Operations Center-Afghanistan
KSC	Kapisa Security Council
LOC	Line of Communication
MCIT	Ministry of Communications and Information Technology
MCN	Ministry of Counternarcotics
MOD	Ministry of Defense
MOI	Ministry of Interior
MOJ	Ministry of Justice
NAC	North Atlantic Council
NATO	North Atlantic Treaty Organization
NCO	Noncommissioned Officer
NDCS	National Drug Control Strategy
NGO	Nongovernmental Organization

NMAA	National Military Academy of Afghanistan
NMCC	National Military Command Center
NPCC	National Police Command Center
NSE	National Security Element
NWFP	Northwest Frontier Province
OCC-P	Operational Coordination Center-Provincial
OCC-R	Operational Coordination Center-Regional
OEF	Operation Enduring Freedom
OGA	Other Governmental Organization
OMLT	Operational Mentor and Liaison Team
OTI	Office of Transition Initiatives
PDC	Provincial Development Council
PEF	Poppy Eradication Force
PMT	Police Mentoring Team
PRT	Provincial Reconstruction Team
RC	Regional Command
ROZ	Restricted Operating Zone
RTC	Regional Training Center
SDP	Security Development Plan
SVBIED	Suicide Vehicle-Borne Improvised Explosive Device
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Program
UNHCR	United Nations High Council for Refugees
UNODC	United Nations Office of Drug Control
USAID	U.S Agency for International Development
USDA	United States Department of Agriculture
USFOR-A	United States Forces-Afghanistan